

PLANNING APPLICATIONS COMMITTEE
11th December 2014

Item No:

| <u>UPRN</u> | <u>APPLICATION NO.</u> | <u>DATE VALID</u> |
|-------------------------|---|-------------------|
| | 14/P0639 | 20/02/2014 |
| Address/Site | 26 Lincoln Avenue, Wimbledon Park, London, SW19 5JT | |
| Ward | Wimbledon Park | |
| Proposal: | Demolition of existing dwelling house and erection of 2 x dwelling houses with accommodation at basement level and within the roof space | |
| Drawing Nos | A101, A103, A104, A105, A106, A107, A108, A109, A109a, A109 b, A110, A111, Design and Access Statement, Construction Method Statement and Sustainable Drainage Strategy | |
| Contact Officer: | Stuart Adams (0208 545 3147) | |

RECOMMENDATION

GRANT Planning Permission subject a S106 agreement and conditions.

CHECKLIST INFORMATION.

- Heads of agreement: - Permit Free Development
 - Is a screening opinion required: No
 - Is an Environmental Statement required: No
 - Has an Environmental Impact Assessment been submitted – No
 - Press notice – No
 - Site notice – Yes
 - Design Review Panel consulted – No
 - Number of neighbours consulted – 7
 - External consultations – No.
 - Number of jobs created – N/A
 - PTAL score – 1b
 - CPZ – VNE
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1. **INTRODUCTION**

- 1.1 The application has been brought before the Planning Applications Committee for consideration in light of the number of representations received.

2. **SITE AND SURROUNDINGS**

- 2.1 The application site is a two storey detached dwellinghouse located in Lincoln Avenue, Wimbledon Park. The application site is located within an established residential area with Lincoln Avenue comprising two storey detached houses. The house design within the street is varied with a mixture of individually designed houses and groups of similar design. The application site forms the end property of a group of four similar designed houses on the north side of Lincoln Avenue.
- 2.3 The application site is located within the Village ward of the London Borough of Merton and is located adjacent to the Bathgate Road Conservation Area.

3. **CURRENT PROPOSAL**

- 3.1 The proposal is for the demolition of existing dwelling house and erection of 2 x dwelling houses
- 3.2 The proposed houses would be two storeys in height, constructed over 4 levels with accommodation at basement level and within the roofspace lit by dormers. The proposed materials are brick with slate roofs, timber sash windows and hardwood entrance doors. The houses would be of a generally traditional form with more modern elements, with full height windows and a curved first floor front bay on the front elevation.
- 3.3 The proposed front garden to each house would replace the existing expanse of open hardsurfacing with paved drives and front and side planting beds and front boundary wall treatment.

4. **PLANNING HISTORY**

- 3.1 MER998/72(O) - Erection of 4 two storey houses each with integral double garage – Grant - 21/11/1972
- 3.2 MER998/72(D) - Erection of 4 two-storey houses each with integral double garage – Grant - 10/08/1973
- 3.3 07/P2616 - Erection of a two storey side and front extension – Refused on 11/10/2007 for the following reason:

The proposed two storey side extension, by reason of design, siting, bulk and massing, would appear as a prominent and unsympathetic addition to the existing building, which would be detrimental to the character and appearance of the Lincoln Avenue street scene with the loss of an important visual gap at first floor level, and would be contrary to policies BE.15, BE.22 and BE.23 of the Council's adopted Unitary Development Plan (October 2003) and the Council's adopted SPG for Residential Extensions, Alterations and Conversions (November 2001).

3.4 08/P1665 - Erection of a two storey side and front extension – Grant - 23/09/2008

3.5 11/P2604 - Erection of a two storey side and front extension – Grant - 11/01/2012

5. **CONSULTATION**

5.1 The application has been advertised by standard site notice procedure and letters of notification to the occupiers of neighbouring properties.

5.1.1 In response to the consultation, 6 objection letters (including one from the Lincoln Avenue Residents Forum) were received following consultation. The letters of objection raise the following points:

- Overdevelopment
- Introduction of a semi is unsuited to the area
- Squeeze two top-heavy houses onto narrow plots with miniscule gardens
- Subsidence and drainage issues with basement – no details of impact provided (no report).
- Increased traffic
- Impact upon car parking
- Construction nuisance
- Overlooking

5.1.2 In response to re-consultation with neighbours following additional information being submitted in regard to the construction of the proposed basement, no additional letters of objection were received.

6. **POLICY CONTEXT**

6.1 The relevant policies within the Adopted Site and Policies Plan (July 2104) are:

DM H2 Housing mix
DM H3 Support for affordable housing
DM D2 Design Considerations in all developments
DM D4 Managing heritage assets
DM EP2 Reducing and mitigating noise
DM T1 Support for sustainable transport and active travel
DM T2 Transport impacts of development
DM T3 Car parking and servicing standards

6.2 The following Supplementary Planning Guidance notes are also relevant:

New Residential Development (December 1999)
Planning Obligations (July 2006)

6.3 The relevant policies within the Adopted Core Strategy (July 2011) are:

CS8 – Housing Choice
CS9 - Housing Provision
CS14 - Design
CS18 – Active Transport
CS19 – Public Transport
CS20 - Parking, Servicing and Delivery

6.4 The Relevant policies in the London Plan (July 2011) are:

3.3 (Increasing Housing Supply),
3.4 (Optimising Housing Potential),
3.5 (Quality and Design of Housing Developments),
3.8 (Housing Choice),
5.1 (Climate Change Mitigation),
5.3 (Sustainable Design and Construction).

7. **PLANNING CONSIDERATIONS**

7.1 The principal planning considerations related to this application are the principle of demolition, the design of the new houses and their impact upon the Lincoln Avenue street scene, adjacent Bathgate Road Conservation Area, standard of accommodation provided, impact upon neighbouring amenity and parking/highways considerations.

7.2 Principle of Development

7.2.1 The application site is located outside the Bathgate Road Conservation Area and therefore the principle of demolition does not require planning permission. There is no objection in principle to the redevelopment of the site for replacement houses provided that they respect the amenities of

their neighbours and fit comfortably within the streetscene, preserving the setting and not detracting from views into and out of the adjacent Bathgate Road Conservation Area.

- 7.2.2 The London Plan and both the Council's adopted LDF and UDP seeks to increase housing provision where it can be shown that an acceptable standard of accommodation will be provided. The London Plan 2011 sets Merton a minimum ten year target of 3,200 dwellings within the borough between 2011 – 2021. The proposed development of the site would create an additional unit on the site making a modest contribution towards meeting housing targets.

7.3 Context

- 7.3.1 The application site is located within an established residential area with Lincoln Avenue comprising two storey detached houses. The house design within the street is varied with a mixture of groups of a similar design and individually designed houses. The application site house forms the end property of a group of four similar designed houses on the north side of Lincoln Avenue. Common themes of the houses relate to fenestration, integrated garages and gable ends. The varied design approach to houses within the street and the fact that the application site is situated at one end of the four houses is considered to offer some flexibility (design approach) when redeveloping the site.

7.4 Design

- 7.4.1 It is noted that the proposal seeks to introduce a pair of semis within a street of detached houses, however there is no principle planning policy preventing this approach, providing that the design of the houses respects the character and appearance of the street scene.
- 7.4.2 The Lincoln Avenue street scene has an eclectic mix of dwelling styles, both traditional and modern, so no one approach is particularly favoured over another. Massing and siting are more important in respect of the visual amenities of the street scene. The proposed design approach taken echoes that of the more recently built houses directly to the east of the application site (28 – 32 Lincoln Avenue). Therefore the proposed houses are considered to respect the visual amenities of the Lincoln Avenue street scene.
- 7.4.3 The height and massing of the proposed houses would satisfactorily relate to the existing pattern of development within the street scene. Due to the topography of the street, the application site is situated near the dip in the road. The proposed ridge level of the main roof with sit slightly below adjoining neighbours corresponding ridge levels and the two recessed

ridge levels of the proposed houses would sit further below adjoining roofs which help to ensure a gradual transition between properties within the street scene. In terms of the massing of the buildings, the proposed buildings would be inset at least 1.3m from the boundary and at least 3m from the flank walls of adjoining properties. This would ensure that the proposal respects the existing pattern of development and avoids a terracing effect.

- 7.4.4 The existing front curtilage is taken up with hardpaving with no boundary treatment, which is a harsh and negative feature that detracts from the appearance of the street. The proposal seeks to improve the frontage with the introduction of soft landscaped areas and a defined front boundary which would respond better to the remainder of the street and is a welcome feature of the proposal. In order to ensure that the frontage remains partly soft landscaped, a planning condition removing permitted development rights would ensure that the frontage remains as proposed with planning permission required to change to hard standing.

Conservation Area

- 7.4.5 The application site is located adjacent to the Bathgate Road Conservation Area which has a boundary with the rear of the application site. Development proposals adjacent to a Conservation Area will be expected to conserve or enhance its individual architectural or historic interest and its setting. It is considered that the proposal would preserve the setting of the adjoining Bathgate Road Conservation Area and would not detract from views into or out of the area.

7.5 Neighbouring Amenity

- 7.5.1 It should be noted that the existing house on the application site has a large rear dormer roof extension beyond which is a rear terrace area. The existing arrangement allows persons to stand at roof level. This arrangement is not considered to be ideal, given the elevated position of the terrace and potential for impact on neighbouring amenity through overlooking, noise etc. The proposed houses would introduce two traditional dormers with no external areas at this level. This would be an improvement for the privacy of neighbouring properties compared to the existing situation.

28 Lincoln Avenue

- 7.5.2 The only element of the proposed houses which would project beyond the frontage of this neighbouring property is the single storey garages and first floor bays. These elements would only project at maximum distance of 2.2m beyond the front building line of this neighbour and 8.5m from the

neighbours flank wall. This would ensure that there is no undue loss of amenity to the front rooms of this neighbouring property.

- 7.5.3 At the rear, the proposed house adjacent to no.,28 would project a maximum distance of 5.3m beyond it at ground floor level and 1.3m on the floors above. However, the proposed ground floor would be inset a minimum of 2.6m increasing to 4m from no. 28's boundary. This neighbouring property is also set away from the boundary by 3.8m which increases the separation to at least 6.4m. At the upper levels the proposed house would only project 1.3m beyond the rear of 28. This is considered to be a modest projection and in addition would be inset 1.3m from the boundary and 3.9m from the flank wall of this neighbouring property. Given the modest rearward projection of the upper floors combined with the level of separation from this neighbouring property, it is considered that there would be no undue loss of amenity.

24 Lincoln Avenue

- 7.5.4 The main body of the proposed houses would not project beyond the frontage of this neighbouring property. The proposed ground floor forward projection (garage) would not project beyond the neighbours own front projecting garage. The proposed houses would therefore not cause any unacceptable loss of amenity to the front rooms of this neighbouring property.
- 7.5.5 At the rear of the site, the proposed adjoining house would project a maximum distance of 3.8m at ground floor. However the ground floor element would be inset at least 5.5m from the flank wall of this neighbouring property and the rear part of the ground floor would have a curved rear wall which slopes away from this neighbouring property. At the upper levels, the proposed house would not project beyond the rear wall of 24. Those elements which project beyond this neighbouring property are sufficiently distanced to ensure that there is no undue loss of amenity.

7.5 Standard of Accommodation.

- 7.5.1 The proposed houses would provide a satisfactory standard of accommodation for future occupiers with each house exceeding the London Plan Gross Internal Area minimum standards. Each room would be capable of accommodating furniture and fittings in a satisfactory manner. Each habitable room has good outlook, levels of light, storage spaces and circulation areas. The houses would have direct access to 131.63 square metres and 115.44 square metres of private rear garden Space, exceeding the Council's minimum requirement of 50 sqm.

7.6 Basement

- 7.7.1 The proposed basement would have a limited impact upon the visual amenities of the area with the rear light wells being the only visible elements from above ground level which would not be visible from the public realm. There are no trees with public amenity value that would be affected by the deeper excavation of the land.
- 7.6.2 Neighbours have expressed concerns in relation to the proposed basement and its impact upon flooding, drainage and the structural stability of adjacent properties. The applicant has commissioned an independent structural engineer to produce a Construction Method Statement (Geo-Environmental Letter Report) and Basement Impact Assessment.

Ground Investigation

- 7.6.3 Two boreholes were undertaken in September 2014, one on the front driveway and one just north of the property within the paved and shingle patio area.
- 7.6.4 The ground investigation recorded possible Soliflucted London Clay which means that particular care will be required to maintain the stability of the slope when undertaking the excavations for both the basement and the re-landscaping of the rear garden.

Construction Method Statement

- 7.6.5 The basement structure is expected to be set at a depth of approximately 3.50m below existing ground level. The Weathered London Clay encountered at a basement founding depth of approximately 3.50m below existing ground level appears to have relatively good load bearing characteristics, with the results of the in-situ strength tests indicate maximum allowable bearing pressure in the order of 120-140 kN/m². This value is considered appropriate for RC rafts and monolithic upstand RC walls at basement floor level.
- 7.6.6 Given the nature of the ground conditions encountered, and the neighbouring buildings, a bored pile solution is recommended as the most appropriate. Solid auger piles are not on the basis that they would leave pile sides unsupported prior to placing of concrete.

Hydrology & Stability

- 7.6.7 The proposed scheme includes a larger building footprint, excavation into the slope to create a larger rear terrace and terracing of the soft-landscaped garden beyond with revised layout of paths and flower beds.

Soft landscaping is incorporated into the front curtilage, so would help to offset the increased built footprint elsewhere. As both the made ground and the natural strata beneath the site are clays, the amount of surface water infiltration must be limited and there will be no recharge to any aquifer. In order to mitigate any increased area of hard standing, and hence ensure that there will be no increase in discharge to the mains drainage system, one or more of the following suitable Sustainable Drainage System (SuDS) is recommended to be included in the scheme:

- Installing green (sedum) roofs on the area of flat roof, although these offer no additional storage once they become fully saturated in a storm situation;
- Intervention storage: water butts and/or other holding tanks to provide temporary interception storage;
- Rainwater harvesting.

7.6.8 There are no records of past surface water flooding affecting the site or its vicinity.

7.6.9 The proposed basement is considered acceptable in relation to groundwater flow provided that the boreholes are representative of the ground conditions throughout the basement area. If permeable layers remain undetected, and would be fully blocked by the basement, then a groundwater bypass system might be required. Sump pumping is expected to be sufficient for groundwater control during excavation of the basement.

7.6.10 Particular care will be required to maintain the stability of the slope to the west of the site, with no general reduction of ground levels prior to constructing the retaining walls.

7.8 Parking and Traffic

7.8.1 The site has a PTAL rating of 1b and is located within CPZ- VNE. The amount of expected vehicle movements to and from the site and trip generation is likely to be low given the modest size of the development. Therefore it is not anticipated that this would create harm to traffic conditions in and around the area. The houses would have access to one onsite car parking space and a garage. The level of front amenity space would be consistent with other car parking arrangements within the vicinity.

7.8.2 Each house would provide one onsite car parking space and one garage space which will not be capable off use independently of the driveway space . Due to the provision of two new five bedroom houses within an area of the high demand for on-street parking, it is considered necessary

for the applicant to enter into a Section 106 'permit free' Agreement, in order to ensure that occupiers will not be entitled to on-street residential parking permits.

7.9 Affordable Housing

- 7.9.1 As of 28 November 2014, the National Planning Policy Guidance (NPPG) was updated setting out that planning obligations (section 106 planning obligations) should not be sought from small scale and self-build developments of 10 units or less and which have a maximum combined gross floorspace of no more than 1000sqm. The combined gross floorspace of proposal would fall below 1000sqm and therefore an affordable housing contribution cannot be required.

7.10 Local Financial Considerations

The proposed development is liable to pay the Merton and Mayoral Community Infrastructure Levy (CIL), the funds for which will be applied by the Mayor towards the Crossrail project. Merton's Community Infrastructure Levy was implemented on 1st April 2014. This will enable the Council to raise, and pool, contributions from developers to help pay for things such as transport, decentralised energy, healthcare, schools, leisure and public open spaces - local infrastructure that is necessary to support new development. Merton's CIL has replaced Section 106 agreements as the principal means by which pooled developer contributions towards providing the necessary infrastructure should be collected.

8. **SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS**

- 8.1.1 The proposal is for minor residential development and an Environmental Impact Assessment is not required in this instance.
- 8.1.2 The application does not constitute Schedule 1 or Schedule 2 development. Accordingly, there are no requirements in terms on EIA submission. The houses will be required to meet Code Level 4 of the Code for Sustainable Homes and Lifetime Homes standards

9. **CONCLUSION**

- 9.1 The proposed development will provide new residential units of satisfactory design, size and appearance, which achieve an acceptable relationship with neighbouring properties. The standard of residential accommodation proposed is considered to meet the needs of future occupiers with appropriate levels of amenity space and room sizes with

good levels of outlook and light. There would be no undue impact upon neighbouring amenity, trees, traffic or highway conditions given the design and small scale nature of the proposal. The proposal is in accordance with Adopted Unitary Development Plan, Core Planning Strategy and London Plan policies. The proposal is therefore recommended for approval subject to conditions and a S106 agreement.

RECOMMENDATION

GRANT PLANNING PERMISSION

Subject to the completion of a Section 106 Agreement covering the following heads of terms:-

1. Designation of the development as permit-free and that on-street parking permits would not be issued for future residents of the proposed development.
2. The developer agreeing to meet the Councils costs of preparing, drafting and monitoring the Section 106 Obligations.

And the following conditions:

1. A1 Commencement of Development (full application)
2. A7 Approved Plans
3. B1 External materials to be approved
4. B4 Details of surface treatment
5. B5 Details of walls/Fences
6. C1 No permitted development (extensions)
7. No permitted development (hard paving)
8. C6 Refuse and Recycling (Details to be submitted)
9. C7 Refuse and Recycling (Implementation)
10. C8 No Use of Flat Roof
11. D11 Construction Times
12. F1 Landscaping/Planting Scheme

- 13. F2 Landscaping (Implementation)
- 14. J1 Lifetimes Homes
- 15. L2 Code for sustainable homes – Pre commencement (New build residential)
- 16. L3 Code for sustainable homes – Pre Occupation (New build residential)
- 17 Implementation in accordance with Construction Method Statement