

## PLANNING APPLICATIONS COMMITTEE 20 April 2017

<u>APPLICATION NO.</u>	<u>DATE VALID</u>
16/P4644	09/12/2016
<b>Address/Site</b>	Oberon Pavilion 19 Lindisfarne Road, West Wimbledon SW20 0NW
<b>Ward</b>	Wimbledon Village
<b>Proposal:</b>	Formation of 2 single storey side extensions to existing bungalow; formation of roof extension to bungalow and infill between bungalow and pavilion; formation of roof extension over pavilion including 2 new dormers; improvements to hard and soft landscaping and provision of new netball court, erection of new fencing and gates to site boundary including formation of drop off area at Lindisfarne Road.
<b>Drawing Nos</b>	001 P3 (site location plan), 013 P6, 014 P7, 015 P4, 030 P6, SK25 P6, SK 26 P6, SK27 P5, SK 28 P6, SK29 P5, SK30 P3, SK31 P2
<b>Contact Officer:</b>	Arome Agamah (8545 3116)

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### RECOMMENDATION

**GRANT Planning Permission subject to conditions**

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#### CHECKLIST INFORMATION

- Heads of agreement: no
- 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 – 8
- 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 received.

2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises a detached purpose built pavilion with an incorporated residential bungalow dating from the 1930s, located on the south side Lindisfarne Road in West Wimbledon. The surrounding context of Lindisfarne Road is predominantly residential and characterised by large detached residential dwellings.
- 2.2 The buildings were formerly in council ownership but are currently leased by the Hall School Wimbledon. The pavilion serves the Oberon Playing fields to the south of the site and provides a hall and changing rooms. The attached bungalow is occasionally occupied by a member of school staff and currently provides two bedrooms, a living area and kitchen. Although the buildings are in regular use, the buildings and frontage are in a general state of disrepair and in need of refurbishment.
- 2.3 The site is not within a conservation area but the playing fields lie within the Copse Hill conservation area. The site and playing fields are designated as Metropolitan Open Land (MOL). The building is not statutory listed or locally listed.

3. **CURRENT PROPOSAL**

- 3.1 The stated aims of the proposed scheme are to improve the quality of residential accommodation on the site, improve the usability of the site as a sporting ground, provide additional teaching space and improve the frontage, setting and site security.
- 3.2 The scheme comprises of the formation of 2 single storey side extensions to the existing bungalow, the formation of roof extensions to the bungalow and pavilion in the form of flat roofed dormers to the front, rear and side roof slopes and the erection of an infill between the bungalow and pavilion. The educational spaces at ground floor level would comprise of male and female changing rooms, a teaching/assembly hall and utility room. At first floor there would be two classrooms. The residential accommodation would comprise of living and dining areas, kitchen, gym and study on the ground floor, and 2 ensuite bedrooms at first floor level.
- 3.3 The scheme involves changes to the boundary treatments, comprising of the installation of railings at 2 metres height along the front boundary and the installation of electronic gates.

There are also proposed improvements to the hard and soft landscaping on the site, including planting around the site and improved privacy of the front lawn/garden serving the living quarters. The proposed scheme also involves improvements to the hard and soft landscaping, refurbishment of the front boundary fence and refurbishment of the adjoining hard court.

- 3.4 A secure private entrance to the hard court will be formed, and the front garden will be made more private by the planting of a hedge at the front boundary, and the erection of a timber fence perpendicular to the front railing to prevent side on views.
- 3.5 A number of amendments have been made to the proposals following feedback from council officers, and in response to some of the objections raised by the residents of neighbouring properties as follows:
- The timber fencing and gates forming a solid barrier between the pavilion building and eastern boundary, formerly visible on the north elevation have been removed. Instead a higher railing on the northern boundary is proposed in order to allow as much of an unimpeded view to the MOL beyond as possible. The amended layout also allows for improved on site vehicle manoeuvrability and parking spaces.
  - The bin storage has been repositioned to an enclosed storage area away from the boundary with number 23 Lindisfarne Road and nearer the pavilion building to reduce its visibility from Lindisfarne Road.
  - The green roof balconies on the east and west elevations have been excluded from the scheme and the French doors to the adjoining dormers replaced with Crittal windows. The railings have also been removed.

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

- 4.1 08/P0774 - Application for a certificate of lawfulness in respect of the proposed use of sports pavilion for the provision of Judo classes between the hours of 9am and 9pm. Granted 15/05/2008.
- 4.2 MER20/75 – Garage for storage. Granted 24/02/1975.

#### 5. **CONSULTATION**

- 5.1 The proposal has been publicised by means of Conservation site and press notice procedure and individual letters of notification to adjoining properties.

Fifteen objections to the proposals have been received on the following grounds:

- Development is out of scale and excessive for the setting
- Design of additions is out of keeping and with no precedents in the Lindisfarne Road area
- Overlooking and intrusion on privacy of neighbours from dormer windows and from proposed flat roofs at the front elevation.
- Inappropriate boundary treatments and fencing that are out of character with the building and preventing views through to the MOL beyond
- Inadequate onsite parking

- Increased traffic and parking pressures on Lindisfarne Road resulting from anticipated increase use of the site
- Inappropriate location for bin storage
- Inadequate separation between residence and classrooms
- Inadequate disabled access to veranda and main hall

Following amendments to the scheme a reconsultation was carried out, with an additional representation from a neighbour raising the following concerns:

- Large residential extension proposal
- Intensification of use and change of prevailing use by the creation of classrooms and large hall with bar
- Solid security fence
- Intensification of parking use and circulation of road traffic
- Absence of proposed solutions with respect to access and maintenance of private road.

5.2 Following the reconsultation a representation was received from The Residents Association of West Wimbledon (RAWW). While welcoming the proposed improvements to the playing field and pavilion, there were the following areas of concern:

- Arrangements for Traffic Management and Parking
- Overlooking and loss of privacy and safety
- Visual impact of proposed side dormers
- Impact of proposed expanded residential accommodation on the MOL
- Detailing of boundary treatment
- Access from private dwelling into the school pavilion

5.3 Ecology Officer comments:

- 1) It is noted that the application site is designated as Metropolitan Open Land - Copse Hill and Open Space - Oberon Playing Fields (Raynes Park High) and Green Chains in the London Borough of Merton Core Strategy (2011) and Sites and policies Plan and Policies Map (2014).
- 2) Four national BAP species has been recorded at the site, namely Dunnock, Soprano Pipistrelle, Noctule and brown long-eared bat. Other relevant or potentially relevant National BAP species are House Sparrow, Song Thrush, Hedgehog, Common Toad and Stag Beetle, along with potentially common reptile species Slow Worm, Common Lizard and Grass Snake.
- 3) The methodology, findings and recommendations of the submitted Ecological Appraisal are considered acceptable.  
Conditions will be added to this permission requiring adherence to the findings and recommendations in the submitted Ecological reports and to ensure the safeguards for native animal species.

#### 5.4 Tree Officer Comments:

- The submitted plan titled 'Existing Tree Site plan' which corresponds to the Tree Survey (dated 19 December 2014) which was carried out by the Kew Innovation Unit, indicates that 10 trees and two groups of Sycamores are to be removed. Two trees numbered 601 & 599 are not listed in the Tree Survey, so the exact reason(s) for their proposed removal is unknown at this time. Other tree work is proposed to bring the trees under good arboricultural management;
- The loss of so many trees will create gaps in the tree cover which should be remedied by the planting of replacement trees, which should be made up of purely native species of trees.

The applicant has indicated that the two trees to be removed are in poor health and their removal was recommended by their consultant arboriculturalist. Conditions will be attached to this permission with respect to the implementation of the landscape scheme and site supervision with respect to tree protection.

#### 5.5 Transport planning officer comments:

Transport planning officers have liaised with the applicant seeking clarification with respect to the likely level of vehicular trip generation, the protection of pedestrians during the construction phase, and the level of proposed use if any of the facility outside of school hours. They are satisfied that the travel of children to the site is managed and the impact on their safety has been addressed. Vehicles associated with this application will not use Lindisfarne Road and accessed via the southern gates which area accessible from Cottenham Park and Oakwood Road.

Transport planning officers are also satisfied that the level of trip generation will not differ from the level associated with the typical use. Peak times of usage of the site by the school will shift from weekends to week day inter peak hours, as such the perceived impact of the pavilion/sports pitches will be reduced. It is noted that the school has an exclusive lease for the usage of the sports facilities on site, there for the school using the pavilion does not represent an intensification of use.

The proposals will not generate a significant negative impact on the performance and safety of the surrounding highway network or its users; as such a recommendation for approval is supported.

- There will be no increase in trip generation associated with the above application
- The application does not represent an intensification of use
- The safety of children traveling to and from the site has been considered and addressed.

A condition will be attached to this permission requiring the submission and approval of a travel management plan prior to the commencement of works.

## **6. POLICY CONTEXT**

### **6.1 Adopted Merton Core Strategy (July 2011)**

The relevant policies with the Adopted Core Strategy (July 2011) are CS13 (Open space, nature conservation, leisure and culture) and CS14 (Design).

### **6.2 Sites and Policies Plan (July 2014)**

The relevant policies contained within the adopted Merton Sites and Policies Plan (July 2014) are DM D2 (Design Considerations in all developments), DM D3 (Alterations and extensions to existing buildings), DM D4 (Managing Heritage Assets) and DM O1 (Open Space).

## **7. PLANNING CONSIDERATIONS**

### **7.1 The principal planning considerations related to this application are design, the impact on the adjoining conservation area, impact on the MOL and the impact on neighbouring amenity**

### **7.2 Design and Impact on Streetscape**

The scheme involves infilling spaces between the pavilion and bungalow and the erection of dormers to all sides. There is necessarily an increase in the massing, however it is considered that the increases would be in proportion with the existing built form and the additions will be subordinate in scale to the buildings. There would also not be an overall increase in the existing footprint. Although the rear dormers are large in size, they are considered to be acceptable in this context as a result of their location facing onto the playing fields, and as their scale is proportionate to other building elements on that elevation such as the raised walkway, rear doors and pillars.

In terms of their design the additions will be sympathetic and complimentary with the original 1930s architectural styling of the building. The associated works in the scheme comprising of the refurbishment of the hard surface court, installation of railings to the Lindisfarne Road frontage and the proposed landscaping would result in a positive improvement to the character and appearance of the grounds.

With respect to the surrounding context the proposed scheme is considered to be in keeping with the existing character of the area and its design is not deemed to be an incongruous addition that will detract from the quality of the adjoining conservation area or MOL.

The signage currently in the front garden/lawn will be repositioned to a location adjacent to the proposed entrance gate to improve the visual appearance of the front boundary.

The scheme originally included a connecting corridor between the residential accommodation and teaching spaces on the upper floors. The plans have been amended to exclude this.

### 7.3 Boundary Treatments

The amendments to the scheme are considered to have addressed concerns with respect to the visual connection to the MOL to the rear of the site, and retained a key element of the local character.

The proposed features to increase the level of privacy and amenity of the residential occupant comprising of the front hedge planting, timber fence to the side of the front lawn are considered to be consistent with the design of the buildings and would not detract from the quality of the streetscene or create an undue visual barrier.

The proposed boundary treatments are deemed to be in keeping with the character of Lindisfarne Road and are considered to be an enhancement to the installations already in place. The applicant has indicated that the new railings to the front boundary of the site will replicate the existing lower railing detailing and a condition will be attached to this permission requiring details to be submitted and approved prior to the commencement of works.

### 7.4 Impact on Neighbour Amenity

The site is well set back from Lindisfarne Road and its orientation with respect to the neighbours is such that the pavilion buildings are behind the rear building line of the adjoining properties. The neighbouring property most likely to be impacted is number 23 Lindisfarne Road, which has a separation distance of 18.5 metres from its boundary fence to the east facing dormer. The neighbouring plot at number 17 has a greater setback, and is further separated by the tennis court and a screen of trees.

Although a direct line of sight from the dormers to the rear of the property may be reduced by the existing fence and planting on the boundary, it is determined that an impact may arise from the perception of overlooking as much as it may from actual overlooking.

Following the comments of neighbours, the balconies originally proposed have been excluded and the French doors to the dormers have been replaced with Crittal windows, in order to mitigate the use of the flat roof as an amenity space. A condition will be attached to this permission prohibiting amenity usage of the flat roof, and a further condition will be attached requiring the glazing to the Crittal windows to be obscured and fixed up to a minimum height of 1.7 metres in order to preclude actual and perceived overlooking onto neighbouring properties.

The existing rear balcony faces the playing fields and serves as a viewing platform with 2 external staircases running up the sides of the building. The proposal removes the existing staircases and puts them on the rear elevation to also access the 2 classrooms. Given the likely intensified use, although the staircases are further away, a condition will be added to this permission requiring details of screening to the ends of the existing balcony to improve privacy to adjoining occupiers.

The premises do not have an appropriate licence for the sale/provision of alcohol and the applicant has indicated that there is no intention to obtain one. For clarity the plans have been amended to indicate that the space shown as a bar is a servery intended for teas etc. The applicant has further reiterated that the use of the building outside normal school hours is regulated by the lease agreement which prohibits anything other than the permitted uses.

#### 7.5 Acceptability of the expanded residential use in relation to MOL Designation

The NPPF policy with respect to protecting Metropolitan Open Land, reflected in Policies CS13 of Merton's Core Planning Strategy and DM O1 Open Space of Merton's Sites and Policies plan, requires the preservation of the open character MOL and to avoid inappropriate development that is harmful due to over intensification of use or the proposal of an inappropriate use.

Extensions or alterations of a building are acceptable provided that it does not result in disproportionate additions over and above the size of the original building.

The existing residential floorspace in the building is 85 m<sup>2</sup> and the proposed additional floorspace is 230 m<sup>2</sup>. Although this is a marked increase, the expansion has been achieved by making use of the internal spaces within the roof volume and by amendments to the layout to create a link to the existing ground floor living area. The additional massing is from the dormers and ground floor addition and they are considered to be physically and visually subordinate to the overall building. As such it is not considered that the proposed scheme would comprise of disproportionate additions to the original building and taken together with the other elements in the scheme would not result in a significantly adverse impact on the openness of the MOL.

The residential accommodation as proposed is an improvement in the quality of accommodation comprising of an additional bedroom, amenity, living and bathroom spaces. In this setting the additional facilities are considered to be modest and not to comprise of an over-intensification of use that would detract from the quality and character of the MOL.

The improvements are not considered to detract from the supportive role that the accommodation would serve in allowing for a continuous caretaker presence onsite to ensure the security and upkeep of the premises.



## **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 alterations and additions to the building, and the alterations and refurbishment to the grounds are considered to be acceptable in design terms, and would be a welcome enhancement to the visual character of the building and the grounds. A number of amendments to the original scheme with respect to boundary treatments are considered to safeguard the visual character of the
- 9.2 The scheme is not considered to detract from the character of Lindisfarne Road, or to be an appropriate development in the context of the nearby conservation area. Following amendments to the scheme with respect to the boundary treatments, the views to the MOL beyond the site have been adequately preserved to retain the visual character of Lindisfarne Road.
- 9.3 The concerns of the neighbours have been noted and it is considered that the amendments to the proposal in response have adequately addressed the potential impacts on the immediate neighbours' amenity with regards to overlooking or intrusion on privacy.
- 9.4 Accordingly, it is recommended that planning permission be granted.

## **RECOMMENDATION**

### **GRANT PLANNING PERMISSION**

and subject to the following conditions:-

1. A.1 Commencement of Development
2. A.7 Approved Plans
3. B.3 (External Materials as Specified)
4. B.5 (Boundary Treatment)
5. C.1 (No Permitted Development – Extensions)
6. C.2 (No Permitted Development Doors/Windows)
7. C.7 (Refuse & Recycling - Implementation)
8. C.3 (Obscured Glazing)

9. C.8 (No Use of Flat Roof)
10. C.10 (Details of Balcony Screening)
11. D.11. (Construction Times)
12. F.1. (Landscaping)
13. F.2. (Landscaping – Implementation)
14. F.5. (Tree Protection)
15. F.8. (Site supervision (Trees))
16. H.4 (Provision of vehicle parking)
17. H.8 (Travel Plan)
18. H.09 (Construction Vehicles)
19. H.12 (Delivery and Servicing Plan)
20. H.14 (Garage Doors/Gates)
21. Non Standard Condition (Badgers)
22. Non Standard Condition (Vegetation Clearance – Breeding Birds)
23. Non Standard Condition (Vegetation Clearance – Reptiles)
24. Non Standard Condition (Vegetation Clearance – Insects)
25. Non Standard Condition (Invasive Species)

### **Informatives**

1. Note to Applicant – Scheme Amended During Application Life Cycle
2. Non Standard Informative (Additional Tree Removal)
3. Non Standard Informative (Invasive Species)

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