

PLANNING APPLICATIONS COMMITTEE
25th May 2017

<u>UPRN</u>	<u>APPLICATION NO.</u>	<u>DATE VALID</u>
17/P0903	08/03/2017	
Address/Site:	Wellington House, 60 – 68 Wimbledon Hill Road, Wimbledon, SW19 7PA	
Ward	Hillside	
Proposal:	Refurbishment of the existing commercial building including the recladding of the exterior of the building, erection of one additional floor and infilling of the surface level car park to create an additional 1,795sqm Gross Internal Area (GIA) (1,935sqm Gross External Area (GEA)) of office use (Class B1). Amalgamation of two ground floor class A2 units into a single class A2 unit. Reduction in the number of on-site car parking spaces from 34 to 7 and reduction in number of on-street parking bays currently located outside Mansel Court on Mansel Road from 4 to 3. Terrace to be located at level 4.	
Drawing Nos:	064-A-11-09(K), 10(L), 11(H), 12(G), 13(C), 14(H), 15(I), 064-A-16-01(F), 02(E), 03(A) 064-A-17-01(G), 02(H), 03(E), 04(E), 05(E) & 06(F)	
Contact Officer:	David Gardener (0208 545 3115)	

RECOMMENDATION

GRANT Planning Permission Subject to Conditions and S106 Agreement

CHECKLIST INFORMATION

- Heads of agreement: Short stay cycle parking contribution, S278 Agreement, Carbon Emissions Offset Contribution, permit free
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice: Yes
- Site notice: Yes
- Design Review Panel consulted: Yes (at pre-application stage)
- Number of neighbours consulted: 354
- External consultations: None

1. INTRODUCTION

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

2. SITE AND SURROUNDINGS

- 2.1 The application site comprises a four storey (plus plant room) mixed use building with a gross internal floor space (GIA) of 2475sqm. The building is located on the corner of Wimbledon Hill Road and Mansel Road on the edge of the designated Wimbledon Town Centre area.
- 2.2 At ground floor level, facing Wimbledon Hill Road, it comprises 2 estate agents and 1 letting agency (A2 financial and professional services) and 1 restaurant (A3 café / restaurant). The 3 floors above are in office use (Use Class B1) served by an entrance lobby on Mansel Road. Adjacent to the entrance lobby on Mansel Road is a surface car park and refuse storage area with a ramped access down to a basement car park. There are 7 parking spaces at surface level and 27 at basement level.
- 2.3 Mansel Court, which is a recently remodelled and extended five and six-storey office building, sits adjacent to the site on Mansel Road, separated by the car park. 58 Wimbledon Hill Road is a four storey building attached to Wellington House on the Wimbledon Hill Road frontage comprising restaurant use at ground floor level with office above. Forming part of the redevelopment of 58 Wimbledon Hill Road is a four storey element at the rear comprising six self-contained residential flats on its first, second and third floors. This element is known as 58 Worple Road Mews.
- 2.2 Wellington House is located in the Merton (Wimbledon Hill Road) conservation area. The immediate area comprises an eclectic mix of building styles and sizes. Wellington House on one side of Wimbledon Hill Road and Melbury House, a modern four-storey building on the opposite side (on the corner of Wimbledon Hill Road and Woodside) replace earlier terraces. Traditional Victorian terraces comprising commercial uses at ground floor level and a mixture of office and residential uses above are located on the application site of Wimbledon Hill Road. On the opposite side, south of Alwyne Road, are the highly ornate Jacobean style 'Bank Buildings' of 37-47 Wimbledon Hill Road.
- 2.3 Mansel Road is a predominantly residential street running between Wimbledon Hill Road and Raymond Road to the south. Towards Wimbledon Hill Road the residential terraces give way to larger office, school and church buildings that mark the start of the town centre area. The boundary lies between the office building known as Mansel Court and the neighbouring nursery use. Trinity Church and Hall is a grade II listed building from 1885, built in a Gothic style of red brick and stone dressing and is located further along Mansel Road. There are a further eleven locally listed buildings along

Mansel Road that are considered to contribute to the character and appearance of the conservation area.

- 2.4 The application site has excellent public transport links (PTAL rating of 6b) being sited in very close proximity to Wimbledon tube, railway and tram station and a number of bus routes.

3. CURRENT PROPOSAL

- 3.1 This is the second planning application for the refurbishment and extension of the current building following the refusal of the previous application (LBM Ref: 16/P2942). The proposal is for the refurbishment of the existing building with significant changes to the external appearance of its principal street elevations, including recladding of the existing concrete frame with new patterned brickwork, creating a curved corner with glazing panels, new shopfronts, alterations to the principal street elevations, reconfiguration of internal spaces and erection of one additional floor. It is also proposed to amalgamate the two A2 units closest to the junction into a single A2 unit.
- 3.2 An infill building is proposed in the location of the surface car park with the total number of car parking spaces reduced, from 34 (basement and ground level) to 7 ground level spaces which will include one blue badge holder space. Plant and 64 long stay cycle spaces with shower and locker facilities would be located at basement level.
- 3.3 A total of 1,795sqm of GIA (Gross Internal Area) additional office space is proposed which means the GIA of the proposed extended building would be 4,270sqm. The new office floor plates would be high quality 'A' grade office.
- 3.4 The building will have a maximum height of approx. 17.04m to the top of level 4 and 19.05m to the top of the roof plant. The building would have a terrace at level 4. A link element between the main element of the building and the side boundary with Mansel Court would be set back approx. 6m behind the main element of the building. Facing materials would include red brick with profiled pattern to main façade, double glazing and powder coated aluminium framed windows and glazed green tiled retail cornice to the main façade. The link element and the section of level 4 which is set back from the buildings Mansel Road frontage would comprise a powder coated aluminium framed curtain wall system.
- 3.5 An on-site loading area for small to medium sized vehicles is now provided within the ground level car parking area, with larger vehicles loading on-street. In the case of on-street loading and unloading, the vehicle would be required to park in front of Mansel Court although part of the vehicle would be able to park in front of the basement access. The proposed on street loading arrangement would be facilitated by re-locating and re-configuring four existing on-street parking bays, with the loss of one bay but an improvement in their dimensions.

- 3.6 The key differences between the current and previous applications (LBM Ref: 16/P2942) are:
- A one storey increase in storey height instead of a two storey increase
 - Use of coloured glazed tiling to retail frontages
 - Reduction in the number of on-site car parking spaces from 11 to 7
 - It is no longer proposed to change the use of the amalgamated A2 unit into an A3 unit. This unit would remain in A2 use.
 - Medium sized delivery vehicles would now be able to park within the proposed car parking area. It was originally proposed that these vehicles would park in front of the car access

4. PLANNING HISTORY

The following planning history is relevant:

- 4.1 MER676/76 - Retention of a 4 storey building with 4 shops on ground floor, showrooms on 1st floor, and offices on 2nd and 3rd floors with a basement car park. Granted - 07/02/1977
- 4.2 MER109/77 – Change of use to offices. Granted - 14/04/1977
- 4.3 95/P0177 - Enclosure of 1 car parking space in basement area to provide covered area for power supply system. Granted - 05/05/1995
- 4.4 02/P1940 - Installation of a two metre high sliding security gate and railings to the Mansel Road frontage of the rear service yard. Granted - 11/11/2002
- 4.5 16/P2942 - Recladding of the exterior of the building, erection of a 2 storey roof extension and infilling of the surface level car park to create 2055sqm (GIA) of B1 use, including the change of use and amalgamation of 2 x class A2 units into a single A3 use on the ground floor. Terraces to be located at levels 4 and 5. Refused, 25/01/2017 for the following reason:

“ The proposal by reason of its excessive height, bulk and massing would relate poorly to the scale, height, and massing of surrounding buildings to the detriment of the Wimbledon Hill Road/Mansel Road street scenes whilst also failing to conserve or enhance the Merton (Wimbledon Hill Road) conservation area contrary to policies DM D2, DM D3 and DM D4 of the Adopted Sites and Policies Plan and Policies Maps (July 2014).”

5. POLICY CONTEXT

- 5.1 The following policies from the Adopted Sites and Policies Plan and Policies Maps (July 2014):
- DM D1 (Urban design and public realm), DM D2 (Design considerations in all developments), DM D3 (Alterations and extensions to existing buildings), DM D4 (Managing heritage assets), DM E1 (Employment areas in Merton), DM E2 (Offices in town centres), 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 R5 (Food and drink/leisure and entertainment uses), DM T1 (Support for sustainable transport and active travel)

- 5.2 The relevant policies in the Adopted Core Strategy (July 2011) are: 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 The relevant policies in the London Plan (July 2011) are: 4.2 (Offices), 5.2 (Minimising carbon dioxide emissions), 5.6 (Decentralised energy in development proposals), 5.3 (Sustainable Design and Construction), 5.9 (Overheating and cooling), 6.3 (Assessing effects of development on transport capacity), 6.9 (Cycling), 6.13 (Parking), 7.2 (An inclusive environment), 7.4 (Local character), 7.6 (Architecture), 7.7 (Location and design of tall and large buildings), 7.8 (Heritage Assets and Archaeology)
- 5.4 National Planning Policy Framework (NPPF)
- 5.5 Wimbledon Hill Road Character Assessment 2006

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, 8 letters of objection were received, 3 letters of and 1 letter of comment. The letters of objection are on the following grounds:
- The extended building would be too high with its bulk and massing out of proportion with the scale and height of neighbouring buildings. Too bulky, Detrimental impact on conservation area. The amount of floorspace proposed is excessive and driven by revenue
 - Inappropriate encroachment of B1 use into residential area
 - Increase in heavy goods vehicle traffic and danger this would pose. Removal of parking spaces would increase on-street car parking spaces. Concerns to whereabouts of visitor parking
 - Disruption from construction would not be acceptable
 - Reference to car lift in design and access statement
 - Lack of public consultation prior to submission of the application
 - Roof terrace
 - Unacceptable loss of privacy and daylight/sunlight. The proposal would also result in an unacceptable level of enclosure and visual intrusion.
- 6.2 The letters of support include a letter of support from the Wimbledon E Hillside Residents' Association (WEHRA) and are summarised below:
- Well thought out design that has addressed most objections from the previous proposal
 - Significant improvement to current building

- Previous concerns about entrance to a restaurant on Mansel Road and the removal of the traffic islands on Mansel Road have now been dropped which is supported

6.3 Wimbledon E Hillside Residents' Association (WEHRA)

6.3.1 Overall, WEHRA are pleased with the proposal and amendments, and as a result are fully supportive of the application. It is considered that the design is strong and suited to the Conservation Area. WEHRA also support a financial contribution from the developer for the refurbishment/enhancement of the southernmost portion of a small green space on the east side of Wimbledon Hill Road at the junction with Woodside so this can be used by employees of the proposed development. This green space has been neglected over the years and its improvement would greatly encourage walking.

6.4 Design and Review Panel – (Pre-application submission – 25th January 2017)

6.4.1 The Panel was clear in commending the high quality of the proposed building, the range of relatively minor alterations since the last review, making all the difference. It was felt to be an appropriate and well considered design that was now much more convincing. The corner, top floor step down, detailing, materials and a range of other aspects to the building were commended. The Panel particularly liked the way the applicant had embraced the idea of including some elaborate ornamentation and had now begun to give it some distinctiveness that could be related to its Wimbledon location. The glazed brick was particularly commended.

6.4.2 It was considered that 5 storeys of brick on the corner was appropriate and that the Mansell Road gap was executed better and on balance, the loss of the air gap was acceptable to ensure other aspects of the design were got right. It is important that the detailing will be well executed and appropriately conditioned with planning permission. The top level set-backs still showed some bare flank walls, though it was not clear how prominent they would be from the street. A small cut-out was suggested, just to provide some 3D relief and it also provided opportunity for a little whimsical decoration for the observant to notice.

6.4.3 The Panel recommended that the design was shown to be robust in accommodating shop-fronts and all their signage and did not allow the quality to be undermined by unsympathetic designs or inappropriate advertising. It was also noted that the surrounding road junction suffered from a lot of street clutter and it was suggested the applicant consider helping the council to undertake a local de-cluttering exercise that could include provision of more cycle parking in the central island. The Panel were clear in their verdict.

VERDICT: **GREEN**

6.5 Future Merton - Urban Design

6.5.1 Fully support proposal.

6.6 Future Merton - Transport Planning

6.6.1 The site has a PTAL of 6b (excellent) with bus, train, tube and tram available within the PTAL calculation area, it is also located within a designated town centre area and W1 controlled parking zone. Given these factors future users of the development should be exempt from applying for parking permits. There are three car club bays/ vehicles within 700m of the site, car club usage by offices of sets residential car club demand. Given the good provision of vehicles it thought that car club membership should be provided for future users of the development.

6.6.2 The site currently has 34 car parking spaces provided at ground floor and basement level. The proposed development will not have the use of the basement car parking area and will provide seven spaces at ground floor. The proposed provisions represents a significant reduction and is in line with London Plan maximum parking levels (between one space per 100sqm and 600sqm). The reduction in car parking provision will significantly reduce trip generation by the development. Disabled car parking has been incorporated in to the ground floor car parking area, the proposed bay is located within an immediate proximity to the access to the cores.

6.6.3 The proposed ground floor car park will also provide an off street loading area. A car parking management plan will be required to ensure that these two uses do not conflict and generate an impact on the surrounding highway network from on street loading or vehicles waiting on the highway to enter the site. Given the make-up of the highway network on Mansell Road waiting vehicles immediately outside the development will impact on the operation and safety of this section of Mansell Road and the junction of Mansell Road and Wimbledon Hill Road.

6.6.4 Active travel infrastructure surrounding the development is of a good quality, as such active travel to and from the development will be extensively used. London Plan stated minimum cycle parking levels suggest that a development of this nature should provide 42 cycle parking spaces. This development proposes 64 cycle spaces which is in excess of London plan levels and end of journey cycle facilities have been proposed including lockers and showers. It is considered that these types of facilities will provide a genuine modal shift toward cycling and this is welcomed. A travel plan has been submitted which has a number of initiatives to promote a shift toward sustainable and active travel. The travel plan has a monitoring structure in place and targets. As part of the monitoring procedure it's suggested that the demand for cycle parking is monitored and should there be a significant increase in demand further cycle parking is provided to cater for this demand.

6.6.5 Refuse stores have been provided within a suitable proximity of the rear entrance of the development for the use by future operators of the site. The

bin stores are also a reasonable proximity from the public highway and can be easily accessed by refuse operatives. Given the height of the proposed vehicular access a refuse vehicle cannot enter the site. The applicants have proposed that the parking bays to the west of the developments vehicular access on Mansell Road are re arranged and double yellow lines are extended to provide an informal loading facility for the use of refuse vehicles. This was part of the previous application and did not generate a cause for concern. Refuse vehicles are thought to stop there for approximately 20 minutes a maximum two to three times a week, and it is considered that this level of usage will not generate a significant level of conflict or impact on the operation or safety of the surrounding highway network. A service management plan will ensure that loading by other service vehicles i.e. light vans, will take place off street. Swept paths and trip generation figures have been submitted to show that all associated vehicles can enter under the access and are able to enter and exit in a forward gear.

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

6.7 Future Merton - Climate Change

6.7.1 The BREEAM design stage assessment provided by the applicant indicates that the development should achieve an overall score of 61, which meets the minimum requirements to achieve BREEAM 'Very Good' in accordance with Merton's Core Planning Strategy Policy CS15 and Policy 5.2 of the London Plan 2015.

6.7.2 The BRUKL output documentation submitted for the proposed development indicates that it should achieve a 25% improvement in CO2 emissions on Part L 2013. This fails to meet the 35% improvement over Part L required for major developments under Policy 5.2 of the London Plan (2015). The applicant has however engaged the council at an early stage (prior to the submission of full application) in order to explore on-site and near-site emissions savings and should be commended for their highly proactive approach to tackling the emissions shortfall. On the councils request the applicant has explored the potential of utilising highly efficient triple glazing, however this intervention was not deemed to be feasible as the level of saving achieved is relatively low (3%) for the potential cost increase. This is because improved insulation in winter is offset by increased cooling requirements in the summer. The applicant has explored the potential of utilising roof space on other building in the area owned by the applicant that could potentially house solar PV however this has not proved possible. As such the applicant has fulfilled the requirements to investigate on-site and near-site emissions reductions opportunities. The emissions shortfall of 8.13 tCO2 per year has been identified and can be offset via a cash in lieu S106 payment of £14,634 which unless agreed in writing should be paid upon commencement of the development.

6.7.3 Despite failing to meet the emissions reductions targets the energy strategy and proactive approach taken in efforts to identify additional carbon reductions measures is compliant with all local and regional sustainability policy's and it is recommended that this application is granted permission.

7. PLANNING CONSIDERATIONS

7.1 Principle of Development

7.1.1 The Council supports the development of major offices in Wimbledon town centre, which is defined in Policy DM R1 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) as offices with more than 1,000sq.m. of floorspace. Policy CS.7 of the Core Planning Strategy states that in Wimbledon Town centre the council will support high quality offices, especially major development. Policy DM E1 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that proposals relating to employment sites will only be supported that (subject to Policy DM E2 and DM E3), retain existing employment land and floor space. The Council will support proposals for the redevelopment of vacant and underused existing employment land and floor space for employment use and proposals for large and major offices (B1(a) use class) in town centres. Policy DM E1 notes that as Wimbledon town centre is tightly bound by residential areas, the possibilities for growth include increasing density on existing sites. This policy states that the council will work with landowners to meet market demand for high quality, well designed large floorplate offices commensurate with Wimbledon's status as a major centre and to take advantage of the internationally recognised Wimbledon 'brand'.

7.1.2 At a regional and national level it should be noted that Policy 4.2 of the London Plan states that the Mayor will encourage renewal and modernisation of the existing office stock in viable locations to improve its quality and flexibility. Paragraph 19 of the NPPF states that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.

7.1.3 The applicant has submitted a market overview and summary which demonstrates that there is a significant shortage of office space in Wimbledon town centre with total stock levels recorded at circa 1.8m sq. ft. with current availability being limited to only two buildings with over 5,000 sq. ft. This represents only 1% of total stock and is considered to be exceptionally low. There is potentially a further 10,000 sq. ft. of space coming through on the ground floor of Wimbledon Bridge House when Unibet move into the refurbished Pinnacle House building on completion of works. The applicant has advised that they are in early discussions with a party in respect to the possible signing of a lease on the whole of the office component.

7.1.4 Wellington House is located in Wimbledon Town centre and has excellent transport links (PTAL rating of 6b), which means it is a highly suitable location for a major office development. It is considered that the proposal would comply with local, regional and national planning policies by providing a modernised and sustainable office building with well-designed large floorplates commensurate with Wimbledon's status as a major centre.

7.2 Design, Impact on Streetscene and Wider Conservation Area

7.2.1 Policy CS.14 of the Core Planning strategy promotes high quality sustainable design that improves Merton's overall design standard. Policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) states that proposals for development will be expected to relate positively and appropriately to the siting, rhythm, scale, density, proportions, height, materials and massing of surrounding buildings.

7.2.2 Wimbledon is the borough's largest town centre, identified as a major centre in the London Plan. The centre has the highest level of public transport accessibility in the borough and this makes the centre a sustainable location for a development of this scale. The proposal is also located in the Merton (Wimbledon Hill Road) conservation area so there needs to be careful consideration of its wider impact on the conservation area.

7.2.3 The previous application (LBM Ref: 16/P2942) was refused at Planning Applications Committee in January 2017 because it was considered that the excessive height, bulk and massing of the extended building would relate poorly to the scale, height, and massing of surrounding buildings. To address this concern the top floor has been removed which means the extended building would be five rather than six storeys. This would result in the height of the building being significantly reduced from the 20.22m (22.7m to top of roof plant) proposed previously to the 17.04m (19.05m to the top of the roof plant) now proposed. In addition, the façade design has been developed and refined resulting in enhancements such as the introduction of horizontal ornate, yet contemporary cornice details, alignment of the retail signage band with No.58 and introduction of coloured glazed tiles to the ground floor retail frontages.

7.2.6 The Design and Review Panel, which gave the previous refused application a RED verdict, gave the current proposal a GREEN verdict at pre-application stage. The Panel commended the high quality of the proposed building, advising that the range of alterations since the last review made all the difference. It was felt to be an appropriate and well considered design and the corner treatment, top floor step down, detailing, materials and a range of other aspects to the building were particularly praised. The Panel liked the way the applicant had embraced the idea of including some elaborate ornamentation which gave it some distinctiveness that could be related to its Wimbledon location. The glazed brick was particularly commended. It was considered that 5 storeys of brick on the corner was appropriate and that the Mansell Road gap was executed better and on balance, the loss of the air gap was acceptable to ensure other aspects of the design were got right. They

emphasised the importance that the detailing be well executed and appropriately conditioned.

- 7.2.7 The applicant has made some further amendments in response to comments received from the Design and Review Panel at pre-application stage with the introduction of detailing to the flank wall when viewed up Wimbledon Hill Road and the integration of retail signage into the façade design to de-clutter the retail frontages.
- 7.2.8 The current building has been identified in the Wimbledon Hill Road character assessment as making a negative contribution to the conservation area and to fund the quality of improvements to the office space and the architecture of the building; value has to be created through some growth and intensification. This proposal represents a viable and acceptable level of intensification and it is considered that extending this building by only a single storey to five storeys is not excessive and addresses the concerns from the previous application. It is considered that the removal of the top floor significantly improves the appearance of the scheme in terms of its height, bulk and massing in relation to surrounding buildings and from longer views along Wimbledon Hill Road and the wider conservation area.
- 7.2.9 The building is not considered excessively tall for its location and shouldn't be a 'shouty' or dominant landmark. The proposals are respectful to the neighbouring context whilst achieving a measure of growth. Whilst the building extends taller than the adjacent buildings on this side of Wimbledon Hill road, it does not do so significantly and can still be read as part of the terrace of shops going up the hill. The corner of the building with increased height and curved wraparound begins to mark the building as a local landmark. However, it reads primarily as simply a way the building turns the corner. This curved hinge is in part dictated by the existing floor-plates and column positions, but presents a more rounded, softer corner – again, referencing the larger curves of Melbury House as it turns into Woodside opposite.
- 7.2.10 The proposal extends onto the rear car park. Whilst this fills in a gap, the natural end to the commercial uses on this street is west of the adjacent office building of Mansel Court. This urban form is replicated to a degree on the other side of the street, with the elevations of the school buildings (sitting higher up the hill), and it is not until further along Mansel Road that the character becomes strongly residential. This infilling is considered sensible and appropriate, particularly as the current view between the buildings is of the less attractive service areas, backs of buildings and blank flank wall of Mansel Court. The proposed development is also an appropriate way to fill an urban block, and is one of the few ways a site can achieve an intensification of use in this part of Wimbledon town centre.
- 7.2.11 As the building is a recladding, the rhythm and proportions are largely inflexible at the large scale. The effect of this is that the building does not have the opportunity to step up the hill bay-by-bay, as the older buildings do. This loses a degree of grain to the building, but does clearly mark the

difference in use – as an office, and this is not inappropriate given the site constraints. There is an understated and restrained simplicity in these proposals, when viewed from a distance, and up-close the extremely detailed brickwork becomes the point of interest and adds a layer of quality and texture to the building.

- 7.2.12 The proposed material of brick is clearly appropriate for this type of building and location in Wimbledon and fits in well with the local context. The detailing in the brick, with the angled brick texture (borrowed from Mansell Road Church) moulded frieze and spandrel panel, introduce an exceptional level of detail, texture and human scale that is clearly of high quality and is a level of craftsmanship often lacking in many modern buildings. The proposed red brick would fit in with the Bank Buildings and Melbury House and it is considered to be a good contemporary interpretation of some local vernacular. It is also considered that the decorative brickwork which has been added to the flank wall on Wimbledon Hill Road offers 3D relief. In addition, the current proposal also includes glazed brick to the facades of the ground floor commercial units which gives the building a distinctiveness that could be related to its Wimbledon location. This element was particularly commended by the Design and Review Panel. It should also be noted that the use of polyester powder coated (PPC) external materials on part of the the upper floor as well as the link which is set back from the buildings Mansel Road elevation is also the same external material used on much of the refurbished and extended Mansel Court which is considered to be an excellent recent example of an extension and refurbishment of an office building.
- 7.2.13 In terms of the wider conservation area Grade II listed Trinity Church which was erected between 1885 and 1891 is located further along Mansel Road. It is considered that the building would have little impact on the setting of Trinity Church given the existing limited relationship between the church, an appreciation of its heritage interest and the application site. It is considered to experience the historical and architectural interest of the church one must stand facing the church with the application site behind at relatively close range. Likewise views from the vicinity of the church looking away from it are filtered by trees along Mansel Road and the existing and the proposed buildings do no form a dominant visual presence within the setting of the church. Further afield there will be no views of the church spire that will be obscured by the proposed development, which sits on the same building line as the existing building. There are currently no opportunities to see the spire where the additional height would prevent a view of the spire. Glimpsed kinetic views of the church spire along Woodside to the north-east would see a very slight change as a result of the additional bulk proposed, but the spire would remain entirely visible above the tree line with the proposed building to the left of the view, just beyond the existing dome of Melbury House and there would be no effect on significance.
- 7.2.14 Overall, it is considered that the proposal is an imaginative design that responds well to its surrounding context, contributing positively to the Merton (Wimbledon Hill Road) conservation area and the Wimbledon Hill Road and Mansel Road streetscene. It has benefited from the Council's design review

process and the Council's Urban Design officer is fully supportive of the scheme. The removal of a storey height and the further refinement of the façade is a positive response to the previous concerns expressed by Planning Applications Committee and residents and is considered by officers to represent a very substantial improvement to the appearance of the existing building in this key town centre gateway location.

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 A block of six self-contained flats known as 58 Worple Road Mews are located to the rear of No.58 Wimbledon Hill Road. The flats are arranged over the first, second and third floors and abut the southern corner of the application site. The occupiers of the flats have access to a rear courtyard area, which is located at first floor level to the rear of No. 58 Wimbledon Hill Road. Mansel Court, which is a recently refurbished office building, is located immediately to the southeast, whilst Wimbledon High School is located on the other side of Mansel Road. Melbury House, which is a four storey commercial building, is located on the opposite side of Wimbledon Hill Road at the junction with Woodside.
- 7.3.3 No. 58 Worple Road Mews comprises two, one bedroom flats on each floor at first, second and third floor levels with each of the flats being dual aspect. The proposed development would only be visible from the rear of these flats. Three of the flats feature a bedroom window and three of the flats feature a kitchen window in the rear elevation.
- 7.3.4 The applicant has submitted a daylight and sunlight assessment which assesses the impact of the proposed development on No.58 Worple Road Mews. The Vertical Sky Component (VSC) is a measure of the skylight reaching a point from an overcast sky. This test shows that all but one of the windows to habitable rooms in the rear elevation of No.58 would experience no more than a minor adverse impact with only one window featuring substantial loss. However, it is important to note that the VSC is a simple geometrical calculation which provides an early indication of the potential for daylight/sunlight entering the space. It does not assess or quantify the actual daylight levels inside the rooms. In this instance, the close juxtaposition of buildings requires a more detailed approach and therefore the Average Daylight Factor (ADF) is calculated. This uses the VSC calculation in order to confirm the angle of obstruction and visible sky, but goes on to consider the area of glass receiving light and the transmittance qualities of the glass. This is then related to the surface area and reflectance value, of the room beyond. This provides a far more comprehensive review of daylight and is judged against the room's use. The British Standard sets the minimum diffuse

daylight levels that should be available to the main habitable room windows, such as bedrooms, living rooms and kitchens. The following minimum average daylight factors should be achieved in the main habitable room: 1% in bedrooms, 1.5% in living rooms and 2% in kitchens. In this instance all but one of the habitable room windows would fully comply with BRE guidance, with only the bedroom window of one of the first floor flats failing. However, it is considered that this is considered to be acceptable given this window already fails the average daylight factor measurement, which means this bedroom already receives a limited amount of daylight/sunlight. It should also be noted that the living room windows to each of these flats are located to the front of the building and would not be impacted at all by the proposed development.

- 7.3.4 There would be some loss of outlook from the flats at No.58 Worple Road Mews due to the filling of the gap between the current building and Mansel Court. However, it is considered that given the application site is located in Wimbledon Town Centre, where more dense development is expected and encouraged it is considered that the proposal in this instance would not be visually intrusive or overbearing when viewed from these properties. It should be noted that the rear elevation of these properties already directly face the rear elevation of No. 58 Wimbledon Hill Road, which itself is a four storey commercial building. To further mitigate the impact of the extension on these properties the southeast facing rear wall would be located approx. 5m from the side boundary the application site shares with No.58 with level 4 stepped further back.
- 7.3.5 In terms of privacy, it should be noted that the building would comprise two terraces, which would be located at level 4 on the front of the building facing Wimbledon Hill Road and at level 5 on the southeast facing side of the building. It is considered that given their location there would not be any impact in terms of privacy. The rear of the building would feature windows that directly face the courtyard area and bedroom windows of three of the flats of No.58 Worple Road Mews. It is considered that given there would only be a separation distance of between 14.5m and 17.5m between the southeast facing windows and the bedroom windows of three of the flats at No.58 that it would be necessary to attach a condition requiring these windows are obscure glazed and fixed shut below 1.7m internal floor height.
- 7.3.6 It is considered that given the above considerations that the proposal would not be visually intrusive or overbearing when viewed from surrounding residual properties, or result in an unacceptable level of daylight/sunlight or privacy loss. The proposal would therefore accord with policies DM D2 and DM D3 of the Adopted Sites and Policies Plan and Policies Maps (July 2014) and is acceptable in terms of residential amenity.

7.4 Parking and Traffic

- 7.4.1 Policy 6.1 of the London Plan (2015) supports development which generates high levels of trips at locations with high levels of public transport accessibility and improves the capacity and accessibility of public transport, walking and

cycling. At a local level Policy CS.18 promotes active transport and encourages design that provides attractive, safe, covered cycle storage, cycle parking and other facilities (such as showers, bike cages and lockers). Policy CS.20 of the Core Planning Strategy states that the Council will require developers to demonstrate that their development will not adversely affect pedestrian and cycle movements, safety, the convenience of local residents or the quality of bus movement and/or facilities; on-street parking and traffic management. Developments should also incorporate adequate facilities for servicing to ensure loading and unloading activities do not have an adverse impact on the public highway.

- 7.4.2 The current proposal, which includes swept path analysis, provides an off-street loading facility suitable for small to medium delivery vehicles (height less than 2.8m and length less than 6m) by utilising the proposed car parking area. Refuse vehicles and occasional larger delivery vehicles would make use of a new section of double yellow line waiting restriction adjacent to the site in front of Mansel Court. This can be achieved by relocating the adjacent on-street car parking bays westwards a short distance. Given these bays are considered to be too short for modern vehicles (approx. 4.4m to 5.4m), three longer bays of between 5 and 6m in length will be re-provided. In response to concerns raised in the previous application regarding the safety of children attending Wimbledon High School a condition will be attached requiring that deliveries are not carried out between the hours of 8am and 9.30am, and 3pm to 5pm Monday to Friday to further mitigate this impact in respect to the movement specifically of school children.
- 7.4.3 The applicant has submitted a Construction Management Plan which shows that the existing cycle lane in Mansel Road will be retained during construction works together with the two traffic islands. It is not however possible for a vehicle to park adjacent to the site in Mansel Road and for another vehicle to pass which means a Temporary Traffic Order for the closure of Mansel Road will be required during the loading and unloading of vehicles. Prior to the construction phase and the implementation of the temporary road closures the developer will advertise when the temporary road closures would take place. Deliveries will also be programmed to avoid the peak travel periods and arrival and departure of pupils at Wimbledon High School. The proposed delivery times, which would be secured by a planning condition, would not take place before 9am or between 2:45pm and 4:45pm Monday to Friday.
- 7.4.4 The applicant has submitted a transport statement and Travel Plan demonstrating that the transport impacts associated with the proposals can be accommodated within the surrounding transport network. The proposal includes reducing the number of car parking spaces from 34 to 7 spaces including one Blue Badge parking space which will be located at ground level with high quality cycle parking provision also provided. This is considered to be acceptable as it encourages sustainable travel in this highly accessible location. Wellington House is well connected and has excellent public transport links (PTAL rating of 6b).

7.4.5 The London Plan expects outer London Centres that have high PTALs to have cycle parking standards to match those of inner/central London (1 space per 90sqm). The proposed development would have a total ground floor area of approx. 4,270sqm and will provide 64 long stay cycle spaces at ground floor level which means it would comply with London Plan standards. It is also considered that this element of the proposal would comply with Policy CS.18 of the Core Planning Strategy as the cycle storage would also be secure, covered and other facilities such as showers and lockers would be provided. The London Plan also requires a development of this size to provide 8 short stay cycle spaces (first 5,000sqm: 1 space per 500sqm, thereafter: 1 space per 5,000sqm). Given the constraints of the site the proposal would not provide any short stay cycle spaces. As such, the applicant will be required to provide a financial contribution of £2400 (8 x £300 per short stay cycle space) for short stay cycle provision in the local area.

7.5 Sustainability and Energy

7.5.1 The BREEAM design stage assessment provided by the applicant indicates that the development should achieve an overall score of 61, which meets the minimum requirements to achieve BREEAM 'Very Good' in accordance with Merton's Core Planning Strategy Policy CS15 and Policy 5.2 of the London Plan 2015.

7.5.2 The BRUKL output documentation submitted for the proposed development indicates that it should achieve a 25% improvement in CO2 emissions on Part L 2013. This fails to meet the 35% improvement over Part L required for major developments under Policy 5.2 of the London Plan (2015). The applicant has however engaged the council at an early stage (prior to the submission of full application) in order to explore on-site and near-site emissions savings and should be commended for their highly proactive approach to tackling the emissions shortfall. On the councils request the applicant has explored the potential of utilising highly efficient triple glazing, however this intervention was not deemed to be feasible as the level of saving achieved is relatively low (3%) for the potential cost increase. This is because improved insulation in winter is offset by increased cooling requirements in the summer. The applicant has explored the potential of utilising roof space on other buildings in the area owned by the applicant that could potentially house solar PV however this has not proved possible. As such the applicant has fulfilled the requirements to investigate on-site and near-site emissions reductions opportunities. The emissions shortfall of 8.13 tCO2 per year has been identified and can be offset via a cash in lieu S106 payment of £14,634 which unless agreed in writing should be paid upon commencement of the development.

7.7 Green Space Improvement on Wimbledon Hill Road

7.7.1 There is limited open space in the near vicinity for office workers to use and as such the applicant has agreed to make an £8,000 financial contribution for enhancements to the green space on Wimbledon Hill Road at the junction with Woodside. It is possible to make up to three project specific financial contributions without falling foul of Community Infrastructure Levy regulations

and a clawback mechanism would be put in place requiring the council refunds the payment to the developer if it has not been spent within three years of the date of the permission.

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). The funds will be spent on the Crossrail project, with the remainder spent on strategic infrastructure and neighbourhood projects.

10. CONCLUSION

- 10.1 Wellington House is located in Wimbledon Town centre and has excellent transport links (PTAL rating of 6b), which means it is a highly suitable location for a major office development. The proposal would provide an enlarged, modernised and highly sustainable office building with well designed large floorplates commensurate with Wimbledon's status as a major centre. It is considered that the proposal would respect its context in terms of its height, scale and massing, would be of a high quality design which contributes to local distinctiveness, and would be a very significant improvement in design terms compared to the tired and dated existing building. The applicants have responded positively to previous concerns about height and massing, with both a reduction of one storey in height and a refinement and enhancement of the facade treatment. The impact on residential amenity and transport and highways is considered to be acceptable subject to the imposition of suitable conditions. It is therefore recommended that planning permission be granted subject to the conditions and heads of terms set out below.

RECOMMENDATION

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

- 1) Carbon emissions offset contribution (£14,634)
- 2) S278 agreement to be entered into covering the following:
 - Footway reconstruction;
 - Relocation of ground level access on Mansel Road;
 - Modification to existing waiting restrictions/parking bay layout on Mansel Road including traffic management order and access area
- 3) Financial contribution for cycle parking in the local vicinity (£2400)

- 4) Financial contribution for improvements to green space on Wimbledon Hill Road (£8,000)
- 5) Permit free (Office and amalgamated A2 unit only)
- 6) 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.3 (Obscured Glazing (Fixed Windows))
5. C.7 (Refuse and Recycling (Implementation))
6. C.8 (No use of flat roof)
7. C.9 (Balcony/Terrace (Screening))
8. D.10 (No external lighting)
9. D.11 (Construction Times)
10. H.4 The disabled parking space shown on the approved plan 064-A-11-10(K) shall be provided and demarcated as disabled parking spaces before first occupation of the extended office building and shall be retained for disabled parking purposes for occupiers and users of the development and for no other purpose.

Reason: In order to comply with the requirements of Section 76 of the Town and Country Planning Act 1990 which relates to the provision of satisfactory access to buildings for people with disabilities and to ensure compliance with policy CS20 of the Adopted Merton Core Planning Strategy 2011.

11. H.7 The development hereby permitted shall not be occupied until the cycle parking, washing and locker facilities shown on the approved plan 064-A-11-09(K) have been provided and made available for use. These facilities shall be retained for the occupants of and visitors to the development at all times.

Reason: To ensure the provision of satisfactory facilities to promote sustainable modes of transport and to comply with Policy CS18 (Active Transport) of the Adopted Merton's Core Planning Strategy 2011

12. H.8 (Travel Plan)

13. Development shall not commence until a Delivery and Servicing Plan (the Plan) has been submitted in writing for approval to the Local Planning Authority. The Plan shall include details of loading and unloading arrangements. The plan shall also include any necessary works to the highway to be carried out prior to occupation of the extended building. The approved measures shall be maintained, in accordance with the Plan, for the duration of the use, unless the prior written approval of the Local Planning Authority is first obtained.

Reason: To ensure the safety of pedestrians and vehicles and the amenities of the surrounding area and to comply with the following Development Plan policies for Merton: policies 6.3 and 6.14 of the London Plan 2015, policy CS20 of Merton's Core Planning Strategy 2011 and policies DM T2, T3 and T5 of Merton's Sites and Policies Plan 2014.

14. Prior to the commencement of the development hereby permitted, a Construction Logistics Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved measures which shall include the retention of the two traffic islands on Mansel Road shall be implemented prior to the first occupation of the development hereby permitted and shall be so maintained for the duration of the use, unless the prior written approval of the Local Planning Authority is first obtained to any variation.

Reason: To ensure the safety of pedestrians and vehicles and the amenities of the surrounding area and to comply with the following Development Plan policies for Merton: policies 6.3 and 6.14 of the London Plan 2015, policy CS20 of Merton's Core Planning Strategy 2011 and policy DM T2 of Merton's Sites and Policies Plan 2014.

15. Unless otherwise agreed in writing by the Local Planning Authority, no part of the development hereby approved shall be used or occupied until a Post-Construction Review Certificate issued by the Building Research Establishment or other equivalent assessors confirming that the non-residential development has achieved a BREEAM rating of not less than the standards equivalent to 'Very Good'

Reason: To ensure that the development achieves a high standard of sustainability and makes efficient use of resources and to comply 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.

16. Unless otherwise agreed in writing no part of the development hereby approved shall be occupied until evidence has been submitted to and approved in writing by the Local Planning Authority, confirming that the development has achieved CO2 reductions of not less than a 25% improvement on Part L Regulations 2013, in line with the approved plans.

Reason: To ensure that the development achieves a high standard of sustainability and makes efficient use of resources and to comply 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

17. 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 and 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.

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

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

20. 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, the method employed to delay and control the rate of surface water discharged from the site to no more than 7.3l/s. 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;
- vi. All sewer diversions and any new connections are undertaken to the satisfaction of Thames Water.

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.

21. All deliveries, loading, unloading or other servicing activities shall take place outside the hours of 8am and 9.30am, and 3pm to 5pm Monday to Fridays.

Reason: To ensure the safety of pedestrians and vehicles and the amenities of the surrounding area and to comply with the following Development Plan policies for Merton: policies 6.3 and 6.14 of the London Plan 2015, policy CS20 of Merton's Core Planning Strategy 2011 and policies DM T2, T3 and T5 of Merton's Sites and Policies Plan 2014.

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

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

23. No works shall commence on site until a design code for the advertisement signage on the retail frontage has been submitted to and approved by the Local Planning Authority. Any subsequent advertisement consent applications shall also strictly adhere to the approved code.

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

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

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