

PLANNING APPLICATIONS COMMITTEE
14th JULY 2016

Item No:

UPRN

APPLICATION NO.

DATE VALID

16/P1374

14/04/2016

Address/Site:

12 Hartfield Road, Wimbledon, SW19 3TA

(Ward)

Dundonald

Proposal:

Demolition of existing building and erection of a replacement seven storey building comprising a 140 bed hotel (Use Class C1) with ancillary restaurant use on the ground floor (Use Class A3).

Drawing Nos:

769-L01-P3, 769-GE01-P4, GE02-P5, GE03-P3, GE04-P3, GE05-P3, GS01-P4, GS02-P4, GS03-P4, GS04-P4, GAB1-P4, GA00-P4, GA01-P4, GA02-P4, GA03-P4, GA04-P4, GA05-P5, GA06-P5 & GARF-P4

Contact Officer:

David Gardener (0208 545 3115)

RECOMMENDATION

GRANT Planning Permission Subject to Conditions and S106 Agreement

CHECKLIST INFORMATION

- Heads of agreement: Upgrade of pedestrian crossing facilities, Carbon emissions offset contribution, Permit free
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice: Yes
- Site notice: Yes
- Design Review Panel consulted: Yes
- Number of neighbours consulted: 312
- External consultations: Crossrail 2

1. INTRODUCTION

- 1.1 The application has been brought before the Planning Applications Committee due to the number of objections received.

2. SITE AND SURROUNDINGS

- 2.1 No.12 Hartfield Road is currently occupied by the Slug and Lettuce bar, falling within an A4 Use Class (drinking establishments). It forms part of a wider commercial frontage of properties on the north-east side of Hartfield Road. It is designated as lying within Wimbledon town centre in the Merton Sites and Policies Plan (July 2014) as well as within a secondary shopping frontage. It is a two storey property opposite the junction with Hartfield Crescent. It has a 32m street frontage with a central main entrance and has a gross internal floorspace of 958sqm.
- 2.2 On the left and right hand side of the frontage elevation are 2 undercrofts providing an in/ out vehicular access arrangement to a rear servicing area.
- 2.2 The buildings along Hartfield Road comprise an eclectic mix of styles and are of varying heights. Wimbledon Bridge House, which is a seven storey office building sits on the opposite side of the road to the application site at the corner of Hartfield Crescent. Pinnacle House also sits opposite on the other corner of Hartfield Crescent and is a five storey office building currently in the process of being upgraded and increased in height to 8 storeys. A further taller building on the southern side of Hartfield Road is Regency Court, which is 5 storeys. Victorian shop buildings can be found along the Broadway to the north-west of the site. The adjacent building is 3 storeys high with a 4th storey within a mansard roof. To the south-east is the relatively recent retail comprehensive retail development based around the piazza and walkway linking the Broadway to Hartfield Road – the adjacent building is 3 storey with a high parapet above with a further height increase beyond. The older buildings to the north-west contain a mixture of residential and commercial uses. Victorian two-storey residential streets are located beyond Hartfield Road in Hartfield Crescent and Graham Road, whilst industrial units line the eastern side of Beulah Road.
- 2.3 No.12 Hartfield Road is not located in a conservation area. It adjoins the Merton (Wimbledon Broadway) Conservation Area, which is located to the north and west of the application site. The application site also has excellent public transport links (PTAL rating of 6a) being sited in very close proximity to both Wimbledon tube, railway and tram station and the town centre bus station.

3. CURRENT PROPOSAL

- 3.1 The applicant seeks planning permission for the demolition of the existing two-storey building (Use Class A4) and erection of a seven storey building comprising 150 bedroom hotel (Use Class C1) with ancillary restaurant (Use Class A3).
- 3.2 A total of 4,876sqm of GIA space is proposed. The restaurant use would be located at ground floor with floor to ceiling glazing and doors opening up to the street as well as the main hotel lobby with five floors of hotel bedrooms

above. The building would have a maximum height of 27.1m to the top of the roof level plant enclosure which has a much smaller footprint than the main roof and is recessed back from the street frontage. The roof of the top floor would be 25.3m above ground level (AGL).

- 3.3 The building would have a T-shaped footprint with part of the rear of the building extending back to join with the rear wall of Nos. 17 to 21 The Broadway. The 2 upper levels would be set back behind the fifth storey on the front elevation. There is also a reduction in storey height on each side of the main façade adjacent existing buildings. The rear elevation steps down from seven to five storeys.
- 3.4 The vehicular access undercrofts either side of the main facade are retained.
- 3.4 The principal material for the main façade is a pale coloured linear brick with metal framed glass to each side above the undercrofts as well as the recessed upper floors. Brass and brass finish cladding provides emphasis to the double height main entrance and brass finish metal louvres provide solar shading.
- 3.5 The proposal does not provide any car parking spaces. It includes the provision of 8 long stay cycle parking spaces for employees within the development and a further 4 short stay spaces on the street frontage outside the hotel.
- 3.6 The original application submission has been amended at officers' request and following consultation to set the main façade up to fifth floor level 0.5m further back from the street, and set both upper floors 1.5m back above 5th floor eaves level. The massing has been re-balanced either side of the main brick front façade, with an increase to the left and a reduction to the right to reflect the topography and relationship to the corner. The rear part of the building abutting No. 8-10 Hartfield Road has been reduced in depth by 1.5m. The resultant layout reduces the number of hotel bedrooms from 150 to 140.

4. PLANNING HISTORY

- 4.1 No.12 Hartfield Road forms part of a mixed-use redevelopment, which provided six retail shop units (Class A1 use) at ground floor level and first floor and mixed retail/ leisure uses (Class A1/D2 use) at second floor level within a terrace of three-storey buildings erected in The Broadway, and a two-storey building erected in Hartfield Road for multiple uses (Class A1/A2/ A3), plus rear servicing and access. (Gross floorspace: A1 = 3214 sqm, A1/A2/A3 = 986 sqm, A1/D2 = 1607 sq. m - total development = 5807 sqm). It should be noted that there have also been a number of subsequent applications for advertisement consent at the application site in recent years.
- 4.2 In January 2016, a pre-application request was made for the demolition of existing building and the erection of a building comprising a hotel use class (C1) with ancillary restaurant use class (A3) at ground floor level.

5. RELEVANT PLANNING POLICY

- 5.1 Adopted Merton Sites and Policies Plan and Policies Maps (July 2014): DM D1 (Urban design and the public realm), DM D2 (Design considerations in all developments), DM D4 (Managing heritage assets), DM R4 (Food and drink/leisure and entertainment uses), DM E1 (Employment areas in Merton), DM E4 (Local employment opportunities), DM R4 (Protection of shopping facilities within the designated shopping facilities), DM R5 (Food and drink/leisure and entertainment uses), DM R6 (Culture, arts and tourism development), DM T1 (Support for sustainable transport and active travel), DM T2 (Transport impacts of development), DM T3 (Car parking and servicing standards)
- 5.2 Adopted Core Strategy (July 2011) : CS.6 (Wimbledon Town Centre), CS.7 (Centres), CS.12 (Economic development), CS.14 (Design), CS.15 (Climate Change), CS.18 (Active Transport), CS.19 (Public Transport), CS.20 (Parking, Servicing and Delivery)
- 5.3 London Plan (March 2015) (as amended by Minor alterations: March 2016) 4.6 (Support for and enhancement of arts, culture, sport and entertainment), 5.2 (Minimising carbon dioxide emissions), 5.6 (Decentralised energy in development proposals), 5.3 (Sustainable Design and Construction), 5.9 (Overheating and cooling), 6.3 (Assessing effects of development on transport capacity), 6.9 (Cycling), 6.13 (Parking), 7.2 (An inclusive environment), 7.4 (Local character), 7.6 (Architecture), 7.7 (Location and design of tall and large buildings), 7.8 (Heritage Assets and Archaeology)
- 5.4 National Planning Policy Framework (NPPF)
- 5.5 Merton's Tall Buildings Background Paper 2010

6. CONSULTATION

- 6.1 The application was originally publicised by means of a site notice and individual letters to occupiers of neighbouring properties. In response, 23 letters of objection were received including an objection from the Wimbledon East Hillside Residents' Association (WEHRA). The letters of objection are on the following grounds:
- Too large and too tall in relation to adjoining buildings, sets dangerous precedent, unacceptable impact on historic buildings at Nos. 2 – 11 Hartfield Road and character of area
 - Excessive noise, traffic and disturbance to local residents, impact on air quality, loss of daylight/sunlight, adds to disruption caused by cumulative impact of proposals in area
 - Pressure on parking
 - Increase canyon-like character of Hartfield Road, would make this part of Hartfield Road into a wind-tunnel, overshadowing

- Demolition of recently built building is not sustainable
- Not a suitable location for a hotel, would also drive current residents from Wimbledon Town Centre, impact from hotel visitors
- Wimbledon Town Centre does not need any more drinking establishments or restaurants. Excessive number of rooms proposed when combined with the Premier Inn proposal on The Broadway
- Visually intrusive when viewed from surrounding streets, impact on skyline when viewed from Queen's Road and Merton (The Broadway) conservation area
- Does not emit a sense of community or create a more "human" interaction between the building, the street and pedestrians

6.2 Wimbledon East Hillside Residents' Association (WEHRA)

6.2.1 The proposed building is too high for this site given Hartfield Road has its own, more intimate elevation, much lower and or a more intimate, human scale. The design is too ordinary and does not enhance the public realm. The proposal has a generic design, with no attention paid to the street scene and Victorian shopfronts and homes nearby. There is no demand for a second large hotel given the close proximity of other hotels and the proposed Premier Inn on The Broadway. There are other uses such as retail, which the land would be better used for.

6.2.2 The proposal should be refused outright on its lack of parking and this would impact on the amount of available pay and display parking in the area at present. The proposal should also be refused outright due to its impact on the environment as it has little regard to the Core Planning Strategy which aims to make Merton a municipal leader in improving the environment, reducing pollution and consuming fewer resources. With regards to Crossrail 2 it also appears that the Landlord wishes to further enhance the value of the asset, by improving future earnings at the expense of local people, which is unacceptable.

6.3 Design and Review Panel

6.3.1 At pre-application stage, an eight storey scheme was reviewed by the DRP in January 2016. The Panel's comments were as follows:

The Panel found this an interesting proposal which was clearly work in progress. It offered a number of pointers to consider further in the development of the design. The Panel were generally supportive of the architectural approach.

The glazed elements either end of the façade were noted and the Panel were concerned that the exterior and interior of the building should relate honestly to each other. The light coloured brick façade was felt to be prone to poor weathering in the hostile street environment and it was felt there was no clear Wimbledon precedent for this, so a warmer colour was suggested. This brick element also seemed to 'float' and could be more clearly linked to the ground.

The top of the building appeared to two 'tops' in that there were two different set-back elements with different appearance. It was felt that this did not work well visually and would benefit from simplifying and possibly the removal of the top storey. It was felt important that the street width to building height ratio was not altered to such a degree as to make the street feel narrow and canyon-like at this point. This could possibly be achieved by careful attention to the positioning of the eaves levels for the main building – such as setting back the 6th storey - and the set-back elements, as well as the removal of the top storey.

The Panel felt that the hotel lobby interior could be reworked to be more open and welcoming and that the exterior needed to be more evident in the street scene as well as from Beulah Road if possible. It was also felt that there should be some facility for taxi/drop-off facilities on-street if possible.

The Panel noted that the pavement was quite wide and opportunity should be taken, in conjunction with the Council if necessary to soften this harsh environment, not just by the planting of trees but by other more imaginative means of planting. It was also suggested that a canopy could be provided to make this part of the street more welcoming.

The Panel also noted that there were flats in adjacent buildings and their privacy, daylight and sunlight, and rights of light needed to be protected. This may require a change in the massing. Also, the Panel were keen to understand how privacy would be maintained in hotel rooms with fully glazed frontages without compromising the external appearance of the building. The building also had to ensure it related well to the adjacent conservation area and in views from Queens Road.

VERDICT: **AMBER**

6.4 Future Merton - Urban Design

6.4.1 Initial comments

The initial comments in relation to originally submitted plans were as follows: The applicant and their design team have provided a clear, robust and thorough appraisal of the site's context in their design and access statement, supplemented by a heritage townscape and visual impact appraisal. The proposals are well thought through but would benefit from some further amendments around set-backs and massing composition at the upper floors.

6.4.2 The council's design team, as well as Design Review Panel are supportive of the architectural approach and detailing of the proposals.

6.4.3 The use of brick as the principal material adds a sense of permanence and gravitas to the scheme that other forms of cladding don't achieve. The brick and metal elements pick up on the local vernacular, in a contemporary way. The choice of slim linear brick is a welcome, modern addition to Wimbledon's repertoire.

- 6.4.4 The DNA of Wimbledon's historic architecture follows a clear hierarchy, which has been lost in most late 20th Century schemes in Wimbledon. It has to some extent, been re-established in the Centre Court rotunda and Piazza development adjacent to the application site.
- 6.4.5 Similar to DRP's comments on the brick detailing, the colouring should be closer to yellow London Stock and less pale, as indicated in the design and access statement, which will weather better and 'bed-in' more successfully into the street scene.
- 6.4.6 The building tries to mitigate its impact when viewed from the conservation area by stepping down at the rear. The stepped floors, combined with the upper set-backs and plant area creates an inelegant form, consisting of too many materials. The rear elevation on the skyline will include frameless glass, metal framed glass, openable windows, anodised metal louvres, brick, metal cladding and the plant. The Hartfield Road elevation has an order to it, but the rear seems to combine too many elements into a small space. The verified views from Queens Road don't really pick up any of the elevation details and only show the mass against the backdrop of Wimbledon Bridge House / Pinnacle House. Consider the roof form of the Centre Court rotunda, the town hall, Wimbledon Bridge House or Pinnacle House, these buildings only have one or two materials in the skyline. The current proposals need rationalised at the upper rear.
- 6.4.7 The deep angled and recessed brick façade on Hartfield Road emphasises the windows and brings a strong rhythm depth and quality to the scheme. The change since DRP to 'ground' the brick façade with columns to the street is a positive change.
- 6.4.8 However in the application details, it is noted that rather than having floor to ceiling windows, which would be preferred, it's proposed that the lower half of the windows are back painted. It is not a good design approach as it will break up the façade and cheapen the overall effect of the building. When is a window not a window? When it's been value-engineered out and back painted. The 6th and 4th floor set backs have side-facing windows which could limit neighbouring developments in future and should be reconsidered.
- 6.4.9 The proposed building introduces a stronger plot rhythm and greater depth of window reveals and architectural expression which is a welcome improvement on the horizontal, flat, singular mass of the existing building.
- 6.4.10 The overall height of the building is not unacceptable per se, and is certainly lower in height and more refined in scale and rhythm than Wimbledon Bridge House and Pinnacle House opposite. The buildings opposite occupy an entire urban block each and read as single entities in their own space. The application site is more complex as it is a mid-terrace building and has to address Hartfield Road (which it does successfully) but also has to act as a transition between the larger format buildings on Hartfield Road and the lower scale buildings and conservation area to the rear (the Broadway). The proposals deal with this transition reasonably well, however the upper level

set backs, upper level massing and the plant area would benefit from some refinement to create a singular element in the skyline. The skyline of the proposed scheme reads as stack of various sized and randomly positioned layers rather than a simple and consistent roof form.

- 6.4.11 The massing of the upper floors on the Hartfield Road elevations is weighted towards the east of the site (towards Morrisons), yet the topography of Hartfield Road approaching Wimbledon Bridge rises the other way. The scheme would be improved by rebalancing and reconfiguring the mass of the glazed side elements to follow the topography and rise up the hill. This would also help improve the rear views from the conservation area, by moving some of the mass out of the sightlines of Queens Road.
- 6.4.12 Planning conditions should be applied to ensure that the glazed frontage onto Hartfield Road remains transparent and does not suffer from being covered in vinyl graphics and advertising. The objective is to provide and maintain a genuinely active frontage. Hartfield Road is a harsh street scene and these proposals are an opportunity to animate and bring life to the area as well as green the street scene through street trees or planters as part of any spill-out space and external seating for the restaurant. The public realm will require re-paving and new entry treatments into Broadway Place are recommended to give pedestrians priority over the side road and reduce the dominance of the road space. This should be covered in S106/S278 agreements.
- 6.4.13 The ground floor Hartfield Road elevation respects the established building line, set by 10 Hartfield Road and the adjacent Odeon / Morrisons building. However the proposals appear to show the first and upper floors over-sailing the LBM owned and maintained public footpath. This has the effect of bringing the building frontages closer together across Hartfield Road. This is an air-rights / property licence issue that has not been explored with the Council's Property or Highways team. Furthermore, in terms of good urban design, the increase in building heights changes the proportion of the street width / building height ratio. This would normally go hand-in-hand with the creation of a more generous public realm. Instead, the current proposals bring the building line out compounding a 'canyon' effect would visually narrow Hartfield Road. Pinnacle House, opposite the application site over-hangs the public highway at the upper floors, however this is a refurbishment of an existing building and the over-hang is not a feature the Council would wish to see replicated. The proposals should follow the established building lines and not over-hang the public footway.
- 6.4.14 In summary, it is considered that overall, this is a good quality scheme in terms of architectural approach, but not yet the best quality that can be achieved in terms of massing and composition at the upper levels, and possibly amenity.
- 6.4.15 The applicant is the land owner, representing pension fund with a long term investment interest in Wimbledon. The higher quality the development the better the returns. This holds true for the building as well as at the neighbourhood. Wimbledon will undergo change due to Crossrail 2 and the

foremost factor in local residents and businesses minds is design quality and an uplift in the range of local facilities and attractions. Growth and design will become under increasing scrutiny and its paramount that the council approves the best quality scheme possible. I hope Hermes are willing to consider the amendments to the application and to reach a planning decision soon.

6.4.16 Response to amended plans

Further to receipt of revised plans, Future Merton have confirmed that the changes respond satisfactorily to the concerns raised above the roofscape, distribution of massing and composition and the need to simplify materials at the rear.

6.5 Future Merton - Transport Planning

6.5.1 Transport planning does not object to the proposal.

6.5.2 The development does not include disabled parking bay. Considering this a car free development in a highly accessible location this would be acceptable however it is recommended that details of the nearest disabled parking bays or possibilities in the vicinity are provided on the hotel website.

6.5.3 The proposals include provision of 1 loading bay at the rear of the site. The swept path analysis and the fact that the access road is one way means that this provision is acceptable and would enable the hotel to be safely serviced without any negative impacts on the road network, traffic flows and pedestrian/cyclist safety.

6.5.4 The application proposes 8 long stay cycle parking spaces for employees within the development with a further 4 short stay spaces in the frontage outside the hotel. This level of provision is in accordance with London Plan standards. The short stay cycle parking provision should be agreed as part of the S278 agreement for reconstruction of the public realm and highway frontage on Hartfield Road.

6.5.5 The pedestrian crossing facilities at Hartfield Road/Hartfield Crescent junction require upgrading to accommodate the increased number of pedestrians using the crossing at the site as a result of the development. Therefore we will be seeking S106 funding to upgrade the crossing facilities in the immediate vicinity of the development through the upgrade of traffic signals enabling the installation of pedestrian countdown facilities, review of pedestrian guard railing and tactile paving – approximate cost £25,000.

6.5.6 Due to the increasing densification of Wimbledon town centre there will be increasing pedestrian footfalls in the area and the council is seeking to maintain available pedestrian footway widths wherever possible. As such, the council would seek to adopt the full width of the footway outside of the hotel including the area shown as private forecourt in the ground floor plans through the S278 agreement. This will ensure that this area will not be enclosed at a

later date. The council will however be able to provide a footway chairs and table licence for the hotel.

6.5.7 The development should be subject to a S106 'permit free' agreement for the site to restrict any employees or staff from applying for a business parking permit.

6.6 Crossrail 2

6.6.1 Does not object to the proposal as the application site is located outside subject to consultation by the Crossrail 2 Safeguarding Direction.

6.7 Future Merton - Flood Engineer

6.7.1 The Council's Flood engineer has assessed the proposal and is satisfied with the details submitted so far subject to appropriate conditions being attached.

6.8 Future Merton – Climate Change Officer

6.8.1 The Council's Climate Change Officer has assessed the proposal and is satisfied with the details submitted so far subject to appropriate conditions being attached and a S106 agreement requiring a cash in lieu payment, which can be used to offset the carbon emissions shortfall.

6.9 Future Merton – Policy

6.9.1 The proposal is acceptable in terms of its economic credentials complying with policy E.4: Increasing Local Employment Opportunities of Merton's Sites and Policies Plan and Policies Maps (July 2014).

7. PLANNING CONSIDERATIONS

7.1 Principle of Development

7.1.1 There is strong policy support for a hotel use in this location given it is in Wimbledon Town Centre, has excellent public transport links (PTAL 6b), and has good public transport services to central London due to its close proximity to Wimbledon train station. The Adopted Sites and Policies Plan and Policies Maps (July 2014) policy DM R6 supports all proposals for culture and tourism development which are likely to generate a large number of visits in either Merton's Town Centres or other areas of the borough which have a PTAL rating of 4 or above. This policy states that Merton's retail study highlights that the borough needs a range of tourist accommodation and facilities to cater for the leisure tourism and business visitors and to make Merton's tourism and culture sector more viable and sustainable all year round. Research has emphasised that there is a need for high quality hotels with catering facilities with good public transport services to central London.

7.1.2 With regards to Merton's Core Planning Strategy policy CS.6 encourages development that attracts visitors to the area all year round including high

quality hotels and promotes a balanced evening economy through a mix of uses. The proposed development provides visitor accommodation as well as a ground floor restaurant use and is considered to comply with this policy.. Policies CS.7 also encourages developments that attract visitors to the area all year round including high quality hotels whilst policy CS.12 supports development of a diverse local economic base by encouraging the increased provision of the overall number and range of jobs in Merton and seeks to direct 'town centre type uses' especially retail, office and leisure development that generate a large number of trips towards Wimbledon and other centres.

- 7.1.3 Policy 4.5 (London's visitor infrastructure) of the London Plan (March 2015) (Minor alterations: March 2016) states that the Mayor will seek to achieve 40,000 net additional hotel bedrooms by 2036, of which at least 10 per cent should be wheelchair accessible. The submitted details confirm that 10% of the total number of bedrooms would be wheelchair accessible.
- 7.1.4 Policy DM E4 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that the Council will work with developers to increase skills and employment opportunities in Merton by requiring all major development to provide opportunities for local residents and businesses to apply for employment and other opportunities during the construction of developments and the resultant end use. The applicant has submitted a study detailing the economic case of the proposed hotel. The study estimates that the proposed development would generate during the construction stage an average of 85 full time employed (FTE) temporary jobs per annum generated directly from construction over the estimated build period of 15 months. There is therefore the potential to respond to the 35 unemployed residents in Merton claiming Job Seekers Allowance and seeking employment in construction. Allowing for leakage, it is estimated that the construction phase would support 72 direct FTE temporary jobs across London during the construction phase, of which 25 FTE temporary jobs could be local to Merton. In addition, a further 36 FTE temporary indirect and induced jobs could be supported within the supply chain and from onward employee expenditure within the London economy during the construction phase of which 6 jobs could be generated locally to Merton. In terms of its operation, the hotel would support 21 FTE jobs on-site across a range of occupations and this is an opportunity to respond to the 265 unemployed residents in Merton claiming Job Seekers Allowance and seeking employment in accommodation, catering, tourism and administrative occupations.

7.2 Design, Massing and Impact on Streetscene and Wider Context

- 7.2.1 The proposed building would be 25.3m to the top of the recessed 7th floor and 27.1m to the top of the much smaller footprint plant room. The building would have a T-shaped footprint with part of the rear of the building extending back to join with the rear wall of Nos. 17 to 21 The Broadway. The top two floors would be at the sides and from the front facade, with the top floor stepped in from the front, rear and each side of the building.

- 7.2.2 The London Plan states that tall buildings are those buildings that are substantially taller than their surroundings, cause a significant change to the skyline or are larger than the threshold sizes set for the referral of applications to the Mayor. Policy 7.7 states that tall buildings should generally be limited to sites in town centres that have good access to public transport.
- 7.2.3 Given the proposed building would have a maximum height of 27.1m it would not require referral to the Mayor of London as its proposed height would fall below the 30m height limit for buildings located outside the City of London. As the buildings on this side of Hartfield Road and those immediately to its north and east are no higher than four storeys it could be viewed as substantially taller than its surroundings although Wimbledon Bridge House and Pinnacle House also form part of its context.
- 7.2.4 In terms of local planning policy, Policy CS.14 of the Core Planning Strategy promotes high quality sustainable design that improves Merton's overall design standard. Policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that proposals for development will be expected to relate positively and appropriately to the siting, rhythm, scale, density, proportions, height, materials and massing of surrounding buildings. More specific guidance is outlined in the Tall Buildings Background Paper (2010) which forms part of Merton's Local Development Framework, as an evidence base in support of the Design Policy outlined in the Core Strategy. This states that in Wimbledon Town Centre, tall buildings should contribute to creating a consistent scale of development based on a range of similar but not uniform building heights. These should be determined by reference to surrounding building heights and townscape characteristics.
- 7.2.5 Wimbledon is the borough's largest town centre, identified as a major centre in the London Plan. The centre has the highest level of public transport accessibility in the borough and this makes the centre a sustainable location for a tall building.
- 7.2.6 The design and massing of the proposal has been developed with the benefit of input from both Design Review Panel (DRP) and the Council's Future Merton Urban Design section. DRP reviewed an eight storey scheme at pre-application stage and were generally supportive of the architectural approach but felt that the setbacks needed simplification and possibly the top storey removed. They suggested measures to avoid making the street feel too narrow and canyonlike including careful attention to the positioning of the eaves levels for the main building – such as setting back the 6th storey and removal of the eighth storey.
- 7.2.7 The Council's Urban Design Officer assessed the current application when it was originally submitted. They considered that the overall height of the building was not unacceptable per se and were supportive of the architectural approach and detailing of the proposal. They noted that the proposed building was certainly lower in height and more refined in scale and rhythm than Wimbledon Bridge House and Pinnacle House opposite. They further noted that the buildings opposite occupy an entire urban block each and read as

single entities in their own space and that the application site is more complex as it is a mid-terrace building and has to both address Hartfield Road (which they considered it to do successfully) but also has to act as a transition between the larger format buildings on Hartfield Road and the lower scale buildings and conservation area to the rear (the Broadway). Although they felt that the proposal dealt with this transition reasonably well, they advised that the upper level set backs, upper level massing and the plant area would benefit from some refinement to create a singular element in the skyline. They further considered that the massing of the upper floors on the Hartfield Road elevations (which as originally submitted were weighted towards the east of the site towards Morrisons) would be improved by rebalancing and reconfiguring the mass of the glazed side elements to follow the topography and rise up the hill approaching Wimbledon Bridge. They considered that this would also help improve the rear views from the conservation area, by moving some of the mass out of the sightlines of Queens Road. In addition, they requested that the upper floors should be revised so as to not overhang the public highway to avoid visually narrowing Hartfield Road.

- 7.2.7 In response to comments from the Design and Review Panel received at pre-application discussions, the Council's Urban Design Officer following the original submission of the current application and the consultation responses, some significant changes have been made to the proposal.
- 7.2.8 DRP suggested removal of the 8th floor (and setting back of the 6th floor at eaves to reduce perceptions of height within the street scene. The eighth floor was removed prior to the formal planning application submission and the building is set back not just at 6th floor but at 5th floor eaves level.
- 7.2.9 The massing has been refined to rebalance the building with the height of the side elements now rising with the topography of the hill. The front façade has been set back so that the brick element does not over-sail the public footpath. Careful consideration has also been given to the street width to perceived building height ratio so that the street does not feel too narrow and canyon-like at this point, with the fifth floor and the floor above both set back approx. 1.5m from the solid brick facade and of a lightweight glazed construction. The eaves height has a very strong influence on perceptions of height within the street and this revision combined with contrast between solid brickwork and glazing assists in making the height transition acceptable. The roof form and palette of materials on the rear elevation has been simplified in response to officer concerns.
- 7.2.8 Whilst the proposed seven storey building would be considered a tall building in the context of the Borough of Merton, it will be lower than Wimbledon Bridge House and the soon to be extended Pinnacle House (the proposed building is also lower than the existing Pinnacle House), which are located immediately to the south and west of the application site on the opposite side of Hartfield Road. For example, Pinnacle House will have a maximum height of 34m once its extension has been completed, which is 6.9m higher than the maximum height of the proposed building. Although the building is higher than other buildings on this side of Hartfield Road, and buildings immediately

behind the site fronting The Broadway, it is considered that the building still respects its surrounding context with the rear and sides of the building stepping down so that it better integrates with these buildings in terms of its scale and massing. The distinctive glass volumes on either side of the building also work as a very effective link between the adjoining buildings and the main brick façade with the dark colour of the curtain walling emphasises this transition.

7.2.7 It is considered that the proposed building would be of a high quality featuring a glazed ground floor façade, brick walls, and brass finish detailing to create visual interest. The Council's urban designer commented that the deep angled and recessed brick façade on Hartfield Road emphasises the windows and brings a strong rhythm depth and quality to the scheme. The use of brick as the principal material adds a sense of permanence and gravitas to the scheme that other forms of cladding will not achieve. The brick and metal elements also pick up on the local vernacular, in a contemporary way, whilst the choice of slim linear brick is a welcome, modern addition to Wimbledon's repertoire. The applicant has also confirmed that the colouring of the brick will now be closer to yellow London Stock so that it will weather better and 'bed-in' more successfully in the street scene.

7.2.8 The entrance to the hotel is welcoming and clearly defined with the double height lobby comprising brass portal cladding on its external elevation. The ground floor would have an active frontage connecting the outside with the inside through the use of large glass panes and as such would significantly improve the vitality and viability of this part of Hartfield Road which currently has a rather hostile street environment. To stop this from being eroded a condition will be attached preventing advertising from being applied directly to the inside or outside faces of the ground and first floor windows. The proposal to add street trees to the pavement outside the front of the building would further enhance its appearance. Overall, it is considered that the building is an imaginative and contemporary design and as such will contribute positively to the Hartfield Road street scene, its wider setting and would preserve the character and appearance of the Merton (South Park Gardens) conservation area.

7.4 Residential Amenity

7.4.1 Policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that proposals for development will be required to ensure provision of appropriate levels of sunlight and daylight, quality of living conditions, amenity space and privacy, to both proposed and adjoining buildings and gardens. Development should also protect new and existing development from visual intrusion.

7.4.2 Self-contained residential flats are located above commercial units to the north of the application site at Nos. 4-6 & 8-10 Hartfield Road and No.11 The Broadway. The applicant has submitted a daylight and sunlight report which assesses the impact of the proposed development on its surroundings with regards to daylight and sunlight availability to habitable rooms. The Vertical

Sky Component (VSC) is a measure of the skylight reaching a point from an overcast sky. It is important to note that the VSC is a simple geometrical calculation which provides an early indication of the potential for daylight/sunlight entering the space. It does not assess or quantify the actual daylight levels inside the rooms. In this instance, the close juxtaposition of buildings also requires a more detailed approach and therefore the Average Daylight Factor (ADF) is also calculated. This provides a far more comprehensive review of daylight and is judged against the room's use. The British Standard sets the minimum diffuse daylight levels that should be available to the main habitable room windows, such as bedrooms, living rooms and kitchens. The following minimum average daylight factors should be achieved in the main habitable room: 1% in bedrooms, 1.5% in living rooms and 2% in kitchens.

- 7.4.3 No.8-10 Hartfield Road which immediately abuts the northwest flank wall of the proposed hotel is a four-storey building with residential flats on its first, second and third floors. The floor plans from the Councils planning records show the living rooms and bedrooms being located at the front and these rooms would not be impacted by the development. The development would not achieve the minimum average daylight factor (ADF) to the second and third floor kitchen windows at the rear however this would not warrant a refusal of the application given the reductions are small and these kitchen windows currently don't meet the minimum average daylight factors. Given the rear windows face northeast it not considered that the levels of sunlight will be affected.
- 7.4.4 No.4-6 Hartfield Road comprises a total of six flats located at first, second and third floor levels. Bedroom windows are located at the rear of the building. The VSC reduction to the bedrooms of three of the flats would comply with BRE guidelines. With regards to the three other flats the bedroom windows would experience appreciable proportional reductions in VSC and would not achieve the minimum ADF. However, it is considered that this would not warrant a refusal of the application given that bedrooms are less important as they are mainly occupied at night time and this is an urban location where more dense forms of development is focused. The living rooms in which most activity takes place are also located at the front of this building and they would not be impacted by the development. With regards to sunlight, a total of four first floor windows would receive some winter sunlight loss but this is considered to be less important than annual sunlight of which these properties will continue to receive very good sunlight levels after the development.
- 7.4.5 No.11 The Broadway features three flats on the first, second and third floors. Bedrooms are located at the front of the building and these would not be impacted by the development. Living/dining room windows face the development however these are recessed and are already impacted by the flank walls of nearby development. Nevertheless, all these windows will still achieve the minimum BRE VSC requirement. In terms of sunlight, the development would fully comply with BRE guidelines and the properties will continue to receive very good levels of sunlight after the development.

7.4.6 The application site is located in Wimbledon Town Centre. Given the dense surrounding urban environment it is considered that the proposal would not be visually intrusive or overbearing when viewed from surrounding residential properties. No.11 The Broadway would feature flats that have living/dining rooms that face the proposed development however it is considered that the impact on these flats would be acceptable given the windows of these rooms are located approx. 31m from the development and are recessed far back behind the rear wall of the projecting wing of this building. It is also considered that a number of these windows are already severely impacted by the flank wall of No.15 The Broadway. With regards to Nos. 4-6 and 8-10 Hartfield Road it should be noted that all living room windows in these flats will not be affected by the proposal.

7.5 Parking and Traffic

7.5.1 Policy 6.1 of the London Plan (2015) supports development which generates high levels of trips at locations with high levels of public transport accessibility and improves the capacity and accessibility of public transport, walking and cycling. Policy 6.13 states that in locations with high public transport accessibility, car free developments should be promoted and that for hotels, on-site provision should be limited to operational needs, parking for the disabled people and that required for taxis, coaches and deliveries/servicing. At a local level Policy CS.18 promotes active transport and encourages design that provides attractive, safe, covered cycle storage, cycle parking and other facilities (such as showers, bike cages and lockers). In addition, Policy CS.20 requires developments to incorporate safe access to and from the public highway as well as on-site parking and manoeuvring for emergency vehicles, refuse storage and collections, and for service and delivery vehicles.

7.5.2 The applicant has submitted a transport statement and Travel Plan with the application demonstrating that the transport impacts associated with the proposals can be accommodated within the surrounding transport network. No.12 Hartfield Road is well connected and has excellent public transport links (PTAL rating of 6b). The site is served by rail services from Wimbledon station and a number of bus services run along Hartfield Road. The proposal does not include any car parking, including disabled car parking, for employees or customers; however this is considered acceptable given the sites highly accessible location. The applicant would be required to enter into a S106 agreement requiring that the site is permit free restricting any employees or staff from applying for a business parking permit.

7.5.3 Resident's concerns regarding the cumulative impact of having both this development and Pinnacle House (17-25 Hartfield Road), which is located opposite being constructed at the same time have been noted. Works on Pinnacle House are likely to be completed in the first half of 2017, which means there is likely to be little overlap, if any between this development and the Pinnacle House development. Nevertheless, the condition requiring the submission of a construction and logistics plan will require the applicant submits details regarding how construction will be managed, to limit any

impact on surrounding residential properties in the event of the construction of both developments overlapping.

- 7.5.3 A service road, which would have separate entrance and exit points would allow for taxi drop offs at the rear of the hotel, which means cars would not have to stop on Hartfield Road impeding traffic flow. In terms of coach access, the transport statement states that the prospective occupier of the hotel development does not have any requirements for coach drop off. The prospective occupier does not have any coach business and does not encourage arrivals by coach. Therefore coach access at this site is considered to be unlikely. Nevertheless, if coach access is required it is proposed that a coach would use the existing layby located approximately 30m to the east of the site along Hartfield Road to drop off and pick up passengers, which is considered acceptable.
- 7.5.4 It is considered that locating 8 long stay cycle spaces at the rear of the building and 4 short stay spaces at the front is acceptable and would comply with London Plan and local planning policies. With regards to the short stay cycle spaces the applicant will be required to enter into a S278 agreement for the reconstruction of the public realm and highway frontage on Hartfield Road.
- 7.5.4 The pedestrian crossing facilities at Hartfield Road/Hartfield Crescent junction require upgrading to accommodate the increased number of pedestrians using the crossing at the site as a result of the development. The Council's Transport planning department have assessed the proposal and have advised that a financial contribution of £25,000 should be sought to upgrade the crossing facilities in the immediate vicinity of the development through the upgrade of traffic signals enabling the installation of pedestrian countdown facilities and review of pedestrian guard railing and tactile paving. In addition, given the increasing densification of Wimbledon Town Centre there will be increasing pedestrian footfalls in the area and as such the council will seek to maintain available pedestrian footway widths wherever possible. As such the council will also seek to adopt the full footway outside the hotel including the area shown as private forecourt on the ground floor plans through a S278 agreement. This would ensure that this area is not enclosed at a later date.
- 7.5.5 In terms of loading and servicing, it is proposed that the hotel would have a single loading bay at the rear, which would be accessed by the access road. The swept path analysis and the fact that the access road is one way means that this provision is acceptable and would enable the hotel to be safely serviced without any negative impacts on the road network, traffic flows and pedestrian/cyclist safety. A Delivery and Servicing Plan would be secured by condition. A Construction Logistics Plan would also be secured by condition with a requirement that this is approved prior to commencement of works.

7.6 Sustainability and Energy

- 7.6.1 The BREEAM design stage assessment provided by the applicant indicates that the development should achieve an overall score of 60%, which meets the minimum requirements to achieve BREEAM 'Very Good' in accordance

with Merton's Core Planning Strategy Policy CS15 and Policy 5.2 of the London Plan 2015.

- 7.6.2 The development will achieve an Energy Performance Ratio of a 34% reduction in CO2 emissions arising from regulated building emissions. This falls just short of 35% required by Merton's Core Planning Strategy Policy CS15 and Policy 5.2 of the London Plan 2015. The Council's Climate Change Officer has assessed the application and considers that whilst the development falls just short of the emissions reductions target the energy strategy is sound and that sufficient carbon savings have been achieved through the incorporation of on-site CHP and renewables. Alternative suggestions for achieving the emissions shortfall have been discussed with the applicant but no satisfactory solutions could be identified at this stage. In this instance, given all the potential on-site emissions reduction opportunities have been explored a cash in lieu (S106) payment can be used to offset the emissions shortfall. Based on London Plan Policy 5.2 and Mayors Sustainable Design and Construction SPG the method for calculating the S106 contributions for carbon offsets this is calculated at £5,760.

7.7 Drainage

- 7.7.1 The Drainage Strategy proposes to attenuate surface water flows by storage on a 'green/blue roof' on the 6th floor of the development in order to reduce the total volume and peak rate of surface water runoff from the roof through a combination of attenuation within the substrate and evapo-transpiration. This has been calculated to provide 23m³ of attenuation and restrict runoff from the sixth floor roof level to 5 l/s. This takes into account a 40% increase in rainfall intensity for climate change, which is in accordance with the new allowances published by DCLG. Due to the potential risk of failure with a green blue roof drainage membrane it is advised that regular inspection and maintenance is undertaken and a strategy included with the pre-commencement details required should approval be granted.
- 7.7.2 In general, the drainage strategy does not include detailed drainage layout drawings or proposed technical make-up of the green/blue roof, nor does it show pipe layout arrangements which ideally is required upfront as part of a major application however, this information can be subject to condition. It is recommended that an appropriate CCTV survey is undertaken prior to development commencement to confirm the existing connections and condition of the sewer network.

8. ENVIRONMENTAL IMPACT ASSESSMENT

- 8.2 The application does not constitute Schedule 1 or Schedule 2 development. Accordingly, there are no requirements in terms of EIA submission.

9. LOCAL FINANCIAL CONSIDERATIONS

- 9.1 The proposal would result in a net gain in gross floor space and as such will be liable to pay a Community Infrastructure Levy (CIL). The funds will be

spent on the Crossrail project, with the remainder spent on strategic infrastructure and neighbourhood projects.

10. CONCLUSION

- 10.1 No. 12 Hartfield Road is located in Wimbledon town centre and has excellent transport links (PTAL rating of 6b), which means it is a highly suitable location for a Hotel development. It is considered that the proposed building will respect its context in terms of its height, scale and massing and would be a high quality design, which responds well to its context. It is also considered that the proposal would not have an unacceptable impact on the amenity of occupiers of surrounding residential properties or the surrounding transport network given its sustainable location.

RECOMMENDATION

GRANT PLANNING PERMISSION subject to the completion of a S106 agreement covering the following heads of terms:

- 1) Carbon emissions offset contribution (£5,760)
- 2) Upgrade of pedestrian crossing facilities (£25,000)
- 3) S278 agreement to be entered into for Short stay cycle parking facilities and adoption of whole of footway at front of hotel
- 4) Permit free
- 5) Paying the Council's legal and professional costs in drafting, completing and monitoring the legal agreement.

And subject to the following conditions:

1. A.1 (Commencement of Development)
2. A.7 (Approved plans)
3. B.1 (External Materials to be Approved)
4. C.7 (Refuse and Recycling (Implementation))
5. C.8 (No use of flat roof)
6. D.10 (External lighting)
7. D.11 (Construction Times)
8. H.6 (Cycle Parking – Details to be submitted)

9. H.7 (Cycle Parking to be implemented)
10. H.8 (Travel Plan)
11. H.9 (Construction Vehicles Traffic Management Plan)
12. H.12 (Delivery and Services Plan to be submitted)
13. H.13 (Construction Logistics Plan to be submitted)
14. L.7 (BREEAM – Pre-Occupation (New build non-residential))
15. Unless otherwise agreed in writing by the Local Planning Authority, no part of the development hereby approved shall be used or occupied until evidence has been submitted to the council that the developer has uploaded the appropriate information pertaining to the sites Combined Heat and Power (CHP) system has been uploaded onto the London Heat Map (<http://www.londonheatmap.org.uk/>)

Reason: To ensure that the development contributes to the London Plan targets for decentralised energy production and district heating planning. Development Plan policies for Merton: policy 5.2 and 5.5 of the London Plan 2015 and policy CS15 of Merton's Core Planning Strategy 2011.

16. No development shall commence until the applicant submits to, and has secured written approval from, the Local Planning Authority on evidence demonstrating that the development has been designed to enable connection of the site to an existing or future district heating network, in accordance with the Technical Standards of the London Heat Network Manual (2014).

Reason: To demonstrate that the site heat network has been designed to link all building uses on site (domestic and non-domestic) and to demonstrate that sufficient space has been allocated in the plant room for future connection to wider district heating in accordance with London Plan policies 5.5 and 5.6.

17. Notwithstanding the provisions of The Town and Country Planning (Control of Advertisements) (England) Regulations 2007, no advertising shall be applied directly to the inside or outside faces of the ground and first floor windows.

Reason: To ensure a satisfactory appearance of the development and to comply with policy DM D5 of the Adopted Sites and Policies Plan and Policies Maps (July 2014).

18. No external windows and doors shall be installed until detailed drawings at 1:20 scale of all external windows and doors including materials, set back within the opening, finishes and method of opening have been submitted to and approved by the local planning authority. Only the approved details shall be used in the development hereby permitted.

Reason: To ensure a satisfactory appearance of the development and to comply with the following Development Plan policies for Merton: policy 7.6 of the London Plan 2015, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D2 and D3 of Merton's Sites and Policies Plan 2014.

19. The plant and machinery shown on the approved plans shall not be installed unless or until details of sound insulation/attenuation measures have been submitted to and approved by the local planning authority which ensure that any noise from the plant and machinery (expressed as the equivalent continuous sound level) LAeq (10 minutes), from shall not exceed LA90-10dB at the boundary with the closest residential property. The plant shall be installed in strict accordance with the approved sound insulation/attenuation measures prior to first occupation of any of the residential units hereby approved and shall thereafter be retained. No plant other than that shown on the approved plans shall be installed without the prior written approval of the local planning authority.

Reason: To safeguard the amenities of the area and the occupiers of neighbouring properties and ensure compliance with the following Development Plan policies for Merton: policy 7.15 of the London Plan 2015 and policies DM D2, DM D3, DM EP2 and DM EP4 of Merton's Sites and Policies Plan 2014.

To view Plans, drawings and documents relating to the application please follow [this link](#)

Please note that this link, and some of the related plans, may be slow to load

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