

PLANNING APPLICATIONS COMMITTEE 16 MARCH 2017

<u>APPLICATION NO.</u>	<u>DATE VALID</u>
16/P0965	02/03/2016
Address/Site	8 Lake Road, Wimbledon SW19 7EL
Ward	Hillside
Proposal:	Demolition of existing buildings and erection of two blocks of flats comprising 26 residential units, together with associated parking and landscaping.
Drawing Nos	297 (08) 003E, 004E, 005D, 006D, 007D, 008D, 009D, 010D, 011D, 013D and Design and Access Statement, Arbouricultural Report, Arbouricultural Method Statement, Townscape and Visual Appraisal and Transport Statement
Contact Officer:	Richard Allen (8545 3621)

RECOMMENDATION

GRANT Planning Permission subject to S106 Agreement and conditions

CHECKLIST INFORMATION

- Heads of agreement: Yes
- Is a screening opinion required: No
- Is an Environmental impact statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice- Yes
- Site notice-Yes
- Design Review Panel consulted-No
- Number neighbours consulted –
- External consultants: None
- Density: n/a
- Number of jobs created: n/a
- Archaeology Priority Zone: No

1. INTRODUCTION

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

2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises 0.32ha of land currently accommodation 14 maisonettes arranged in three separate blocks known as 1 -14 Wood Lodge. The existing buildings are two storeys in height, with two blocks fronting Lake Road and a third block towards the centre of the site. At the rear of the site are two blocks of garages. Between the existing buildings there are areas of grass and planting. There are a group of mature trees on the site frontage. The application site is adjacent to the boundary of the Merton (Wimbledon Hill Road) Conservation Area. To the south west of the application site are numbers 6 and 7 Lake Road which are semi-detached Victoria properties that are locally listed along with number 10 Lake Road to the north east of the application site.

3. **CURRENT PROPOSAL**

- 3.1 The current proposal involves the demolition of the existing buildings and the erection of two blocks containing 26 apartments together with associated access road parking and landscaping.
- 3.2 **Block 'A'**
Block 'A' would be located on the site frontage and would be 32 metres in width and between 20-32 metres in length. Block 'A' would have a flat roof and have an overall height of 13 metres. The building would be sited between 10.2 and 15 metres back from the Lake Road frontage and would be sited 5.3 metres away from the boundary with the adjacent access road to Helme Close and would be sited between 3.6 and 6 metres from the boundary with 7 Lake Road. Internally, Block 'A' would comprise 16 x two bedroom flats and 3 x three bedroom flats arranged over ground, first, second and third floor levels.
- 3.3 **Block 'B'**
Block 'B' would be 22 metres in width and be between 16.5 -18 metres in length and have a flat roof with an overall height of 9.5 metres. Block 'B' would be sited 10 metres away from the boundary with 1 Helme Close and would be between 5 -6 metres away from the boundary with 7 Lake Road and there would be a minimum of 20 metres separation between Block 'A' and Block 'B'. Internally Block 'B' would comprise 4 x two bedroom flats and 3 x three bedroom flats arranged over ground, first and second floor levels.
- 3.4 Access to the site would be from Lake Road and underground parking for 18 cars would be provided beneath Block 'A' with two disabled parking bays provided on the site frontage. Electric vehicle charging points would be provided by parking bays beneath Block 'A'. Secure cycle parking would be provided for 30 cycles beneath Block 'A' and 12 cycle space provided within a pavilion at the rear of Block 'B'.
- 3.5 A contemporary design approach has been adopted for the proposed development, with the buildings constructed of facing brickwork with large

areas of glazing, timber clad panels and white render to the upper parts of the buildings to provide visual contrast.

4. **PLANNING HISTORY**

- 4.1 In July 2015 a pre-application meeting was held to discuss the redevelopment of the site for residential purposes (LBM Ref.15/P2191/NEW).

5. **CONSULTATION**

- 5.1 The application has been advertised by site and press notice procedure and letters of notification to occupiers of neighbouring properties. In response 14 of objections have been received. The grounds of objection are set out below:-

- The proposal represents over development of the site.
- The proposals are out of proportion for the area in terms of their size and height.
- Many of the apartments would overlook neighbouring gardens and result in both loss of light and privacy.
- The design of the buildings is not appropriate for the area which directly adjoins the Wimbledon Hill Road Conservation Area.
- The proposal doubles the height of buildings on the site and is inappropriate and would be intrusive to residents of Helme Close.
- A two storey development with no underground parking and more amenity space would be more appropriate.
- Block 'B' will result in the loss of existing green space.
- The increase in the number of residents will lead to more traffic and congestion in the area.
- The car parking provision is not sufficient for the number of flats proposed.
- Although there are some interesting modern buildings in the area the design is not in keeping with the locally listed buildings nearby.
- Construction works will cause noise and nuisance and disruption to traffic.

5.2 **Wimbledon Society**

The Wimbledon Society state that the application seeks to demolish the existing 2 and 3 storey buildings and replace them with blocks of flats comprising at the front a four storey building with underground parking and a three storey block at the rear with access road. Wimbledon Hill Road Conservation area adjoins the site. The locally listed properties 6, 7 and 10 on either side of 8 are heritage assets. There is a requirement in (policy) DM D4b that developments affecting the setting of a heritage asset should conserve/enhance the asset. The proposed glass atrium to Block 'A' does little to reduce the uniformly massive appearance of the frontage. It is perceived as having an inappropriate scale compared to the heritage buildings to the north and south and is considered to be over development. The proposed four storeys of Block 'A' are too high, and should have one floor removed in order to relate the eaves line to the eaves line of other properties. In addition the building line of Block 'A' projects too far forward relative to the

locally listed numbers 6, 7 and 10 and contributes to the loss of trees and adversely affects these properties. The green space in the proposal is minimal and could be improved by a better layout. The creation of a front garden would improve the outlook from the flats and omitting the road in the rear half of the site (which only serves six cars) would avoid the noise and security problems near the private rear gardens of other properties as requires by policy DM D1 (para 6.7). Having only one vehicle entry down the side of the site, would create more street side greenery, giving a far better outlook from the flats. Policy DMD2A (v) regarding privacy, sets out a recommended 20 metres between blocks of two storeys, with an additional approximate 3 storeys per each additional storey. There is a current distance of 17 metres between the blocks which results in overlooking. Merton's policy DMD2 (b and c) requires that any basement development should be accompanied by a study of the impact of the scheme on local drainage. The scheme as submitted would benefit from the submission of a hydrological survey.

5.3 Tree Officer

The Tree Officer has no objections to the proposed scheme provided that the existing trees are protected during the course of site works.

5.4 Transport Planning

The application site is within PTAL 5 and therefore has good access to public transport. The application site is also within a controlled parking zone with restricted parking on Monday to Saturday 08.30-18.30.

5.5 Amended Plans

In response to concerns raised by offices the design of the proposed development was amended. The number of units reduced from 29 to 26 units and the flank wall of Block 'A' moved away from the boundary with 7 Lake Road. The upper floor of the building has also be set back from the front, side and rear elevations. Block 'B' has also been moved away from the boundary with 1 Helme Close. A reconsultation has been undertaken and a further two letters of objection have been received. The grounds of objection are set out below:-

- The proposed amendments have not addressed the concerns of neighbours regarding the scale of the development.
- The development resembles a commercial development and is not in keeping with the area and a four storey block with its extensive frontage will dominate the surrounding area and destroy the charm and character built up over the decades.
- The development will substantially increase the number of residents and this will lead to an increase in traffic congestion in Lake Road.
- Increasing the number of residents will increase pressure on local services and schools.
- The amendments are minimal and the proposal is still an overdevelopment of the site.
- The proposed mix of units does not comply with the housing need for well designed, three bedroom dwellings. The current scheme proposes only six 3 bedroom units and twenty 2 bedroom flats.

- The proposal fails to provide affordable housing.
- The amended design is still a considerable increase in scale of development and would affect the outlook and privacy to 2 Helme Close.
- There have been minimal changes to the fenestration of the three storey block and will still affect the amenities of residents in Helme Close.
- The flat roofed design of the blocks will have a negative impact upon the adjacent conservation area and will appear incongruous next to the locally listed buildings at 6 and 7 Lake Road.

6. **POLICY CONTEXT**

6.1 Adopted Merton Core Strategy (July 2011)

CS6 (Wimbledon Town Centre), CS8 (Housing Choice), CS9 (Housing Provision), CS11 (Infrastructure), CS13 (Open Space), CS14 (Design), CS15 (Climate Change), CS16 (Flood Risk Management), CS20 (Parking, Servicing and Delivery).

6.2 Sites and Policies Plan (July 2014)

DM H2 (Housing Mix), DM H3 (Affordable Housing), DM O2 (Nature Conservation, Trees, Hedges and Landscape Features), DM D2 (Design Considerations in all Developments), DM D4 (Managing Heritage Assets), DM F1 (Support for Flood Risk Management), DM F2 (Sustainable Urban Drainage Systems (SUDS)), DM T1 (Support for Sustainable Transport and Active Travel), DM T2 (Transport Impacts for all Development), DM T3 (Car Parking and Servicing Standards),

6.3 The London Plan (March 2015)

The relevant policies within the London Plan are 3.3 (Increasing London's Housing Supply), 3.4 (Optimising Sites Potential), 3.5 (Quality and Design of Housing), 3.8 (Housing Choice), 3.12 (Negotiating Affordable Housing), 3.14 (Existing Housing), 5.2 (Minimising Carbon Dioxide Emissions), 5.3 (Sustainable Design and Construction), 6.9 (Cycling), 6.13 (Parking), 7.4 (Local Character), 7.6 (Architecture), 7.8 (Heritage Assets and Architecture), 7.21 (Trees and Woodlands) and 8.2 (Planning Obligations).

6.4 Supplementary Planning Guidance

New residential Development (1999), Design (2004), Planning Obligations (2006) and the Wimbledon Hill Road Conservation Area Character Assessment.

7. **PLANNING CONSIDERATIONS**

7.1 The main planning considerations concern demolition of existing buildings, design, standard of residential accommodation, neighbour amenity, parking, trees, sustainability and developer contributions.

7.2 Demolition of Existing Buildings

The existing buildings are of little architectural merit and there are no objections to the demolition of the existing buildings on the site. The application site is not within a conservation area so there is no requirement to justify demolition in terms of policy DM D4.

7.3 Design Issues

Policy CS14 (Design) of the Adopted Merton Core Planning Strategy (2011) and policies DM D2 (Design Considerations in all Developments) and DM D4 (Managing Heritage Assets) of the Adopted Merton Sites and Policies Plan (2014) are the relevant policies relating to design. Policy DM D2 states that proposals for all development should relate positively to the siting, rhythm, scale, density, proportions and height, materials and massing of surrounding buildings. In this instance the application proposes two blocks of flats of contemporary design. Although a four storey building is proposed for the site frontage, the adjacent buildings at 7 and 10 Lake Road are large Victorian villas and the overall height of the proposed frontage building would be lower than the ridge heights of each of these properties. Numbers 7 and 10 Lake Road are both locally listed buildings and the design of block 'A' (the frontage building) was amended to increase the separation distance between 7 Lake Road and the flank wall of block 'A'. The rear section of the flank wall of block 'A' has also been 'set back' to reduce the visual impact of the side elevation of block 'A' when viewed from 7 Lake Road. The upper floor of block 'A' has also been set back from each elevation and would be faced in white render which combined with glazed areas would have a lightweight appearance.

7.4 Block 'B' would be three storeys in height and would be sited towards the rear of the site and would also have the upper level set back from each elevation. The flank wall of block 'B' would be sited 10 metres away from the boundary with 1 Helm Close and windows at first and second floor level would be obscure glazed. A contemporary design approach has been adopted for the proposed development and the main parts of the buildings would be faced in brickwork, with an emphasis on large glazed openings with slim line metal framed windows. Areas of timber cladding would be incorporated into the facades to provide variation and interest, with the upper parts of the buildings faced in white render. It should be noted that there is a variety of architectural styles in the vicinity of the application site and the site itself is not within a conservation area. The amended design of the proposed buildings is considered to be appropriate for this site and adequate separation distances would be maintained between the proposed buildings and neighbouring properties. Existing trees would be retained on the site frontage and additional planting would enhance the frontage, whilst at the rear of the site additional landscaping would replace the existing garages and hard surfacing thereby improving the outlook from properties in Helm Close. It is considered that the scale and massing of the development is appropriate for this site and that the proposal would not adversely affect the setting of the locally listed buildings at 7 and 10 Lake Road. The proposal is therefore considered to be acceptable in terms of policies CS14, DM D2 and DM D4.

7.5 Standard of Residential Accommodation

The proposal involves the provision of 26 flats within two blocks. The mix of units and room sizes is set out below:-

Block A		
Flat Type	GIF Area	London Plan
3 Bed, 6 Person	147m2	95m2
3 Bed, 6 person	146m2	95m2
3 Bed, 6 Person	146m2	95m2
2 Bed, 4 Person	108m2	70m2
2 Bed, 4 Person	78m2	70m2
2 Bed, 4 Person	86m2	70m2
2 Bed, 4 person	101m2	70m2
2 bed, 4 Person	108m2	70m2
2 bed, 4 Person	78m2	70m2
2 Bed, 4 Person	85m2	70m2
2 Bed, 4 Person	113m2	70m2
2 Bed, 4 Person	108m2	70m2
2 Bed, 4 Person	78m2	70m2
2 Bed, 4 Person	85m2	70m2
2 Bed, 4 Person	113m2	70m2
2 Bed, 4 Person	106m2	70m2
2 Bed, 4 Person	114m2	70m2
2 bed, 4 Person	83m2	70m2
2 Bed, 4 Person	75m2	70m2

Block B		
Flat Type	GIFI	London Plan
3 Bed, 6 person	153m2	95m2
3 Bed, 6 Person	145m2	95m2
3 Bed, 6 Person	146m2	95m2
2 Bed, 3 Person	65m2	610m2
2 Bed, 3 person	64m2	61m2
2 Bed, 3 Person	67m2	61m2
2 Bed, 3 Person	67m2	61m2

The room sizes of the proposed flats all exceed the minimum requirements of the London Plan and the internal layout of the units is also considered to be acceptable.

7.6 Neighbour Amenity

As submitted Block 'A' had a large flank wall adjacent to the boundary with 7 Lake Road and Block B was sited closer to the boundary with Helme Close with refuse storage and parking adjacent to the boundary with Helme Close. Windows within the side elevation of Block B, although angled were also close to the boundary with 1 Helme Close. The amended proposal has resulted in the side elevation of Block 'A' being repositioned and set back at the rear to

increase the separation distance between the flank wall of the proposed building and 7 Lake Road in order to preserve a sense of space between buildings. The upper floor of Block 'A' has also been set back from the front, side and rear elevations so as to reduce the bulk of the proposed building. Block 'B' at the rear of the site has also been repositioned and the flank wall of the building is now 10 metres away from the boundary with 1 Helme Close and main windows provided within front and rear elevations. Windows within the side elevation of Block B would be obscure glazed at first and second floor levels. The refuse store adjacent to the boundary with 1 Helme Close also also been relocated and space provided for additional tree planting adjacent to the boundary with 1 Helme Close. The revisions to the design of the buildings have addressed issues relating to potential overlooking and/or loss of privacy and the proposal is now considered to be acceptable in terms of policy DM D2.

7.7 Parking

The proposed development would provide 18 car parking spaces (including 1 disabled space at basement level) and toe disable parking spaces within the front curtilage of the site. Secure cycle parking would also be provided for 42 cycles. 30 spaces would be provided beneath Block 'A' and 12 spaces within a pavilion to the rear of Block 'B'. Although objections have been received in respect of a potential increase in vehicle movements, the rear of the site is currently occupied by 14 garages in two blocks, with the access road and turning area at the rear of the site. The proposed development would remove the garages and the access road and turning area removed from the rear of the site and replaced by Block B, comprising 7 flats. The proposal would therefore result in the removal of part of the access road adjacent to number 1 Helme Close and removal all vehicle movements from the rear of the site and replace the existing hard surfacing with landscaped grounds. The proposal is therefore considered to be acceptable in terms of policies CS20 and DM T3.

7.8 Trees

The council's tree officer has examined the proposal and has no objections to the proposed development subject to tree protection and landscaping conditions being imposed on any grant of planning permission. The proposal is therefore acceptable in terms of policy DM O2.

7.9 Sustainability Issues

In terms of sustainability, there is scope to incorporate photo voltaic panels on the roofs of buildings and incorporate a rainwater harvesting scheme. Permeable paving and surface water attenuation tank will also contribute to sustainable drainage. Electric car charging points are also provided within the underground car park. It is considered that these measures are acceptable and that the proposal complies with the requirements of policies CS15 and DM F2.

7.10 Developer Contributions

The proposal involves the redevelopment of the site by the erection of two residential blocks containing 26 flats and affordable housing would therefore

be required. Policy CS8 of the Adopted Merton Core Planning Strategy requires that for a development of 26 dwellings a 40% affordable housing provision is required and the policy stipulates that only in exceptional circumstances will the Council consider off-site provision or financial contributions. Where a developer contests that it is not viable to provide affordable housing, the onus is on the applicant to demonstrate the maximum amount of affordable housing that could be viably achieved. This should be achieved through an open book approach, and the applicants are required to submit all inputs and assumptions used to assess the viability of the proposed scheme. In this instance the developer contests that there is a viability issue with providing either providing affordable housing on-site or off-site as part of this development. A viability report in line with the requirements of policy CS8 and the provisions of the national planning policy Framework and Nation Planning Policy Guidance has been submitted with the application. The viability report concluded that the scheme is not viable under any scenario to provide affordable housing either on site or thorough a contribution. However, the application makes a commitment to affordable housing policy through a reduction to overall profit level and therefore a financial contribution is proposed secured through a S.106 Agreement.

- 7.11 The applicants Financial Appraisal has been independently audited and the consultant appointed by the local Planning Authority has considered the applicants appraisal and concluded that the Council should not be seeking any on-site affordable housing from this development. However, the Council should look to seek and off-site contribution for affordable housing of £139,427. The applicant would also be subject to both the Merton CIL and the Mayor of London's CIL.

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

- 8.1 The proposal does not constitute Schedule 1 or Schedule 2 development. Accordingly there is no requirement for an EIA submission.

9. **CONCLUSION**

- 9.1 The proposed development would result in the provision of 26 residential flats in an area with good public transport accessibility. The design of the proposed buildings is considered to be acceptable and the proposal would not affect neighbour amenity. Accordingly it is recommended that planning permission be granted.

RECOMMENDATION

GRANT PLANNING PERMISSION

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

1. The developer making a financial contribution towards affordable housing in the borough.
2. The development being designated 'permit free'.
3. The developer 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 Drawings)
3. B.1 (Approval of Facing Materials)
4. B.4 (Details of Surface Treatment)
5. B.5 (Details of Boundary Treatment)
6. C.4 (Obscure Glazing – Windows to first and Second floor (south west) Elevations in Block A and first and second floor (side) elevations to Block B)
7. C.6 (Refuse and Recycling (Details to be Submitted))
8. C.8 (No Use of Flat Roof)
9. C.9 (Balcony Screening)
10. D.9 (External Lighting)
11. D.11 (Construction Times)
12. F.1 (Landscaping Scheme)
13. F.2 (Landscaping Implementation)
14. F.3 (Tree Survey Required)
15. F.5 (Tree Protection)
16. F.8 (Site Supervision –Trees)

17. The details of measures for the protection of the existing trees as specified in the approved document 'Arbouricultural Report to BS5873:2012' reference AWA1429 dated September 2015 and the 'Arbouricultural Method Statement' reference No297(100)03 B and dated 25/02/2016 including the drawing titled: 'Tree Protection Drawing' numbered (03)013 Rev.B shall be fully complied with. The methods for the protection of the existing trees shall follow the sequence of events as set out in the document.

Reason for condition: To protect and safeguard the existing trees in accordance with the following Development Plan policies for Merton: policy 7.21 of the London Plan 2015, policy CS13 of Merton's Core Planning Strategy 2011 and policies DM D2 and 02 of Merton's Sites and Policies Plan 2014'.

18. H.4 (Provision of Parking)
19. H.6 (Cycle Parking – Details to be Submitted)
20. H.9 (Construction Vehicles)
21. H.10 (Washdown Facilities)
22. Prior to commencement of development a Basement Construction Method Statement shall be submitted to and be approved in writing by the Local planning Authority. The basement shall be constructed in accordance with the approved details.

Reason for condition: In the interest of neighbour amenity and to comply with policy DM D2 of the Adopted Merton Sites and Policies Plan (July 2014).

23. No development approved by this permission shall be commenced until a scheme for the provision of surface water drainage has been implemented in accordance with details that have been submitted to and approved in writing by the local planning authority. Before these details are submitted an assessment shall be carried out of the potential for disposing of surface water by means of a sustainable drainage system (SuDS) to ground, watercourse or sewer in accordance with drainage hierarchy contained within the London Plan Policy 5.13 and the advice contained within the National SuDS Standards. Where a sustainable drainage scheme is to be provided, the submitted details shall:
- i. provide information about the design storm period and intensity, the method employed to delay (attenuation provision of no less than 15m³ of storage) and control the rate of surface water discharged from the site to no greater than 5l/s and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
 - ii. include a timetable for its implementation;
 - iii. include a CCTV survey of the existing surface water outfall and site wide drainage network to establish its condition is appropriate.

Reason: To ensure satisfactory means of surface water drainage, to reduce the risk of flooding and to comply with the following Development Plan policies for Merton: policy 5.13 of the London Plan 2011, policy CS16 of Merton's Core Planning Strategy 2011 and policy DM F2 of Merton's Sites and Policies Plan 2014.

24. No development approved by this permission shall be commenced until a scheme to reduce the potential impact of water ingress both to and from the proposed development, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall address the risks both during and post construction, as highlighted in the submitted Basement Impact Assessment and Construction Method Statement. This will be informed by site specific ground investigation, baseline and ongoing monitoring of ground water levels after completion of works, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the risk of ground water ingress to and from the development is managed appropriately and to reduce the risk of flooding in compliance with the following Development Plan policies for Merton: policy 5.13 of the London Plan 2011, policy CS16 of Merton's Core Planning Strategy 2011 and policies DM D2 and DM F2 of Merton's Sites and Policies Plan 2014.

25. It is the responsibility of the developer to make proper provision for drainage to ground, watercourses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off-site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of ground water. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required (contact no. 0845 850 2777).

[Click here](#) for full plans and documents related to this application.

Please note these web pages may be slow to load