Agenda Item 14

PLANNING APPLICATIONS COMMITTEE 13 November 2014

Item No:

<u>UPRN</u> <u>APPLICATION NO.</u> <u>DATE VALID</u>

13/P3962 03/07/2013

Address/Site Crescent House, 113-115 Worple Road, SW20 8JD

(Ward) Hillside

Proposal: Removal of existing pitched roof and erection of a new recessed

third floor to building providing 3 x 2 bedroom flats with

installation of roof top balconies.

Drawing Nos PP-01, PPL-02 (B), PPL3 (B), PPL-04, PPL-05 (A), PPL-06 (A),

PPL-07 (B), PPL-08 (A) and Design and Access Statement

Contact Officer: Richard Allen (8545 3621)

RECOMMENDATION

GRANT Planning Permission subject S.106 Agreement and conditions

CHECKLIST INFORMATION

- Heads of agreement: Permit Free, Affordable Housing and Education contibutions.
- Conservation Area: No
- UDP site designation: None
- Is a screening opinion required: No
- Is an Environmental impact statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice-No
- Site notice-Yes
- Design Review Panel consulted-No
- Number neighbours consulted: 57
- External consultants: None
- Archaeology Priority Zone: No
- Controlled Parking Zone: Yes

1. **SITE AND SURROUNDINGS**

The application site comprises a three storey block of nine flats situated on the north side of Worple Road at the junction with Crescent Road. Neighbouring properties in the north side of Worple Road are detached blocks of flats of between three and four storeys in height. Opposite the site are Victorian residential properties. The application site is not within a conservation area. It lies within a Controlled Parking Zone.

2. **CURRENT PROPOSAL**

- 2.1 The current application involves the removal of the existing pitched roof and the erection of a recessed third floor to the building to provide 3 x 2 bedroom flats and installation of rooftop balconies. The existing pitched roof would be removed and a new 'set back' third floor constructed. The proposed additional floor would be set back from the front elevation of the building by 2 meters and by between 1.2 m and 2.1 m on the side elevations. The elevations to the rear would be blank and would be of lightweight construction in grey (RAL 7031). The ends of the balcony areas would be enclosed with 2100mm frosted glass screens to provide privacy and to prevent overlooking of neighbouring properties. It is proposed to construct the upper floor in glass and lightweight construction and provide a roof light over the existing and proposed stairways to increase light throughout the building. The new flat roof of the proposed additional floor would be no higher than the ridge of the existing hipped roof. The proposed flats would comprise three x 2 bed flats. The flats would have a gross internal floor area (GIA) of 64.5 m2, 70 m2 and 71m2 respectively.
- 2.2 The existing building is constructed in brick with concrete hanging tiles at second floor level. The existing hanging tiles are to be removed and the entire wall clad with a proprietary phenolic foam insulation system mechanically fixed to the existing external wall and finished with a new skin of brick slips. The provision of insulation and the slip brick system will improve the thermal properties of the building which would be further enhanced by the provision of new windows. It is also proposed to install a lift to make all apartments accessible for people with disabilities and to allow for easy access for deliveries. The existing staircases would also be brought up to modern building standards and gas and electrical serviced upgraded. Two additional parking spaces would be provided at the rear of the flats and a vehicle access barrier installed at the entrance.
- 2.3 The current application has been submitted in order to address the reasons for refusal of planning application LBM Ref.13/P0890 in August 2013. The main revisions are (1) a 2 metre 'set back' is now proposed for the new floor in relationship to the front elevation (2) the side elevations would be set in from the existing side elevations by a further 600mm and (3) the 'Brise Soleil' (overhanging canopy to roof) has been reduced in depth to be less prominent from street level and (4) it is now proposed to provide a brick finish rather than render the original building.

3. **PLANNING HISTORY**

- In 1961, planning permission was granted for the erection of a three storey block comprising nine flats and garages (Ref.WIM 5869).
- 3.2 In October 2001, planning permission was REFUSED under delegated powers for the removal of the existing roof and erection of a new third floor to provide 2 x 3 bedroom flats with roof terraces and a lift enclosure, new entrance barrier to car park and new bin store and two additional parking spaces (LBM Ref.01/P1518).

Planning permission was refused on the grounds that:-

'The proposed extensions and alterations to the building to enable provision of two additional flat units at third floor level would place further burden on the limited accessible amenity space and by virtue of the height, bulk and massing constitute and incongruous form of development that would be detrimental to the Worple Road/Crescent Road street scene and the general surrounding area contrary to policies EB.23, H.12 and H.14 of the Adopted Merton UDP (April 1996) and policies HP.6, HS.2, BE.28 and BE.29 of the Second Deposit UDP (October 2000)'.

3.3 In August 2002 planning permission was REFUSED under delegated powers for the removal of the existing roof and erection of a new third floor to provide 2 x 3 bedroom flats with roof terraces and a lift enclosure, new entrance barrier to car park and new bin store and two additional parking spaces (LBM Ref.02/P1052).

Planning permission was refused on the grounds that:-

'The proposed extensions and alterations to the building to enable provision of two additional flat units at third floor level would place further burden on the limited accessible amenity space and by virtue of the height, bulk and massing constitute and incongruous form of development that would be detrimental to the Worple Road/crescent Road street scene and the general surrounding area contrary to policies EB.23, H.12 and H.14 of the Adopted Merton UDP (April 1996) and policies HP.6, HS.2, BE.28 and BE.29 of the Second Deposit UDP (October 2000)'.

3.4 In August 2013 planning permission was REFUSED for the removal of the existing pitched roof and erection of a new recessed third floor to building, providing 3 x 2 bedroom flats with installation of rooftop balconies (LBM Ref.13/P0890).

Planning permission was refused on the grounds that:-

'The proposed extensions to provide three flat units at third floor level, would by virtue of the scale, massing and design constitute an incongruous form of development that would be detrimental to the Worple Road/Crescent Road street scene and the general character of the surrounding area contrary to Policy CS14 (Design) of the Adopted Merton Core strategy (July 2011) and Policies BE.22 (Design of New Development), BE.23 (Alterations and extensions to Buildings) and BE.24 (Roof Extensions) of the Merton UDP (October 2003)'.

4. **CONSULTATION**

4.1 Site notice procedure.

Notice displayed

Letters of notification to occupiers of neighbouring properties.

In response 6 letters of objection has been received. The grounds of objection are set out below:-

- -The proposal would result in considerable loss of amenity.
- A previous recent application has been refused for extending the property.
- -The proposal would result in an unattractive skyline to the corner site.
- -The proposal would set a precedent in Worple Road.
- -The roof extension would block light.
- -The proposed lift would result in noise and disturbance.
- -The provision of the lift would result in the loss of the rear entrance and leave only one means of escape.
- -The building works would result in noise and nuisance and would not benefit any of the existing residents.
- -The removal of the existing window adjacent to the entrance to flat 6 would result in loss of light. This would also apply to flats 3 and 9.
- -The sky light would only benefit the third floor and not the floors below.
- -The removal of the recesses in front of the entrance to flat 6 (and flats 3 & 9) will also restrict entrance to flats.
- -The proposed balconies would be a security issue.
- -The re-arrangement of the parking area and bin store would result in loss of green space.

4.2 South Ridgway Residents Association

The proposal would result in an unattractive skyline to this corner site. Crescent Road is also part of a conservation area even though Crescent House is outside the conservation area boundary; it would impinge on the conservation area. It would also create an unpleasant precedent in Worple Road and would probably lead to further height increases and resulting loss of natural light to fairly harmonious streetscape that exists at the moment.

4.3 Amended Plans- First Reconsultation

The architect revised the plans to increase the 'set back' of the upper floor, reduced the overhang of the roof to make it less prominent and now proposes to refurbish existing brickwork rather than rendering the existing building. A reconsultation was undertaken and 3 further representations were received.

- -Construction works will result in noise and disturbance to both occupiers of Crescent House and neighbours nearby.
- -The proposals will result in loss of light.

- -The provision of balconies would result in loss of privacy.
- -The applicant has not consulted with existing residents and the proposal would be in breach of a covenant.
- -The proposal will significantly restrict access to the grounds of the property by extending the planted area from the existing gate pier, along the rear wall of the property, with the resulting loss of the turning area for vehicles and therefore restricting manoeuvrability. The new line of the planted area has also removed the parking area currently enjoyed by residents and would reduce potential parking space by 6 or 7 vehicles.
- -Residents oppose the installation of electronic vehicle gates as Crescent House does not suffer from improper access or use.
- -The proposal is speculative to enhance the value of the freehold.

4.4 <u>Amended Plans- 2nd Reconsultation</u>

In order to address the concerns of residents regarding the loss of the 'informal' parking area at the side of Crescent House to landscaping, the architect has removed the extension to the landscaped area from the proposal and the 'informal' parking area is to be retained, in addition to the provision of an additional parking space adjacent to the bin store and two spaces adjacent to the north east boundary of the site, to give a total of 12 parking spaces. However, the electronic entrance gates to the parking area still form part of the current proposal. In response a further letter of objection has been received from the occupiers of flat 8, Crescent House who reiterate their previous objections, as set out in paragraph 4.3 above.

5. **POLICY CONTEXT**

- 5.1 The relevant policies contained within the Adopted Merton Core Strategy (July 2011) are CS8 (Housing Choice), CS9 (Housing Provision), CS14 (Design) and CS20 (Parking).
- 5.2 The relevant policies within the Plans and Policies Plan (July 2014) are DM 02 (Nature Conservation, Trees, Hedges and Landscape Features), DM D1 (Urban Design and the Public Realm), DM D2 (Design Considerations in all Developments), DM D3 (Alterations and Extensions to Buildings) and DM H2 (Housing Mix).
- 5.3 The relevant polices within the London Plan (July 2011) are 3.3 (Increasing Housing Supply), 3.4 (Optimising Sites Potential) and 3.5 (Quality and Design of Housing).

6. **PLANNING CONSIDERATIONS**

- 6.1 The main planning considerations concern the principle of the development given the planning history together with design, the standard of accommodation proposed, together with neighbour amenity and parking issues.
- 6.2 Principle of Development

Although planning permission has previously been refused on three occasions (LBM Refs.01/P1518, 02/P0152 and 13/P0890) the previously refused schemes were considered to be of insufficient quality in design terms, and in the first 2 instances, also made insufficient additional amenity space provision. For information the details of the refused schemes are set out below:-

01/P1518

This application proposed an additional floor of accommodation within a flat roofed extension to the original building incorporating a raised central section with a pitched roof to the Crescent Road frontage and two hipped roof sections to the Worple Road frontage. The existing brick and tile fenestration was to have been retained and the extended building would have had a confused and unattractive appearance that did not relate well to the Crescent Road/Worple Road street scene and the proposal would have had limited amenity space.

02/P1052

The second refusal also proposed an additional floor of accommodation within a more conventional roof form. The extension would have been set back from both the Crescent road and Worple Road frontages and although the proposal was in some ways an improvement on application 01/P1518, the resulting building would have been higher than the ridge height of existing building and have limited amenity space

13/P0890

The third refusal for extending Crescent House proposed three additional flats within a 'lightweight' roof extension set back from both the Crescent Road and Worple Road frontages. The application also proposed re-cladding the building. Balconies were also proposed at first and second floor levels to flats on the Worple Road frontage. Whilst the application was an improvement on the two earlier refused schemes, the design and detailing of the extension, with its overhanging canopy and rendered elevations was considered to be unacceptable in that the proposal would have appeared incongruous and out of character with the Crescent Road/Worple Road street scene.

Following the three previous refusals, the current proposal has developed to overcome the previous design concerns. A light weight structure is now proposed for the additional floor of accommodation and the extension set back from both the Crescent Road and Worple Road frontages. The overhang of the canopy to the flat roof has also been reduced in size. Balcony amenity space is also provided for the new units. It is also proposed to provide an enhanced entrance from Crescent Road and install a lift to improve access. It is also no longer proposed to re-clad or render the original building, but to replace the unsightly tile hanging at first floor level with brick slips. It is therefore considered that the current proposal has addressed design concerns and would also comply with London Plan Policies.3 (Increasing Housing Supply), 3.4 (Optimising Sites Potential) and 3.5 (Quality and Design of Housing).

6.3 Design and Appearance

The proposal involves the construction of an additional floor of accommodation at third floor level in place of the existing hipped roof. The overall height of the additional floor of accommodation would not exceed the existing ridge height -the extension would 'square off' the existing hipped ends of the roof and a large, mainly glazed flat roofed extension would replace the original roof form. The proposed additional floor of accommodation would be set back from the front elevation by 2 metres and would be constructed mainly of glass to give a 'light weight' appearance to the upper floor unlike the previously refused scheme which proposed a bulkier and heavier looking extension. The overhanging 'Brise Soleil' roof detail has been reduced in size and further reduces the visual impact of the extension, whilst given the 2 metre 'set back' on the front elevation together with its relatively low height, would not be intrusive when viewed from street level.

6.4 It should be noted that there is no prominent architectural style in this part of Worple Road which comprises a mixture of flatted developments, flat conversion and houses. Building heights range from four storeys at 117 Worple Road and three storey town houses adjacent to the application site at 111 Worple Road. Opposite the application site are three storey semidetached dwellings together with the large four storey apartment block at 204-206 Worple Road. In terms of height and design the current proposal is considered to be acceptable and would not be detrimental to the Worple Road/Crescent Road street scene. It is also proposed to install a lift as part of the general upgrade of the building. Objections have been received concerning the provision of a lift as on the plans initially submitted the existing pedestrian access to the rear parking area would have been removed to accommodate the lift shaft. However, the lift has been repositioned to allow the existing entrance to the car park to be retained. This also assists in maintaining a separate means of escape from the building. The proposal is would therefore accord with policies CS14 (Design), DM D1 (Urban Design and the Public Realm) and DM D2 (Design Considerations in all Developments).

6.5 <u>Standard of Accommodation</u>

The proposal involves the provision of three x two bedroom flats and the flats would have a gross internal floor area of 64.5 m2, 70m2 and 71m2 respectively which complies with the minimum space standards for a two bedroom three person flat (61m2) as set out in the London Plan. In terms of amenity space, the Mayor of London's Housing Supplementary Planning Guidance 2012 requires flatted developments to provide a minimum of 5m2 of private outdoor space per habitable room and an extra 1m2 is also required for each additional occupant. Amenity space would be provided by access to the roof terrace for each of the new flats. The roof terraces would be 33m, 27m2 and 35m2 respectively. The amenity space provision is therefore considerably in excess of the minimum requirement for two bedroom/four person flats. The proposal is therefore considered to be acceptable in terms of London Plan Policy 3.5 and Adopted Merton Core Strategy Policy CS8 (Housing Choice).

6.6 Neighbour Amenity

The concerns of the objectors are noted. However, the removal of the window adjacent to flat 6 to accommodate the lift would not affect daylight to a habitable room, but to the entrance lobby and the loss of a window at ground an first floor level has to be balanced against the provision of a lift and the resulting improvements to disabled access to the building. The large roof light would however benefit the new third floor only as the constraints of the layout of the existing building would preclude the addition of an atrium to light the stairwell. Concern has also been raised regarding the removal of the recesses in front of the entrances to flats 3, 6 and 9 and that the removal of the recesses would restrict access to the flats. However, the removal of the recesses to accommodate the lift would not result in a reduction in width of the existing corridor. The removal of the recess to accommodate the lift is also an internal alteration for which planning permission is not required. It is however noted that the provision of the communal bin store would result in the loss of communal landscaping to the Crescent road frontage. The loss of a small area of planting has also to be balanced against the desirability of upgrading the access and servicing of the existing and proposed flats. There is also scope for enhancing the existing planting to both the Crescent Road and Worple Road frontages. The current proposal for additional accommodation would maintain the existing ridge height unlike the previously refused scheme; the current proposal has an acceptable relationship to the existing building and neighbouring properties. The proposal would not result in any overlooking and/or loss of privacy to occupiers of neighbouring properties. The proposal is therefore considered to be acceptable in terms policy CS14.

6.7 Parking

The proposal would involve the provision of three additional parking spaces to give a total of 12 parking spaces. At present there is space adjacent to the side of Crescent House for 'informal parking' (i.e. with no formally marked parking bays). As originally submitted it was proposed to provide three additional parking spaces and enlarge the landscaped area at the side of Crescent House. This would have resulted in the loss of the existing informal parking area that could potentially accommodate approximately five cars. Following representations from residents the architect removed the extension to the planting area from the proposal and informal parking area at the side of Crescent House is retained. In terms of parking provision, the application site is within a CPZ and is on a bus route. The proposed parking provision (12 spaces) is considered to be acceptable in terms of policy CS20 (Parking) subject to the three additional flats being designated 'permit free' secured through a S.106 Agreement.

6.8 Section 106 Obligations

Core Strategy policy CS 8 requires that all sites capable of providing between 1-9 units (net) will be required to make provision for affordable housing as an off-site financial contribution. In this instance there will be a net gain of 3 new units on the site and so a financial contribution will be required (£106,536).

6.9 Local Financial Considerations

The floor area of the proposed development is below the threshold required for payment of the Mayoral Community Infrastructure Levy, the funds for which will be applied by the Mayor towards the Crossrail project.

7. SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

- 7.1 The proposed house would be meet the requirements of the code for sustainable homes.
- 7.2 The proposal does not constitute Schedule 1 or Schedule 2 development. Accordingly there is no requirement for an EIA submission.

8. **CONCLUSION**

8.1 The current proposal is considered to be acceptable in terms of design, bulk and massing and would result in the provision of additional residential units. Accordingly, it is recommended that planning permission be granted.

RECOMMENDATION

GRANT PLANNING PERMISSION

Subject to completion of a S.106 agreement covering the following heads of terms:-

- 1. The development is designated 'permit free'.
- 2. That the developer makes a financial contribution towards affordable housing (£106,536).
- 3. That the developer pays the Councils costs of drafting, completing and monitoring the legal agreement.

and the following conditions:-

- 1. A.1 (Commencement of Development)
- 2. A.7 Approved Drawings)
- 3. B.1 (Approval of Facing Materials)

- 4. B.4 (Site Surface Treatment)
- 5. Details of the design of the electronic entrance gates shall be submitted to and be approved in writing by the Local Planning Authority. The entrance gates shall be installed in accordance with the approved details.

Reason for condition: In the interest of neighbour amenity and to comply with Policy DM D2 (Design Considerations in all Developments) of the Plans and Policies Plan (July 2014).

- 6. C.7 Refuse and Recycling Implementation)
- 7. C.8 (No Use of Flat Roof)
- 8. D.11 (Hours of Construction)
- 9. F.1 Landscaping
- 10. L2P (Code for Sustainable Homes -New Build Residential)
- 11. L.3 (Code for Sustainable Homes Pre-Occupation)
- 12. J.1 (Lifetime Homes)