

PLANNING APPLICATIONS COMMITTEE
16 November 2017

APPLICATION NO.

DATE VALID

17/P3135

18/084/2017

Address/Site 247 The Broadway, Wimbledon SW19 1SD

Ward Abbey

Proposal: Demolition of existing office building and construction of a new five storey office building (Class B1 use) together with associated car/cycle parking and landscaping.

Drawing Nos 1625-0100-AP 00 Rev PL01, 0100-AP-001Rev PL01, 0100-AP-002 Rev PL0, 0200-AP-001 Rev PL01, 0200-AP-002 Rev PL01, 0200-AP-003 Rev PL01, 0200-AP-004 Rev PL01, 0200-AP-005 Rev PL01, 0200-AP-006 Rev PL01, 0200-AP-007 PL01, 0300-AL-001 Rev PL01, 0400-AP-001 Rev PL01, 0400-AP-002 PL01, 0400-AP-003 PL01, 0400-AP-004 PL01, Planning Statement, Design and Access Statement, Transport Statement, BREEAM Preliminary Assessment, Energy Assessment, Structural Engineers Design Report, Flood Risk Assessment, Daylight and Sunlight Report, Travel Plan, Biodiversity Report

Contact Officer: Richard Allen (8545 3621)

RECOMMENDATION

GRANT Planning Permission subject to completion of a S.106 Agreement and conditions

CHECKLIST INFORMATION

- Heads of agreement: No.
- Is a screening opinion required: No
- Is an Environmental Impact Statement required: No
- Press Notice: Yes
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 37
- External consultants: None
- Density: N/a
- Archaeology: N/a

1. **INTRODUCTION**

- 1.1 The current application has been submitted in order to address the reasons for refusal of planning application LBM Ref.16/P1623 that was refused permission by the Planning Applications Committee on 10/11/2016. The application is being brought before the Planning Applications Committee due to the number of representations received.

2. **SITE AND SURROUNDINGS**

- 2.1 The application site is located on the south side of The Broadway and is currently occupied by a three storey office development constructed in the 1980's. Opposite the site is the Holy Trinity Church and the Polka Theatre. To the south of the site are two storey houses in Griffiths Road. The site is flanked by a three storey Victorian villa converted into offices to the west and to the east by the Antoinette Hotel dating from the 1970's. The application site is not within a conservation area. A Controlled Parking Zone (CPZ W3) operates in The Broadway and in adjoining streets.

3. **CURRENT PROPOSAL**

- 3.1 The existing building provides approximately 1,007m² of office accommodation (class B1) set within a landscaped hard standing with 28 car parking spaces. Access to the building is not up to current standards and there are no lifts. Planning permission was granted on subject to a S.106 Agreement on 21 march 2014 for the redevelopment of the site by the erection of a five story building for B1/D1 uses and a three storey building comprising 9 x 2 bedroom flats, together with associated parking and landscaping works (LB Ref.13/P0952). The current application seeks planning permission for a wholly (B1) office development.
- 3.2 The current proposal involves the demolition of the existing office buildings and the redevelopment of the site by the construction of a new five storey office building (B1 use) with accommodation at basement level, together with associated car parking and landscaping.
- 3.2 The proposed building would be 35 metre in width and would occupy the full width of the site frontage. At ground floor level the building would be 36 metres in length, at first floor level 33 metres in length, with the second floor 30 metres in length and the third floor 21 metres in length. At fourth floor level the building would be 21 metres in length with the front elevation set back from The Broadway frontage by 2 metres. The proposed building would be 19.5 metres in height with a plant room above giving an overall height of 21 metres. The proposed building would be set back from the boundary with residential properties in Griffiths Road by 6 metres. Parking would be provided at basement level accessed via a car lift.
- 3.3 Internally, at basement level 308m² of office floorspace would be provided with a light well to The Broadway elevation, together with plant rooms, showers, bin store together with 8 parking spaces (assessed via a car lift) and

38 secure cycle parking spaces. At ground floor level an office reception area (195m²) and 375m² of office floor space would be provided together with ancillary accommodation. At first floor level 704m² of office accommodation would be provided, with 633m² provided at second floor level, 547m² at third floor level and 380m² at fourth floor level.

- 3.4 Pedestrian access to the building would be from The Broadway frontage with a separate vehicular access to a servicing area and car lift, to the basement car park.
- 3.5 A contemporary design has been adopted for the proposed building which would be constructed

4. **PLANNING HISTORY**

- 4.1 In July 1984 planning permission was granted for the redevelopment of the site by the erection of a three storey office building (Ref.MER536/84).
- 4.2 In December 2010 a pre- application submission was made in respect of the redevelopment of the site involving the erection of a five storey building (LBM Ref.11/P0128/NEW).
- 4.5 In March 2014 planning permission was granted subject to a S.106 Agreement in respect of the demolition of the existing office building and erection of a five storey mixed use building for office/healthcare B1/D1 uses and 9 x 2 bedroom flats within a separate three storey block (LBM Ref.13/P0952).
- 4.6 In November 2015 a pre-application submission was made in respect of the redevelopment of the site involving the demolition of the existing building and erection of a new five storey office building (B1 use) together with associated parking and landscaping (LBM Ref.15/P4368/NEW).
- 4.7 Design Review Panel
The Design Review Panel were again consulted on the revised scheme for the site and considered the current proposals at the meeting on 26 January 2016. The Panel were of the opinion that the proposed building contrasted a little too strongly with its neighbours and did not relate to its location within Wimbledon Town Centre. Concern was also voiced about the 'chequer board' appearance of the side elevations and the Design Review panel suggested that this appearance should be avoided. The design Review panel advised the building has to relate to buildings at the rear of the site, however this aspect should not dictate the design of the building. The Panel also felt that the scheme would benefit from a reduction of one storey and a different approach to the plant room enclosure. Further work was needed on parking arrangements as well as clarity on servicing and waste collection. The Design Review Panel considered that the scheme would be acceptable with modifications.
Verdict: Amber

- 4.8 On 10 November 2016 planning permission was refused by the Planning Applications Committee for the demolition of the existing building and the erection of a five storey office building (B1 use) together with associated car parking and landscaping (LBM Ref.16/P1623). Planning permission was refused on the grounds that :-

‘The proposed building would, by virtue of its design, height, bulk and massing fail to relate to the scale of the neighbouring buildings and would result in an unsatisfactory form of development that would be detrimental to the character and appearance of The Broadway Street scene contrary to policy CS14 (Design) of the Adopted Merton Core Planning Strategy (2011) and policies DM D1 (Urban Design) and DM D2 (Design Considerations in all Developments) of the Adopted Merton Sites and Policies Plan (2014) and policy 7.6 (Architecture) of the London Plan (2015).’

The current has not been presented to the Design Review Panel. However, the application has been submitted in order to overcome the reasons for refusal taking into account comments previously raised by the Design Review Panel.

5. **CONSULTATION**

- 5.1 Major site and press notice procedure and letters of notification to occupiers of neighbouring properties. In response 10 letters of objection have been received. The grounds of objection are set out below:-

- The proposed building is too high and out of keeping with the area.
- The height of the building exceeds the Antionette Hotel, the largest building in this part of the road.
- There are no objections to redevelopment of the site but any new building should not be higher than the hotel.
- The existing building has a gross internal floor area of 10,814 sq ft whereas the proposed building would be 46,946 sq ft (4.3 x larger) which represents an overdevelopment of the site.
- The current scheme is larger in floor area than the previously refused scheme (LBM Ref.16/P1623).
- The proposed development would result in loss of privacy, outlook and light to residential properties in Griffiths Road.
- Terraces on the rear elevation would result in overlooking.
- The proposal would affect light and outlook to 21 Griffiths Road and the rear terracing is too intrusive.
- The previous application 16/P1623 was rejected on design, bulk and massing and the current proposal does not address these issues.
- The proposed use of red brick would be too oppressive. Yellow brick should be used which would be more in keeping with the building to the west of the site.
- Redevelopment of the site would affect the viability of the Antoinette Hotel.

- Given the number of large scale developments that has been approved in The Broadway, phasing of development would be required to reduce disruption.
- Achieving less than 70% sustainability score on BREEAM should not be acceptable. The report indicates that additional measures could be achieved lifting the score to 'Excellent' level and these should be incorporated.
- The proposed building would loom over the Holy Trinity Church and the rear of the building would overlook residential neighbourhoods.
- A four storey building should be the maximum for this part of The Broadway.
- Existing buildings in The Broadway are used to justify house. However, Monterey Heights, Carrington House and the YMCA are examples of the type of building we want to move away from.
- The current proposal does nothing to improve the built environment.
- The design of the building is more suited to Clerkenwell or Farringdon rather than Wimbledon and fails to blend in with the existing street, lush with Victorian features.

5.2 The Wimbledon Society

The demolition of the existing modern building is not a sustainable approach and due consideration should be given to retaining it. The existing building provides a gap in the street frontage which allows in the winter sun to light up the northern footway and prevents The Broadway acquiring an unrelieved and monotonous façade. The gap also offers the opportunity to plant more trees, as well as replacing the fine Cedar which was recently removed. In addition it complements to openness and greenery around the Locally Listed Holy Trinity Church on the other side of the road. If development is to go ahead the frontage should be reduced in height to match the eaves height of the adjoining building. The rear terraces overlook gardens of properties in Griffiths Road and the suggested planting troughs at ground level do not guarantee that privacy would be maintained in the long run. The rear elevation would therefore require redesigning.

6. **POLICY CONTEXT**

- 6.1 The relevant policies within the Adopted Merton Core Strategy (July 2011) are CS6 (Wimbledon Town Centre), CS7 (Centres), CS12 (Economic Development), CS14 (Design), CS15 (Climate Change) and CS20 (Parking, Servicing and Delivery).
- 6.2 The retained policies within the Adopted Merton Sites and Policies Plan (July 2014) are DM E2 (Offices in Town Centres), DM E4 (Local Employment Opportunities), DM D1 (Urban Design and the Public Realm), DM D2 (Design Considerations in all Developments), DM T2 (Transport Impacts of Developments), DM T3 (Car Parking and Servicing Standards).
- 6.3 The Policies contained within the London Plan (March 2015)

2.15 (Town Centres), 4.1 (Developing London's Economy), 5.1 (Climate Change Mitigation), 5.3 (Sustainable Design and Construction), 7.5 (Public Realm) and 7.6 (Architecture).

7. PLANNING CONSIDERATIONS

7.1 The principal planning considerations concern employment issues, together with design, neighbour amenity, transport/parking and sustainability issues.

7.2 Employment Issues

The existing office building dates from the 1980's and has no lifts and does not make the best use of the site. The existing building accommodates 1,005m² of (B1) office floorspace on a site of approximately 0.13ha. The proposed scheme would provide 4,363 m² of floor space for B1 office use within a modern building. In terms of employment, the existing building provides 69 full time jobs whilst the proposed building could potentially accommodate 246 people. Policy CS12 supports the intensification of and creation of additional floor space on an existing employment site and the proposal will enhance employment opportunities within Wimbledon Town Centre.

7.3 Design Issues

Adopted Core Strategy policy CS14 relates to design matters and paragraph 22.20 of the Core Strategy specifically refers to high buildings and states that tall buildings of exceptional architectural quality may be appropriate for town centres. The previous application (LBM Ref.16/P1623) was however refused on grounds of design, bulk and massing. The current application has been submitted in order to address the reasons for refusal. The proposed building would be constructed of brick and stone reflecting materials used on buildings nearby. Although the application site is within a Town Centre, the massing of the building has regard to the residential buildings at the rear of the site in Griffiths Road. This has been achieved by having the highest elements of the building on The Broadway frontage with the building stepping down, reducing in size as it progresses towards the residential properties in Griffiths Road. The proposed building would be five storeys in height with accommodation and parking at basement level. Although there are is predominately made up of three and four storey buildings there are other five storey buildings in the vicinity of the application site.

7.4 Planning permission was previously granted in March 2014 for the redevelopment of the site by a the erection of a part five storey/part three storey building comprising offices (Class B1) use and 9 x 2 bedroom flats (LBM Ref.13/P0952). This scheme proposed a building with an 'L' shaped footprint with the residential accommodation proposed in the side 'wing' of the building located towards the rear of the site, with the residential accommodation facing towards residential properties in Griffiths Road. The front elevation of the proposed office building now extends across the full width of the frontage repairing the gap in the street scene created by the existing building. The proposed office building locates the bulk of the floor space within the middle and front of the site thus reducing its impact upon

residential properties in Griffiths Road. Although representations have been received concerning the height and bulk of the building and the increase in floor space over and above the existing building and the previously refused scheme (LBM Ref.16/P1623) the increase in floor space has been accommodated with the basement which was not a feature of the previously refused scheme. The rear elevation of the building is now set back at each level to reduce the bulk of the building when viewed from residential properties in Griffiths Road and the building reduced in height by 1.9 metres and the façade of the building has been designed to have a better relationship with neighbouring buildings and The Broadway street scene than the previously refused scheme. The building currently proposed has more traditional window elements, horizontal floors and would be mainly faced in brick. The current proposal is therefore considered to be acceptable in terms of policies CS.14 and DM D2 and DM D3.

7.5 Neighbour Amenity Issues

A number of objections have been received from occupiers of residential properties in Griffiths Road, who express concerns regarding the potential impact of the building upon their properties. The rear elevation of the proposed building would however, be 29 metres from the rear elevation of properties in Griffiths Road. The proposed building would also be set back from the rear boundary at each level, with the ground floor being 6 metres from the rear boundary, the first floor 10 metres, second floor 14 metres, the third floor 17.5 metres and fourth floor 21.5 metres from the rear boundary. The previously refused scheme had a two storey section adjacent to the rear boundary and the design of the rear elevation of the refused scheme (LBM Ref.16/P1623). Although rear terrace areas are proposed these would be screened by planters. It is also proposed to undertake tree planting along the rear boundary to provide additional screening along the boundary with residential properties in Griffiths Road. Although concern has also been expressed regarding the potential loss of light to residential properties in Griffiths Road, the developer has commissioned a Daylight/Sunlight Report that concluded that daylight and sunlight levels to properties in Griffiths Road, 241 The Broadway and the Vicarage opposite the site are acceptable and satisfies Merton's policy on daylight and sunlight. The proposal is therefore considered to be acceptable in terms of policy DM D2.

7.6 Transport/Parking Issues

The application site currently has 28 off-street parking spaces. The proposed development would provide 8 parking spaces at basement level accessed via a car lift. The existing vehicular access would re-located slightly further north to facilitate safe access to the site. The London Plan encourages 1 parking space for 100-600m² of B1 office floor space and the development would provide 8 parking spaces, one of which would be a disabled space. Electric vehicle charging points would also be provided. The proposed level of parking is in line with the London plan and would result in a net loss of 20 spaces. 38 cycle parking spaces would also be provided exceeding the minimum requirements of the London Plan. Showers and change facilities would be provided at basement level to encourage cycling to work. The application site is also well served by public transport, with a PTAL rating of 6a. The Nation

Planning policy Framework encourages development in locations where sustainable transport measures are maximised. There is a bus stop close to the application site and the site is short walk to Wimbledon and South Wimbledon Stations. A travel Plan has also been submitted with the application. The proposal is therefore acceptable in terms of policies CS19 and CS20.

7.7 Provision of Basement

The proposals involve the formation of a basement beneath the full footprint of the building. The proposed basement comprises a reinforced concrete basement box with piled perimeter walls. It is seen as a standard construction for this location and it is considered that the structural and civil engineering proposals for the construction of the proposed development are unlikely to have an adverse impact upon neighbouring properties and the proposal complies with policy DM D2.

7.8 Flood Risk

The application site is located in Flood Zone 1 and so would have a 0.1% probability of flooding in any given year. A flood risk assessment has been undertaken and demonstrates that the site is at a low risk of flooding from all water sources. However, there is a low risk from ground and surface water flooding. It is therefore recommended that a condition regarding Sustainable Urban Drainage be imposed on any grant of planning permission. The proposal therefore accords with the aims of policy DM D2.

7.9 Sustainability

The Energy Assessment submitted with the application indicates that the proposed development will reduce total carbon emissions by 35.2% over Building Regulations and therefore exceeds the London Plan requirement to achieve a 35% carbon reduction target (beyond Part L of the Building Regulations Part L 2013) as set out in London plan Policy 5.2. In addition the proposals will achieve an 'outstanding' BREEAM performance rating for carbon reduction. A BREEAM pre-assessment of the development has been undertaken, which identified that the proposals achieve a 'Very Good' rating, as stated in the supporting BREEAM Preliminary Assessment Report, prepared by Eight Associates. The proposal is therefore considered to be acceptable in terms of policy CS15.

7.10 Planning Obligations

The proposed office accommodation will be required to be designated 'permit free'.

7.11 Local Financial Considerations

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

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

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

9. **CONCLUSION**

- 9.1 The design of the proposed office building is considered to be acceptable and the proposed development would not affect neighbour amenity. The proposal would provide new high quality office space in a town centre location with good public transport accessibility. Accordingly, it is recommended that planning permission be granted.

RECOMMENDATION

GRANT Planning Permission

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

1. The development being designated 'Permit Free',
2. The developer paying the Council's legal and professional costs in drafting, completing and monitoring the agreement (£500).

and subject to the following conditions:-

1. A.1 Commencement of Development (5 Years)
2. A.7 Approved Plans
3. B.1 (Approval of Facing Materials)
4. B.4 (Details of Site Surface Treatment)
5. C.6 (Refuse and Recycling – Details to be Submitted)
6. C.7 (Refuse and Recycling – Implementation)
7. C.10 (Balcony Screening – 1.7 metres in Height)
8. D.1 (Hours of Construction)
9. D.5 (Soundproofing of Plant and Machinery)
10. D.9 (No External Lighting)
11. H.4 (Provision of Parking)

12. H.1 (New Vehicular Access-Details)
13. H.2 (Vehicle Access to be Approved)
14. H.5 (Visibility Splays)
15. H.6 (Cycle Parking)
16. H.8 Travel Plan
17. H.9 (Construction Vehicles – Major Sites)
18. H.10 (Construction Vehicles-Major sites)
19. H.12 (Delivery and Servicing Plan to be Submitted)
20. H.13 Construction Logistics Plan)
21. L.7 (BREEAM Pre-Occupation New Build Non-Residential)
22. No development approved by this permission shall be commenced until a scheme for the provision of surface water drainage has been implemented in accordance with details that have been submitted to and approved in writing by the local planning authority. Before these details are submitted an assessment shall be carried out of the potential for disposing of surface water by means of a sustainable drainage system (SuDS) to ground, watercourse or sewer in accordance with drainage hierarchy contained within the London Plan Policy 5.13 and the advice contained within the National SuDS Standards. Where a sustainable drainage scheme is to be provided, the submitted details shall:
 - i. provide information about the design storm period and intensity, the method employed to delay (attenuation provision of no less than 15m³ of storage) and control the rate of surface water discharged from the site to no greater than 5l/s and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
 - ii. include a timetable for its implementation;
 - iii. include a CCTV survey of the existing surface water outfall and site wide drainage network to establish its condition is appropriate.

Reason: To ensure satisfactory means of surface water drainage, to reduce the risk of flooding and to comply with the following Development Plan policies for Merton: policy 5.13 of the London Plan 2011, policy CS16 of Merton's Core Planning Strategy 2011 and policy DM F2 of Merton's Sites and Policies Plan 2014.
23. '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 for condition: In order to comply with policy CS15 of the Adopted Merton Core Planning Strategy (July 2011).

- 24. INF8 (Construction Access)
- 25. INF9 (Works to the Public Highway)
- 26. INF12 (Works Affecting the Public Highway)

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

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