

Agenda Item 6

PLANNING APPLICATIONS COMMITTEE
21st May 2015

Item No: 05

<u>UPRN</u>	<u>APPLICATION NO.</u>	<u>DATE VALID</u>
	14/P1008	08/05/2014

Address/Site 141 The Broadway, Wimbledon, SW19 1QJ

Ward Abbey

Proposal: Demolition of first and second floors of existing building, retention of ground floor within use class a3 and erection of six storey building to provide 16 residential units.

Drawing Nos A1-100 Rev B, 101 Rev G, 102 Rev G, 103 Rev G, 104 Rev E, 105 Rev H, 106 Rev F, 108 Rev A, 109, 110 and 111

Contact Officer: Stuart Adams (0208 545 3147)

RECOMMENDATION

GRANT Planning Permission subject S106 agreements and conditions.

CHECKLIST INFORMATION.

Heads of agreement: - Affordable Housing & Permit Free
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 – 103
External consultations – No.
PTAL score – 6a
CPZ – VO's

1. **INTRODUCTION**

- 1.1 The application has been brought before the Planning Applications Committee for consideration in light of the number of objections against the proposal.

2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises a three storey building located on the south side of The Broadway, Wimbledon. The site itself currently features a three storey period building with a traditional hipped roof form. The ground floor has been in use as a bar/restaurant (Class A3/A4) for a number of years and the upper floor provide residential accommodation. The building has been extended at ground floor level with a single storey rear extension with an external seating area beyond. An amount of plant equipment is currently located on the flat roof of this extension. The property is gated to the front with a low wall and metal railings to the public footpath and main road. Vehicular access is possible to a service area to the west flank of the building.

- 2.2 The immediate surrounding area can be described as being mixed both in use and townscape terms. Immediately to the west of the site is Ashville House (Nos 131-139 Broadway), a four storey mixed use building which appears to date from the 1980's whilst to the east of the subject site is 151 Broadway (CIPD), a relatively recent 5/6 storey office development with a contemporary appearance and a rather dominant presence on The Broadway due to its height and projecting front elevation. Opposite the site is 120 Broadway, Broadway House, a recent 6 storey, residential led, mixed-use development which was granted planning permission in 2005. The nearest residential accommodation to the site are properties on Palmerston Road whose rear gardens meet the largely back onto the car park area for the CIPD development.

- 2.4 The site is not in a conservation area nor is the building included on the statutory or non-statutory list.

3. **CURRENT PROPOSAL**

- 3.1 Demolition of first and second floors of existing building, retention of ground floor within use class A3 and erection of six storey building to provide 16 residential units. It is proposed that the existing building would be partly demolished and redeveloped to provide a 6 storey feature with elements of the existing ground floor bar/restaurant retained. There would

be a total of 16 residential units provided on the upper floors and in terms of unit mix the proposals would deliver 7 one-bedroom units and 9 two-bedroom units.

- 3.2 The redeveloped building at the upper levels would follow the existing front building line and would present a modern, contemporary external appearance with part brickwork, part metal cladding facades and front projecting bays. In terms of the height of the proposed building there would be a gradual transition between 151 The Broadway (CIPD) and Ashville House, in a more measured and stepped arrangement than the existing building. The proposed building would feature a small internal courtyard on its eastern side.

3.3 London Plan Space Standards

London Plan	Dwelling type (bedroom (b)/ persons-bedspaces (p))	GIA (sq m)
Flats	1b2p	50
	2b3p	61
	2b4p	70
Proposal		
Flat 1	2b3p	61
Flat 2	1b2p	53.4
Flat 3	1b2p	50
Flat 4	2b4p	105
Flat 5	2b3p	61
Flat 6	1b2p	53.4
Flat 7	1b2p	50
Flat 8	2b4p	105
Flat 9	2b3p	61
Flat 10	1b2p	53.4
Flat 11	1b2p	50
Flat 12	2b4p	105
Flat 13	2b3p	61
Flat 14	1b2p	50
Flat 15	2b4p	105
Flat 16	2b4p	101

4. **PLANNING HISTORY**

- 4.1 07/P0817 - Display of various internally illuminated signs to the building and a freestanding double sided internally illuminated sign in the forecourt – Grant - 04/05/2007.
- 4.2 02/P2477 - display of various externally illuminated signs to the building and forecourt – Grant - 09/01/2003

- 4.3 98/P1619 - Display of non-illuminated fascia signs and an externally illuminated pole sign – Grant - 23/03/1999 23/03/1999
- 4.4 98/P1072 - Erection of single storey front extension in conjunction with use of ground floor of property as restaurant/bar with alterations to roof of existing rear conservatory, provision of covered dining area with a canopy within existing rear beer garden and erection of 2.4m high gates across side passage – Grant - 20/11/1998
- 4.5 94/P0404 - Erection of a canopy above front entrance – Grant - 13/07/1994
- 4.6 94/P0403 - Installation of no.1 externally illuminated fascia sign on front elevation of premises – Grant - 13/07/1994
- 4.7 89/P0469 - Display of a double sided internally illuminated projecting box sign – Grant - 20/06/1989
- 4.8 87/P1598 - Erection of a single storey conservatory at rear of existing public house – Grant - 11/02/1988
- 4.9 MER7/70 - Single sided illuminated box sign – Grant - 19/03/1970
- 4.10 MER855/69 - Double sided illuminated sign – Grant - 27/10/1969

5. CONSULTATION

- 5.1 The application has been advertised by major site notice procedure and letters of notification to the occupiers of neighbouring properties.
- 5.1.1 In response to the consultation, 10 letters of objection were received (including one from the Wimbledon society). The letters of objection raise the following points:
- Overlooking
 - Loss of daylight and sunlight
 - Impact upon local infrastructure (schools and transport)
 - Overdevelopment
 - Impact upon trees
 - Design is very incongruous with the existing ground floor being incorporated in the whole building design
 - Reduction of legitimate parking spaces
 - Additional traffic
 - Excessive density
 - The existing building is a local landmark. Its character will be

destroyed by the proposed development.

- Lack of cycle parking
- Poor design
- Overbearing and out of character
- No family accommodation proposed
- Entrance at side is extremely cramped and insignificant
- Use of render as the main material and where is the Wimbledon character
- Lack of light to lower flats in the development
- Why is there a gap between the proposed building and CIPD, why not build right up to CIPD and abut it?
- No secondary staircase for escape
- The development should be aiming at high efficiency code 5 or 6.

5.1.2 Energy Officer – No objection

5.1.3 Transport Planning – No objection

6. **POLICY CONTEXT**

6.1 Adopted Sites and Policies Plan (July 2014)

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 Adopted Core Planning Strategy (July 2011)

CS 6 Wimbledon Town Centre

CS8 – Housing Choice

CS9 – Housing Provision

CS14 - Design

CS15 – Climate Change

CS18 – Active Transport

CS19 – Public Transport

CS20 - Parking, Servicing and Delivery

6.3 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).
- 7.3 (Designing Out Crime)
- 7.4 (Local Character)
- 7.6 (Architecture)

7. **PLANNING CONSIDERATIONS**

- 7.1 The principal planning considerations relate to the principle of development, design of extensions and impact upon Wimbledon Town Centre and The Broadway street scene, impact upon neighbouring amenity and traffic and highway considerations.
- 7.2 **Principle of Development**
 - 7.2.1 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 and provide a mix of dwelling types. The London Plan published in July 2011 sets Merton with a minimum ten year target of 3,200 dwellings within the borough between 2011 – 2021. The proposed development of the site would create 16 flats on the site. The principle of development is considered acceptable, making a modest contribution towards meeting housing choice and housing targets.
- 7.3 **Design**
 - 7.3.1 The proposed building would have a modern design approach with front projecting glazed bays set between central external balconies, part brick, part metal cladding walls and a lightweight top floor which is recessed back from the frontage of the building. The proposed design approach is considered to respond to the form, scale and design of other taller buildings along The Broadway. In terms of the height of the building, there would be a gradual transition between the adjacent CIPD building and 131 – 139 The Broadway. Whilst the top floor of the proposed building would project above the glazed frontage of CIPD, the setting back of the proposed top floor would ensure a satisfactory relationship. The siting of the proposed building would also ensure that the distinctive curved frontage of the CIPD building will be maintained from both east and west directions.
- 7.4 **Standard of Accommodation**
 - 7.4.1 Planning policy DM H2 (Housing Mix) of Merton's Sites and Policies Plan

seeks to create socially mixed communities, creating for all sectors of the community by providing a choice of housing with respect to dwelling size and type in the Borough. In assessing development proposals the Council will take account of Merton's Housing Strategy (2011-2015) borough level indicating proportions (one and two bedrooms 33 percent and three bedroom + 35 percent of the total number of units). The development of the application site would create 16 flats (7 x 1 and 9 x 2 bedroom units). This split would fall outside Merton's Housing Strategy, however the justification text of policy DM H2 (Housing Mix) states that the borough level indicative proportions concerning housing mix will be applied having regard to relevant factors including individual site circumstances, site location, identified local needs, economics of provision such as financial viability and other planning contributions. In this instance, the application site is located within a town centre location. No family sized accommodation are proposed (three bedroom plus), however this is not unusual in a town centre location given the urban fabric and constraints of the area to accommodate well designed family accommodation (lack of suitable amenity space for example).

7.4.2 In terms of the quality of the accommodation proposed, it is considered that the proposed flats would provide a satisfactory standard of accommodation for future occupiers. The proposed flats would exceed the London Plan Gross Internal Area minimum standards, each room would be capable of accommodation furniture and fittings in a suitable and adoptable manner and each flat would have direct access to amenity space (balconies/terrace). It is noted that some rooms face onto the central courtyard and the middle flats within the development have a sideward facing windows, however all flats are considered to receive adequate levels of outlook and natural light.

7.4.3 Access to the proposed flats would be gained from the existing side entrance. In order to improve access to the proposed flats, new landscaping and lighting could controlled via a planning condition to ensure improved access both visually and from a safety perspective.

7.5 Neighbouring Amenity

7.5.1 131 – 139 The Broadway

7.5.2 The ground and first floor levels of this neighbouring building are in use as office accommodation. Therefore given the non-residential use of these floors there would be no undue loss of amenity.

7.5.3 The second and third floor levels of the building are used for residential purposes with four flats on each floor. The proposed building would not project beyond the frontage of this neighbouring property therefore there

- would be no undue loss of amenity to the front rooms of the flats. The four flank windows at second and third floor level serve the small kitchens areas for four of the flats. These are not the main habitable rooms and in this urban context the relationship is considered to be acceptable.
- 7.5.4 The proposed building at first, second and third floor levels would project 27m beyond the rear elevation of this building. The fourth floor has been set back by 9.5m. The fifth floor (top floor) would be a lightweight structure and would be inset from the flank wall of the main building and set back 11.4m from the rear elevation. The proposed flank wall of the building would follow the line of the existing building. The proposed building would therefore be inset between 4.1m at its narrowest point and 6.069m at its greatest point from the site boundary. It is considered that due to the elevated position of these neighbouring flats and the setting away of the proposed building from the boundary, this would ensure that there is no undue loss of amenity within this town centre location.
- 7.5.5 143 – 154 The Broadway (CIPD building)
- 7.5.6 The proposed building would project parallel with the flank of this building. In addition the CIPD building is as a wholly commercial building and therefore there would be no undue loss of amenity.
- 7.5.7 2 – 8 Pamlesrton Road
- 7.5.8 These neighbouring houses are located to the west and are orientated at a right angle to the application. The proposed houses are distanced at least 20 from the flank wall of the proposed building. The proposed building is also inset between 5.1m and 6.069m from the site boundary. A rear car park to the rear of 2 & 4 Palmerston Road also provides a visual barrier between the application site and these neighbours. In order to mitigate overlooking and sense of being overlooked from the proposed terraces, a planning condition requiring the terraces to be fitted with a 1.7m high obscured side screen would prevent persons being clearly visible at these elevated positions.
- 7.5.9 It is considered that the proposed building would have no undue impact upon these neighbours amenity. The proposed building, whilst projecting over five floors, would be seen in context to the larger CIPD building behind. Therefore when seen in context with the CIPD building, there would be no undue loss of light or overshadowing and the larger CIPD would assist in breaking up and reducing the bulk and massing of the proposed building when viewed from these neighbouring properties and gardens.
8. Trees

8.1 The application site is not located within a conservation area and no trees on the site are protected by tree preservation orders. The two trees at the far end of the application site have limited public amenity value and are not protected so they can be removed without any permission. In any event, the proposed building would be set away from these trees which would provide a suitable level of separation for their retention.

9. Traffic, Parking and Highways conditions

9.1 The high PTAL rating of 6a would mean that future occupants would have very good access to a number of alternative public transport options. The area is located within Wimbledon town centre which is controlled by various CPZ's and on street car parking is already very limited. Given the relative modest size of the proposal in a town centre location, it is considered that there would be no undue impact upon existing highway conditions in the vicinity. However the site is located within a CPZ which is already oversubscribed, therefore given the very good level of public transport options within the area, the development would be required to be car parking permit free. The required permit free development can be controlled via a section 106 agreement.

10. S106 Agreements

10.1 Affordable Housing

10.1.1 Planning policy CS 8 (Housing Choice) of Merton's Core Planning Strategy states that development proposals of 10 units or more require an on-site affordable housing target of 40% (60% social rented and 40% intermediate). In seeking affordable housing provision the Council will have regard to site characteristics such as site size, its suitability and economics of provision such as financial viability issues and other planning contributions.

10.1.2 The amount of affordable housing this site can accommodate has been subject of a viability assessment. Following extensive discussions, the Council's independent viability assessor states that the scheme is able to support the provision of 6 shared ownership flats and that these flats can be sold to shared owners that meet the Council's (as opposed to the GLA's) income criteria. It has been agreed that 6 flats would constitute the maximum reasonable amount of affordable housing that the scheme can support. The shared ownership flats would be the 3 x 1 bedroom and 3 x 2 bedroom across the first and second floor of the block. The provision of 6 affordable units is therefore in-line with the objectives of planning policy CS 8 (Housing Choice).

11.1 Local Financial Considerations

The proposed development is liable to pay the Mayoral Community Infrastructure Levy, the funds for which will be applied by the Mayor towards the Crossrail project. The CIL amount is non-negotiable however planning permission cannot be refused for failure to agree to pay CIL.

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

12.1.1 The proposal is for minor householder development and an Environmental Impact Assessment is not required in this instance.

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

13. **CONCLUSION**

13.1 On balance, it is considered that the design of the proposed extensions would satisfactorily relate to The Broadway street scene, Town Centre location and would respond to the retained parts of the ground floor. The proposal would create 16 new residential units within a town centre which would make a modest contribution to the Borough housing stock, offering flats with a good standard of accommodation and direct access to excellent public transport options. The proposal is in accordance with Adopted Site and Polices Plan, Core Planning Strategy and London Plan policies. The proposal is therefore recommended for approval subject to conditions and S106 agreements.

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. That the developer makes an on-site contribution towards Affordable housing (6 flats).
3. 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. B.1 Materials to be approved
4. B.4 Details of Surface Treatment
5. B.5 Details of Walls/Fences
6. C07 Refuse & Recycling (Implementation)
7. C08 Other than the balconies/terrace's as shown on the approved plans, access to the flat roof of the development hereby permitted shall be for maintenance or emergency purposes only, and the flat roof shall not be used as a roof garden, terrace, patio or similar amenity area.
8. The flats shall not be occupied until a scheme of details of screening of the balconies/terrace has been submitted for approval to the Local Planning Authority. No works which are the subject of this condition shall be carried out until the details are approved, and the development shall not be occupied unless the scheme has been approved and implemented in its approved form and those details shall thereafter be retained for use at all times from the date of first occupation.
9. D10 External Lighting
10. D11 Construction Times
11. F01 Landscaping/Planting Scheme
12. F02 Landscaping (Implementation)
13. H07 Cycle Parking to be implemented
14. H14 Garages doors/gates
15. J1 Lifetimes Homes
16. Sustainable Homes
17. Construction Management Plan

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