

## PLANNING APPLICATIONS COMMITTEE 20<sup>th</sup> April 2017

### APPLICATION NO.

### DATE VALID

16/P3605

20/09/2016

### **Address/Site:**

21-23 Wimbledon Hill Road, Wimbledon, SW19 7NE

### **Ward**

Hillside

### **Proposal:**

Erection of first and second storey rear extension and rear roof extensions in connection with the conversion of the first, second and third floors of the building from beauty salon (Class Sui Generis) to Class A1 use (part first floor ) and five 3x1 bed and 2x 2 bed self-contained flats ( part first, second and third floor).

### **Drawing Nos:**

A000 Location Plan, A102(C), A103(C), A104(C), A105(C) A106(C), A110(C), A111(C), A112(C) & Amended design and access statement received 9<sup>th</sup> March 2017

### **Contact Officer:**

David Gardener (0208 545 3115)

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## RECOMMENDATION

**GRANT Planning Permission Subject to Conditions and S106 Agreement**

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## CHECKLIST INFORMATION

- Heads of agreement: Car 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: 10
- External consultations: None

## **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 The application site comprises a three storey plus roofspace mid-terrace building, which is located on the northeast side of Wimbledon Hill Road in Wimbledon Town Centre, close to the Wimbledon railway, tram and tube station. The building currently accommodates Gina Conway Lifestyle Salon and Spa comprising a Class A1 hair salon use with a shopfront display at ground floor level with beauty treatments (Use Class Sui Generis) at first, second and third floor.
- 2.2 The site is located in a designated core shopping frontage within the adopted Merton Sites and Policies Plan (July 2014). The Argos catalogue store sits to the right of the application site shop frontage with the Hand and Racquet pub on the northwest side to the left. The site is currently serviced at the rear from Alexandra Mews which is accessed from Alexandra Road.
- 2.3 The immediate area comprises an eclectic mix of building styles and sizes with the application site forming part of a Victorian terrace. There are also a number of examples of more modern buildings in the immediate context including the Argos Catalogue store next door and the four-storey Barclays building located behind the site. The site is not located in a conservation area but is located in a controlled parking zone (Zone W2). The site also has a PTAL rating of 6b (Excellent).

### **3. CURRENT PROPOSAL**

- 3.1 The proposal is to erect a first and second floor rear extension and rear dormer roof extensions in connection with the conversion of the first, second and third floors of the building from beauty salon (sui generis use) to Class A1 use and five self-contained flats (1 x 1 bed (1 person), 2 x 1 bed (2 person) and 2 x 2 bed (4 person)). Three flats would be located in the converted element whilst two flats would be located in the rear extension. 90 sq m of the existing first floor sui generis beauty salon floorspace would become A1 floorspace. The existing ground floor A1 shop would be retained and the first floor A1 floorspace would form part of a single ground and part first floor retail unit. It should be noted that as originally submitted, the proposal was for the retail unit to be retained at ground floor with 6 residential units on the floors above but was amended to remove one first floor residential unit and replace it with 90sqm of A1 floor space.
- 3.2 The first and second floor rear extension would have a contemporary design, featuring a flat roof. Facing materials would include light coloured brick with the fenestration to be bronze coloured. A green roof would be located on the roof of the extension as well as the roof of the current ground floor rear addition which would not be extended. The extension would be 9.7m in height when measured from ground floor level.
- 3.3 All of the flats apart from the 1 bed 1 person studio flat would have access to a 5sqm minimum private terrace or balcony.

- 3.4 The ground floor layout would be reconfigured slightly. The rear access to the upper floors from Alexandra Mews would be moved from one side to the other and provision would be made at ground floor level inside the entrance to the flats for a total of 8 secure cycle parking spaces. Separate refuse storage provision is shown for the commercial and residential units. No car parking would be provided.

#### **4. PLANNING HISTORY**

The following planning history is relevant:

- 4.1 97/P1115 - Installation of new shop front and alterations to existing sales area, rear store and first floor staff area. Granted - 28/11/1997
- 4.2 97/P1116 - Display of externally illuminated fascia sign and externally illuminated projecting hanging sign. Granted - 31/12/1997
- 4.3 08/P1647 - Display of fascia sign and internally illuminated projecting sign. Granted - 08/08/2008
- 4.4 08/P1640 - Installation of fully glazed shopfront & installation of external condenser (for air conditioning system) in connection with use at the premises as a hair salon & spa. Granted - 08/08/2008
- 4.5 08/P2988 - Installation of new shopfront & external condenser (for air conditioning system) in connection with use of the premises as a hair salon & spa (amendment to planning permission LBM Ref 08/P1640). Granted - 22/12/2008
- 4.6 08/P2965 - Advertisement consent to display a fret-cut applied fascia sign plus internally illuminated projecting sign, and four external stalk lighting. Granted - 22/12/2008

#### **5. POLICY CONTEXT**

- 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 D3 (Alterations and extensions to existing buildings), DM E1 (Employment areas in Merton), DM R1 (Location and scale of development in Merton's town centres and neighbourhood parades), DM R4 (Protection of shopping facilities within designated shopping frontages), 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 March 2016):

4.6 (Support for and enhancement of arts, culture, sport and entertainment)  
5.2 (Minimising carbon dioxide emissions), 5.3 (Sustainable Design and Construction), 5.9 (Overheating and cooling), 6.3 (Assessing effects of development on transport capacity), 6.13 (Parking), 7.2 (An inclusive environment), 7.4 (Local character), 7.6 (Architecture)

5.4 Mayor of London Housing Supplementary Planning Guidance (March 2016)

5.5 Department for Communities and Local Government 'Technical housing standards – nationally described space standard'

5.6 National Planning Policy Framework (NPPF)

## **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, 6 letters of objection and one letter of comment were received. The letters of objection were on the following grounds:

- Loss of employment land and impact on economic vitality of Wimbledon Town Centre
- Reduction in the number of jobs
- The current business occupies all floors of the building and development would mean it would have to move out
- Would set a harmful precedent

6.2 Following the amendments to the application a further re-consultation was undertaken in which no further representations were received.

6.3 Future Merton - Transport Planning

6.3.1 No objections

6.4 Future Merton - Climate Change

6.4.1 No objections subject to appropriate conditions.

6.5 Future Merton – Planning Policy

6.5.1 Do not object and consider that the size of proposed retail unit is acceptable following amendments to the proposal.

## **7. PLANNING CONSIDERATIONS**

### **7.1 Principle of Development**

7.1.1 The site is located within Wimbledon Town Centre and also sits within a core shopping frontage where planning policy strongly supports retail uses to encourage greater footfall. Policy CS 6 (Wimbledon Town Centre) for example

states that the council will ensure that Wimbledon continues to develop and maintain its position as a diverse Major Centre offering excellent shopping, business and cultural facilities by maintaining and enhancing the retail core of the centre, especially within the Primary Shopping Area. Given Wimbledon is the principal shopping destination in Merton, a Major town centre in London's retail hierarchy, policy CS 7 (Centres) also aims to increase Wimbledon's competitiveness by increasing the range and quality of the existing town's retail offer and capitalising on the 'Wimbledon' brand therefore attracting more people to Wimbledon. In addition, policy DM R1 seeks to maintain and enhance the range of unit sizes in Wimbledon.

7.1.2 The building currently accommodates Gina Conway Lifestyle Salon and Spa comprising a Class A1 hair salon use with a shopfront display at ground floor level with beauty treatments (Use Class Sui Generis) at first, second and third floor. The existing unit measures approx. 491sqm gross internal floor area (GIA). The proposal as originally submitted sought to change the use of the first, second and third floors to residential and therefore reduce the size of the retail unit to 185sqm. It is noted that the upper floors are poorly configured (for example the third floor is in the roof space) however it was considered that the reduction in floor space was not acceptable given the characteristics of the Wimbledon Hill Road core shopping frontage parade is for premises occupying large sized commercial units including ground and upper floors (i.e. above 280sqm as defined by policy CS.7 of Merton's Core Planning Strategy and policy DM R1 of the Adopted Merton Sites and Policies Plan and Policies Maps (July 2014)). Following further discussions with planning officers including the policy section, which were keen to see a large unit retained on site the plans were amended with part of the first floor retained for Class A1 use (this resulted in the loss of a residential unit). This is now considered acceptable as the proposal would now provide a single retail unit of 280sqm which is also considered to be better configured, at first floor level with a number of internal walls removed. A condition will be attached requiring the erection of an internal staircase so that both the ground and first floors are internally connected. The council's planning policy section have confirmed that they raise no objections and it is considered that the proposal would now comply with policies CS 6, CS 7 and DM R1 by incorporating a large retail unit which helps maintain the quality of the retail offer in Wimbledon.

7.1.3 The proposal would also result in the provision of five self-contained residential units and is supported by Policy CS.9 of the Core Planning Strategy 2011 which states that the Council will work with housing providers to facilitate the provision of a minimum of 4,800 additional homes for the period 2011-2026 including 500-600 for Wimbledon.

## **7.2 Visual amenity**

7.2.1 Policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that proposals for development will be required to relate positively and appropriately to the siting, rhythm, scale, density, proportions, height, materials and massing of surrounding buildings, whilst using

appropriate architectural forms, language, detailing and materials which complement and enhance the character of the wider setting.

- 7.2.2 It is considered that the proposed extensions are acceptable in terms of their appearance. The first and second floor rear extension looking from Alexandra Road would adjoin and would not project beyond the rear brick elevation of the Argos building at 13-19 Wimbledon Hill Road and would be lower in height. The extension would have a simple contemporary appearance and is considered to be high quality featuring light coloured facing brickwork and bronze fenestration. The surrounding buildings in Alexandra Road in close proximity to the proposed rear extension are predominantly of contemporary appearance in either buff or red brick and as such it is considered that it would fit in well with the local context. The proposed rear dormers are also not considered to be overly large as they would be set back 1.9m behind the rear wall (not including balconies) and set in approx. 65cm to 1.05m from the side walls .
- 7.2.3 The proposed green roofs with a minimum depth of 250mm would provide both biodiversity and surface water attenuation.

### **7.3 Residential Amenity**

- 7.3.1 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.
- 7.3.2 The southeast side of the site abuts Argos at 13-19 Wimbledon Hill Road, a three-storey building in Class A1 use. There would be no adverse impact on this property. No.25-27 Wimbledon Hill Road abuts the northwest side of the site and comprises the Hand and Racquet pub at ground floor level with ancillary staff accommodation and office above. It appears from planning records that the dining room, kitchen, bathroom and lounge are located at first floor level with four bedrooms located at second floor level. It is considered that the rear extension would not be visually intrusive or overbearing when viewed from this property. The first floor of No.25-27 extends along the entire boundary with the application site, which means the rear extension would only be visible from the second and third floor windows at the rear. The applicant has submitted a daylight/sunlight report which shows that the impact of the extension on all windows at No-25-27 would be within BRE guidelines. In terms of privacy, the second floor terrace to Unit D would feature a screen which would prevent overlooking.

### **7.4 Standard of Accommodation**

- 7.4.1 The London Plan 2015, as updated by the Minor Alterations, March 2016 (Housing Standards) sets out a minimum gross internal area standard for new homes as part of policy 3.5. It provides the most up to date and appropriate

minimum space standards for Merton. In addition, adopted policy CS.14 of the Core Strategy and DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) encourages well designed housing in the borough by ensuring that all residential development complies with the most appropriate minimum space standards and provides functional internal spaces that are fit for purpose. New residential development should safeguard the amenities of occupiers by providing appropriate levels of sunlight & daylight and privacy for occupiers of adjacent properties and for future occupiers of proposed dwellings. The living conditions of existing and future residents should not be diminished by increased noise or disturbance.

- 7.4.2 All five of the proposed flats would exceed the minimum space standards set out in the London Plan 2015, as updated by the Minor Alterations, March 2016 (Housing Standards). The proposed flats are considered to be generally well laid out comprising well proportioned rooms. The two bedroom flats located in the proposed extension would be north-east facing single aspect. Although this is not ideal it is not considered to warrant refusal given that the daylight/sunlight report indicates that these units would enjoy good levels of daylight. No private amenity space is proposed for the studio flat (Unit E) – this is considered to be acceptable given the constraints of the site and the fact that this unit is only a single person flat. The remaining flats would all provide private terraces which comply with the minimum space standards set out in Policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014). To protect occupiers from noise associated with surrounding uses the proposed flats would feature triple glazed windows and a combined supply and extract with heat recovery unit will supply filtered fresh air to each of the habitable rooms.

## **7.5 Parking and Traffic**

- 7.5.1 The application site has very good level of accessibility to public transport with a PTAL rating of 6b. Wimbledon Hill Road is also a busy road and is located within Controlled Parking Zone (CPZ) – W2, an area of the borough subject to high parking stress, therefore, the development would be subject to a Section 106 'permit free' Agreement in accordance with policy CS.20 of the Core Strategy, which supports permit-free developments in areas within CPZ's benefiting from good access to public transport (PTAL 4 - 6), with good access to facilities and services and/or in a town centre location. This would also avoid any over spill parking on the surrounding roads.
- 7.5.2 Cycle provision is located inside the rear entrance to the building with 8 spaces provided. This is considered to be acceptable and complies with London Plan policies, which requires 1 space per 1 bedroom unit and 2 spaces per all other dwellings (7 spaces in total).

## **7.5 Sustainability and Energy**

- 7.5.1 It is considered that the proposed energy approach is acceptable and the development complies with policy. The submitted SAP calculation / energy statement indicates that the proposed development should achieve a 20.4%

improvement in CO2 emissions on Part L 2013. This meets the minimum sustainability requirements of Merton's Core Planning Strategy Policy CS15 (2011) and Policy 5.2 of the London Plan (2015), and is equivalent to the 25% improvement over Part L 2010 required under Code for Sustainable Homes Level 4. In addition the internal water consumption calculations submitted for the development indicates that internal water consumption should be less than 105 litres per person per day, equivalent to Code for Sustainable Homes Level 4.

## **8. ENVIRONMENTAL IMPACT ASSESSMENT**

- 8.1 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).

## **10. SECTION 106 LEGAL AGREEMENT**

### **10.1 Permit Free**

- 10.1.1 The development is to be 'Permit Free' in line with policy CS.20 of the Core Planning Strategy, which seek to reduce reliance on private motor vehicles in locations with good access to public transport facilities.

- 10.1.2 Further information in respect of the above, including details of supplementary research carried out in justification of the S106 requirements, can be viewed here:

<http://www.merton.gov.uk/environment/planning/s106-agreements.htm>

## **11. CONCLUSION**

- 11.1 It is considered that the proposed loss of commercial floorspace and its conversion to residential is acceptable given a large single Class A1 retail unit would still be retained in this important core shopping frontage in Wimbledon Town Centre. In terms of appearance, it is considered that the proposed extensions are acceptable in terms of their size and design and would integrate well with the surrounding townscape. It is also considered that the proposal would be acceptable in terms of its impact on residential amenity and standard of accommodation. In terms of parking and traffic impact it is noted that the application site has excellent access to public transport and is in a controlled parking zone which means the flats would be 'permit free' in line with policy requirements. Overall, it is considered that the proposal would comply with all relevant planning policies and as such planning permission should be granted.



## **RECOMMENDATION**

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

- 1) Permit free
- 2) 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 & Recycling (Implementation))
5. C.8 (No Use of Flat Roof)
6. C.9 (Balcony/Terrace (Screening))
7. D.11 (Construction Times)
8. H.7 (Cycle Parking to be Implemented)
9. H.9 (Construction Vehicles)
10. Before the commencement of the development, details of the proposed green/brown roofs (including: species, planting density, substrate, a section drawing at scale 1:20 demonstrating the adequate depth availability for a viable green/brown; and a maintenance plan) shall be submitted to an approved in writing by the Local Planning Authority. The measures shall be implemented in accordance with the approved details and be permanently retained as such.  
  
Reason: In order to conserve and enhance biodiversity and wildlife habitats in accordance with the provisions of policy CS.13 of Merton's Core Planning Strategy 2011.
11. No part of the development hereby approved shall be occupied until evidence has been submitted to the council confirming that the development has achieved not less than the CO2 reductions (ENE1), internal water usage (WAT1) standards equivalent to Code for Sustainable Homes Level 4. Evidence requirements are detailed in the "Schedule of Evidence Required" for Post Construction Stage from Ene1 & Wat1 of the Code for Sustainable Homes Technical Guide (2010).

Reason: To ensure that the development achieves a high standard of sustainability and makes efficient use of resources and to comply with the following Development Plan policies for Merton: policy 5.2 of the London Plan 2011 and policy CS15 of Merton's Core Planning Strategy 2011.

12. Prior to first occupation of the proposed flats the triple glazed windows and combined supply and extract with heat recovery unit to the proposed flats as detailed in the amended design and access statement received 9<sup>th</sup> March 2017 shall be installed and maintained permanently thereafter.

Reason: To ensure a satisfactory standard of accommodation for future occupiers and to comply with the following Development Plan Policies for Merton: policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014)

13. Non-Standard Condition: No development approved by this permission shall be commenced until a detailed scheme for the provision of surface and foul water drainage has been implemented in accordance with details that have been submitted to and approved in writing by the local planning authority and in consultation with Thames Water. The drainage scheme will dispose of surface water by means of a sustainable drainage system (SuDS) in accordance with drainage hierarchy contained within the London Plan Policy (5.12, 5.13 and SPG) 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 and the method employed to attenuate flows to sewer. Appropriate measures must be taken to prevent pollution of the receiving groundwater and/or surface waters;
  - ii. Include a timetable for its implementation;
  - iii. Provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption and any other arrangements to secure the operation of the scheme throughout its lifetime;

Reason: To reduce the risk of surface and foul water flooding to the proposed development and future users, and ensure surface water and foul flood risk does not increase offsite in accordance with Merton's policies CS16, DMF2 and the London Plan policy 5.13.

14. Prior to first occupation of the residential flats the internal staircase linking the ground and first floor of the retail unit shall be installed and maintained permanently thereafter.

Reason: To ensure the retention of a large single retail unit and to comply with policies CS 6 and CS 7 of the Core Planning Strategy (July 2011) and DM R1 of the Adopted Merton Sites and Policies Plan and Policies Maps (July 2014)

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