

## PLANNING APPLICATIONS COMMITTEE 26 SEPTEMBER 2019

<b><u>APPLICATION NO.</u></b>	<b><u>DATE VALID</u></b>
18/P1947	17/09/2018
<b>Address/Site:</b>	41 – 47 Wimbledon Hill Road, Wimbledon, SW19 7NA
<b>Ward</b>	Hillside
<b>Proposal:</b>	Redevelopment of site to provide a mixture of class A1 (Retail), A2 (Financial and Professional Services) and C1 use (Hotel) involving the partial demolition of the existing building (facades fronting Wimbledon hill road and Alwyne road to be retained) including erection of 5 storey rear extension and excavation of additional basement level.
<b>Drawing Nos:</b>	1618 – PL1/11E, 12E, 13D, 14E, 15E, 16D, 17E, 18B, 19C, 20C, 21B, 22B, 23B, 24B, 25B, 26C, 27C, 35 & 36
<b>Contact Officer:</b>	David Gardener (0208 545 3115)

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### **RECOMMENDATION**

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

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### **CHECKLIST INFORMATION**

- Heads of agreement: Permit free, financial contribution for short stay cycle parking
- 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: Consulted at pre-application stage
- Number of neighbours consulted: 121
- External consultations: Historic England

### **1. INTRODUCTION**

- 1.1 The application has been brought before the Planning Applications Committee due to the number of representations received as a result of public consultation.

### **2. SITE AND SURROUNDINGS**

- 2.1 The application site occupies a corner fronting both Wimbledon Hill Road and Alwyne Road. The site comprises a group of buildings fronting Wimbledon Hill Road, which are locally listed and commonly referred to as the Bank Buildings. The site is located within the Merton (Wimbledon Hill Road) Conservation Area. The sites Wimbledon Hill Road frontage is also within an Archaeological Priority Zone. The site has excellent Public Transport accessibility (PTAL – 6b) and is also located in a Controlled Parking Zone (Zone – W2).
- 2.2 Architecturally, the Bank Buildings are recognised as one of the most magnificent buildings in both the town centre and the Conservation Area. They are 3½ storeys high, and comprise a short terrace, which is designed in a highly ornate, and very richly detailed “Jacobean” classical style. It dates from 1885. The roof comprises a series of gables or half hips, where the ridges are oriented at right angles to Wimbledon Hill Road.
- 2.3 The bank buildings feature Class A1, A2 and D1 uses at ground floor level with Class B1 and D1 accommodation provided above. Nos. 45 and 47 feature modern single storey rear extensions, with an original two-storey building, formerly a coach house which is set back from Alwyne Road located behind. The immediate area comprises an eclectic mix of building styles and sizes. Examples of modern buildings include, Melbury House, a four-storey building, located opposite the site on Alwyne Road, and Central House, a part four/part five-storey office building, which abuts the rear of the site and also fronts Alwyne Road. Traditional three-storey Victorian terraces, comprising commercial uses at ground floor level and a mixture of office and residential uses above, are situated opposite the site on Wimbledon Hill Road. Residential properties are located further along Alwyne Road, Compton Road, and to the north of the site along Woodside.

### **3. CURRENT PROPOSAL**

- 3.1 Redevelopment of site to provide a mixture of class A1 (retail), A2 (financial and professional services) and C1 use (hotel) involving the partial demolition of the existing building (facades fronting Wimbledon Hill Road and Alwyne Road to be retained) including erection of 5 storey rear extension fronting Alwyne Road, and excavation of additional basement level.
- 3.2 The proposal would involve substantial demolition of the existing Bank Buildings with the retention of the existing facades fronting Wimbledon Hill Road and Alwyne Road. It should be noted that the application as originally submitted proposed to demolish more or less all of the internal walls. Plans have since been amended with the retention of significantly more of the buildings internal fabric. A new roof which would accommodate an additional floor would be erected over the Bank Buildings. This roof, which would be higher than existing and angled backwards, set back approx. 1.75m from the buildings Wimbledon Hill Road frontage. The new roof would also be glazed on its Wimbledon Hill Road frontage. The proposed 5 storey rear extension would be brick facing and feature a geometric shaped roof comprising a Rheinzink triangular tile, which would mirror the new roof to be constructed over the Bank

Buildings. The proposal would also include the restoration of the exterior of the Bank Buildings with new shop fronts proposed.

- 3.3 The proposed hotel, which comprises 76 rooms (this has been reduced from the 93 rooms originally proposed), would occupy the majority of the development. The hotel would occupy all floors apart from part of the ground floor which fronts Wimbledon Hill Road. The hotel would be accessed from Alwyne Road. Two commercial units (flexible A1/A2 use) would occupy the remainder of the ground floor with access from Wimbledon Hill Road. In total the proposal would result in the net loss of 379sqm of A1 use, 204sqm of A2 use, 221sqm of B1 use and 945sqm of D1 use, with a net gain of 3,897sqm of C1 (hotel) use.
- 3.4 The proposal would be car free with servicing taking place on street. Vehicles are expected to utilise either the existing loading bay on Compton Road, or 'dwell' on the single yellow lines running along the northern side of Alwyne Road. The site benefits from an existing Service access lane off Compton Road.

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

The following planning history is relevant:

##### 41 Wimbledon Hill Road

MER687/79 - Use of ground floor (rear) of forty-one as offices with access and escape from thirty-nine and forty-three and use rear yards forty-one and forty-three in connection with shops or offices. Granted, 15/11/1979.

MER478/82 - Alterations to premises including new front at ground floor level and rebuilding at rear in connection with use of premises as a bank. Granted, 05/08/1982.

03/P0594 - Change of use from offices to an education use (Class D1) (excluding shops on the ground floor and in the basement). Granted, 21/05/2003.

##### 43 Wimbledon Hill Road

99/P0314 - Proposed change of use of ground floor and basement from A1 (shops) to A2 (financial and professional services). Granted, 30/03/1999.

##### 45 Wimbledon Hill Road

No relevant planning history.

##### 47 Wimbledon Hill Road

02/P1696 - Change of use from retail (Class A1) to a restaurant/take-away (Class A3) with associated external alterations. Refused, 24/04/2003.

08/P0564 - Erection of a replacement shop front to ground floor retail unit. Granted, 21/05/2008.

41-47 Wimbledon Hill Road

09/P2346 - Refurbishment of existing building, demolition at part rear buildings, construction of new building at rear - 6 storey, use: retail, office, and 9 residential flats. Registered – There was a resolution to grant planning permission at Planning Applications Committee on 15<sup>th</sup> April 2010 subject to the signing of a S106 Agreement.

09/P2347 - Application for Conservation Area Consent for the refurbishment of existing building, demolition at part rear buildings, construction of new building at rear - 6 storey, use: retail, office, residential/9 flats. There was a resolution to grant planning permission at Planning Applications Committee on 15<sup>th</sup> April 2010 subject to the signing of a S106 Agreement.

14/P2241 - Demolition of rear building and construction of new building at rear - 6 storeys, change of use of first, second and third floors of existing bank building from language school/ office to create 23 residential flats (14 x 1 bed, 8 x 2 bed & 1 x 3 bed). Amalgamation of existing basement and ground floor commercial units (2 x class A1, 1 x class A2 & 1 x language school) to a single unit comprising either class A1, A2 or A3 use. Refused - 03/09/2014, for the following reasons:

- 1) The proposed development fails to provide a satisfactory standard of accommodation for future occupants, arising from a number of units failing to provide either adequate levels of natural daylight, outlook and/or amenity space. The proposal would therefore be contrary to policy DM D2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014).
- 2) The application has failed to provide any marketing evidence to demonstrate that community uses are no longer viable on the site, contrary to Policy DM C1 of the Adopted Sites and Policies Plan and Policies Maps (July 2014)
- 3) The proposed new building given its excessive height, prominent siting and unsympathetic design would relate poorly to the scale, height, and massing of surrounding buildings and would dominate and have a detrimental impact on the Bank Buildings, particularly when viewed from Alwyne Road, Wimbledon Hill Road and the wider conservation area contrary to policies DM D2 and DM D4 of the Adopted Sites and Policies Plan and Policies Maps (July 2014).

This application was also subsequently dismissed at appeal on 20/01/2015.

**5. POLICY CONTEXT**

- 5.1 Adopted Sites and Policies Plan and Policies Maps (July 2014): DM C1 (Community facilities), DM D1 (Urban design and the public realm), DM D2 (Design considerations in all developments), DM D3 (Alterations and

extensions to existing buildings), DM D4 (Managing heritage assets) DM R4 (Food and drink/leisure and entertainment uses), DM E1 (Employment areas in Merton), DM E4 (Local employment opportunities), DM EP2 (Reducing and Mitigating Noise), DM EP4 (Pollutants), DM R4 (Protection of shopping facilities within the designated shopping facilities), DM R5 (Food and drink/leisure and entertainment uses), DM R6 (Culture, arts and tourism development), DM T1 (Support for sustainable transport and active travel), DM T2 (Transport impacts of development), DM T3 (Car parking and servicing standards)

- 5.2 Adopted Core Strategy (July 2011):  
CS.6 (Wimbledon Town Centre), CS.7 (Centres), CS.12 (Economic development), CS.14 (Design), CS.15 (Climate Change), CS.18 (Active Transport), CS.19 (Public Transport), CS.20 (Parking, Servicing and Delivery)
- 5.3 London Plan (2016):  
4.5 (London's Visitor Infrastructure), 4.6 (Support for and enhancement of arts, culture, sport and entertainment), 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 2019
- 5.5 Merton's Draft Local Plan (2020)
- 5.6 Wimbledon Hill Road Character Assessment (July 2006)

## **6. CONSULTATION**

- 6.1 The application has been publicised by means of Conservation Area press and site notice procedure and individual letters to occupiers of neighbouring properties. In response 42 letters of objection have been received. The grounds of objection are as follows:
- Detrimental impact of proposed roof and rear extension on historic Bank Buildings and surrounding area/excessive demolition of existing building
  - Another hotel not needed in Wimbledon/Excessive number of rooms proposed/poor quality hotel likely given specification
  - Servicing and waste management requirements of hotel underestimated
  - Excessive pressure on parking/traffic and congestion during construction/lack of vehicular drop off facility/unrealistic to assume that the majority of hotel guests will use public transport/existing servicing data inaccurate as it shows significantly more trips than what is actually taking place
  - General everyday disturbance of hotel use on surrounding properties e.g. commercial and taxi traffic/ 24/7 opening hours of hotel
  - Impact on air quality
  - Amalgamation of smaller units into larger units

- Lack of justification for proposed changes of use
  - Excessive height, scale and bulk/overdevelopment of site
  - Soil and drainage impact due to the double basement/increase in flooding/impact on utilities
  - Increase rubbish in local area
  - Police concerns including potential increase in crime and antisocial behavior/bomb impact
  - Alwyne Road is unsuitable for a busy hotel entrance
  - Highway safety
  - Inadequate consultation
  - Poor history of management
  - Loss of privacy/overlooking
- 6.2 One letter of support was received due to the development potentially enhancing the local commercial offering / civic amenity whilst preserving the fabric of an important local landmark.
- 6.3 Design and Review Panel (Pre-application - January 2017)
- 6.31 The Panel noted that a lot of work had already gone into developing the design concept, and that this elaborate locally listed building was in need of some improvement. The Panel felt that the basics of scale, height, massing and form had been got right. The applicant's approach centred around the three elements of the new shop-fronts, new roof form, and new elevation to Alwyne Road. The Panel felt that they were getting mixed messages about the design rationale for each of these elements, which did not quite fit together well.
- 6.32 The Panel were clear in that they felt this substantial building needed to be well grounded – having a degree of solidity at ground floor. Whilst they welcomed the improvements to the shop-fronts, they felt that the balance was not yet right between glazing and the solid elements of the shop-front partitions – the building appeared to floating. This seemed a bit incongruous in relation to what was above, though it was acknowledged that there may be scope for some expression of this style at the corner of the building.
- 6.33 Regarding the shop-fronts, it was recommended that the original features, such as the elaborate pilasters, should be retained, and historical photos be used to inform a modern interpretation for the shop-fronts. This sunny side of the street would benefit from traditional awnings to the shop-fronts. Regarding the roof extension, the Panel noted the given reasons for removing part of the original roof, but felt that the new roof form needed to work well from street level. The concept was clear in elevation, but from street level, the combination of old and new roof forms – notably the front profile detail of the new roof – appeared disjointed. It was suggested that it might be better to fill the gaps between the pitches, rather than oversail them with the proposed 'floating' roof – even if this mean adding more height for another storey.
- 6.34 The Panel felt that it was appropriate to use red brick for the Alwyne Road elevation, and that it should be less expressive than the existing building, but it was felt that the rhythm was not quite right and there was no sense of its quality

at the moment. The new brickwork and glazing clearly needed to relate to the charm of the existing building. It was felt that the hotel entrance needed to be subtle in advertising its presence, as it would not be appropriate for large signs to be attached to the building.

- 6.35 Regarding detailing, the Panel were concerned how the new roof plane would fit with the existing roof plane. It was questioned why the front elevation of the new roof was not parallel with the front elevation of the building. It was felt that considerably more work was needed in developing a successful roof design based on the submitted proposals. This was not clear from the images, but was very important to get right. The existing building had strong vertical elements, and it was felt that this was not being picked up well as it should in the proposals.
- 6.36 The Panel suggested that perhaps a more imaginative approach should be taken with the roof and that some terraces or open space were provided with the hotel rooms or as a communal facility (eg. Alexandra PH). It was also questioned whether a double basement would be viable and whether it would be considered by the council to endanger the locally listed building. It was also noted that the outlook from the internal courtyard would not be particularly pleasant.
- 6.37 Overall the Panel were impressed by the general concept and open-minded, creative approach to the design, but it was clear that considerably more work was needed to address a whole range of issues before the concept became a workable design.

VERDICT: **AMBER**

6.38 Design and Review Panel (Pre-application - September 2017)

The Panel noted that the applicant had taken on board the Panel's previous comments regarding making something special of the top of the building. In general the Panel welcomed this and were positive regarding the architectural approach. They were less sure about the visual impact and requested a CGI 'from the top deck of the 93 bus coming down Wimbledon Hill'.

- 6.39 They were also concerned about the detail of the interface of the new build with the historic building and felt this needed further work and refinement. On the frontage this was how the rooms were arranged in relation to windows and floor levels at the transition floor between the old and new. The Panel were concerned the floor levels would relate poorly to the front windows and that clear and accurate sectional drawings were required to demonstrate the proposed arrangement.
- 6.391 The Panel felt that on the frontage the applicant was trying to squeeze in one too many hotel rooms. From the drawings and images supplied, the Panel were concerned that the hotel room images showed rooms that were larger than most of those shown on the proposed plans. The Panel remained concerned about the quality of light and privacy in the hotel rooms at the lower

levels. This needed to be demonstrated to be acceptable to the planning authority although the Panel noted that the hotel provider seemed happy with the proposal. Privacy was also a concern from the pavement on Alwyne Road.

- 6.392 As the proposal was for a very complex roof form merging with a highly detailed historic building, the Panel strongly recommended that the applicant take the time to produce a good quality model at an appropriately detailed scale. More detailed CGI images were also required that showed more of the local context. The Panel were of the view that there was an excellent concept at the top level, but that how it is realised is not yet fully resolved.
- 6.393 The quality of the concept needed to be evident throughout the building all the way to the basement. Currently there was an amazing top with a cheap and nasty hotel underneath. Other examples of how to do hotels in historic buildings were required to aid and inform the successful conversion of this building. Otherwise it was simply standardised plans behind a beautiful façade.
- 6.394 The Panel complemented the applicant on the effort taken to restore the shop-front level of the façade, but noted that it was only the façade of the locally listed building that was intended to remain. The Panel were also concerned about the somewhat mean entrance to the hotel. They suggested exploring the possibility of having the entrance through a new retail unit. They also recommended the top floor restaurant be open to the public.

VERDICT: **AMBER**

6.4 Design and Conservation Officer

6.41 No objections subject to appropriate conditions.

6.51 Future Merton - Transport Planning

6.51 The proposal is unlikely to have a significant impact on the surrounding highway network. As such, no objection is raised subject to financial contribution for short stay cycle provision in local area and conditions relating to the submission of a Demolition/Construction Logistic Plan (including a Construction Management plan in accordance with TfL guidance) prior to commencement of work.

6.6 Historic England

6.61 Historic England were asked to consider the Bank Buildings for listing following submission of the application. It was however considered that following assessment of its historical and architectural interest that the criteria for listing had not been fulfilled. The building is, however, of clear local interest as a distinctive element of the conservation area and as an example of the spread of suburban bank branches in London in the late-C19. This is recognised by the prominence it is given within the conservation area Character Appraisal and by its local listing.

## 6.7 Future Merton - Flood Risk Officer

- 6.71 An outline CMS and ground investigation have been submitted. Groundwater was found within the boreholes/trial pits at a shallow depth of 0.4m. Therefore, due to the proposed basement depth and groundwater levels, it is expected that ingress of groundwater will be expected into the basement excavation during construction.
- 6.72 The drainage states that the existing site uses a combined system and discharges surface water to the foul network. We would require a separate system and this is proposed, with a new connection into the surface water sewer in Alwyne Rd.
- 6.73 The proposed drainage design will restricts the discharge rate to the existing 1 in 1 year rate of 10.91l/s for the 1 in 30 year event. For this an attenuation volume of 7.4m<sup>3</sup> is required. For the 1 in 100 year climate change event, an attenuation volume of 9.1m<sup>3</sup>. It is proposed to contain exceedance events within the lightwell.
- 6.74 We would advise that the applicant should consider the use of other methods for SuDS such as blue or green roofs and attenuation storage within oversized/buried downpipes in the fabric of the building. This could then contain flows above the 1 in 30 year event.

## 6.8 Structural Engineer

- 6.81 The submitted Construction Method Statement (CMS), Ground Investigation Report, Ground Movement Analysis and the Structural Survey demonstrate that the proposed development can be built safely without adversely affecting the surrounding natural and built environment. However, due to the close proximity of the excavation works/temporary works in relation to the highway and the depth of excavation (6.6m), we would require additional information to be submitted prior to commencement of works.

## 6.9 Metropolitan Police – Secured by Design

- 6.91 Have raised concerns regarding potential for crime and antisocial behavior activity.

## 7. **PLANNING CONSIDERATIONS**

The main planning considerations concern the design and appearance of the five-storey extension fronting Alwyne Road and the roof extension when viewed from Wimbledon Hill Road, the proposals impact on the character and appearance of the locally listed building and Merton (Wimbledon Hill Road) Conservation Area, principle of land uses, and the effect of the development upon neighbouring amenity, flood risk, sustainability and traffic/parking.

### 7.1 **Principle of Development**

- 7.11 There is strong policy support for a hotel use in this location given it is in Wimbledon Town Centre, has excellent public transport links (PTAL 6b), and has good public transport services to central London due to its close proximity to Wimbledon train station. The Adopted Sites and Policies Plan and Policies Maps (July 2014) policy DM R6 supports all proposals for culture and tourism development which are likely to generate a large number of visits in either Merton's Town Centres or other areas of the borough which have a PTAL rating of 4 or above. This policy states that Merton's retail study highlights that the borough needs a range of tourist accommodation and facilities to cater for the leisure tourism and business visitors and to make Merton's tourism and culture sector more viable and sustainable all year round. Research has emphasised that there is a need for high quality hotels with catering facilities with good public transport services to central London. Policy 4.5 (London's visitor infrastructure) of the London Plan (March 2016) also states that the Mayor will seek to achieve 40,000 net additional hotel bedrooms by 2036.
- 7.12 With regards to Merton's Core Planning Strategy, Policy CS6 encourages development that attracts visitors to the area all year round including high quality hotels and promotes a balanced evening economy through a mix of uses. It is considered that the proposed development would broadly comply with this policy given it would be predominantly a hotel but would also provide two new and refurbished commercial units (Use Class A1 and A2) at ground floor. Policy CS7 also encourages developments that attract visitors to the area all year round including high quality hotels whilst policy CS12 supports development of a diverse local economic base by encouraging the increased provision of the overall number and range of jobs in Merton. It should be noted that the proposal would enhance the job offer at the application site with a total of approx. 31 full time positions being created. Given the application site is also located in a secondary shopping frontage it is considered that the mix of A1 or A2 uses is also acceptable.
- 7.13 At present there is approximately 653sqm of Class A1 (Retail) space (basement and ground floor level at Nos. 41 & 47), 204sqm of Class A2 (Financial and Professional Services) space (basement & ground floor level at No.43), 221sq.m of Class B1 (Office) space at No.47 at first, second and third floor levels, and 945sqm of College Space at basement to third floor levels at Nos. 41 – 45.
- 7.14 The proposal would result in the loss of all existing B1 and D1 uses on the site. With regards to the loss of the Class B1 office use, policy E2 (Offices in town centres) states that the council will only support a change of use from office use on the upper floors of buildings in town centres where there it can be demonstrated to the council's satisfaction that there is no demand for the office use. It should be noted that no marketing evidence has been submitted however it is considered that given the proposed use is a hotel, which would also provide jobs combined with the fact that the office could potentially be converted into residential use through the prior approval process the loss of the office use would not be resisted in this instance.

7.15 The current D1 use is a language school and considered to be a 'community facility' which means policy DM C1 applies. This policy requires applications proposing a loss of community facilities will have to show that full and proper marketing has been undertaken (a minimum of 30 months) to demonstrate that community uses (Class D1 use) are no longer viable on the site. No marketing has been submitted with the application and as such this policy has not been complied with. However, it should be noted that there are a number of language schools in the vicinity of the application site whilst changes to permitted development have indicated a direction of travel towards the more flexible use of buildings with a presumption in favour of sustainable development, particularly in town centre locations. It should also be noted that the inspector in dismissing the appeal for the previous application (LBM Ref: 14/P2241) did not object to the loss of the Class D1 language school. Overall, it is considered that the proposed uses are acceptable.

## **7.2 Visual Amenity, Design and Impact on Merton (Wimbledon Hill Road) Conservation Area**

7.21 In terms of local planning policy, 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.

7.22 Within the site itself, are the Bank Buildings fronting Wimbledon Hill Road (Nos. 41 – 47). The Bank Buildings are locally listed, and are identified within the Wimbledon Hill Road for being a magnificent example of "Jacobean" classical style architecture front Wimbledon Hill Road. They are 3½ storeys high, with roofs featuring a series of gables or half hips, where the ridges are oriented at right angles to Wimbledon Hill Road.

7.23 In direct contrast, the immediate area also features a number of modern office buildings. Central House, which abuts the application sites rear boundary, and Melbury House, which is located on the other side of Alwyne Road at the junction with Wimbledon Hill Road. Central House is a part four/ part five-storey office building with a grey clad façade fronting Alwyne Road, and is of no particular architectural merit. Melbury House is a large modern four-storey red brick office building, which despite being sited in a prominent location has been identified in the Wimbledon Hill Road Character Appraisal for making 'a positive response to views from the upper part of Wimbledon Hill, as one moves down the hill towards the town centre.'

7.24 The proposed 5-storey extension would be located between Central House, and the rear of the Bank Buildings, fronting Alwyne Road. The extension would be brick facing and feature a geometric shaped roof comprising a Rheinzink triangular tile, which would connect to the new roof to be constructed over the Bank Buildings. The roofs Wimbledon Hill Road elevation would incorporate a glazed element. This is considered a high quality design solution which respects the Locally Listed building through its use of similar facing materials on its

elevations and windows with vertical proportions which relate to the windows of the Locally Listed Building, albeit with a more contemporary twist. The proposed extension is considered to be architecturally rich, and vastly improves views from in and around this part of Alwyne Road, which would benefit most from the proposal. Although, the roof form proposed for the extension and replacement roof over the existing building would have a complex shape and have a highly contemporary appearance, and as such would contrast from the traditional design of the existing building, it is considered that this is acceptable in this instance. The roof, although taller than existing, is set back from the building's Wimbledon Hill Road frontage, whilst its shape and form respects the existing building. It should be noted that the facing elevation to Wimbledon Hill Road would not be flat in its appearance and the 'staggered' sections of zinc and glazing which would also allow unobstructed views over rooftops from the top floor of the building would provide visual interest.

- 7.25 A previous proposal was refused by the Local Planning Authority and subsequently by the Planning Inspector (LBM Ref: 14/P2241) in part because of the excessive height, prominent siting and unsympathetic design of the rear extension which would relate poorly to the scale, height, and massing of surrounding buildings and would dominate and have a detrimental impact on the Bank Buildings, particularly when viewed from Alwyne Road, Wimbledon Hill Road and the wider Conservation Area. It should be noted that the previous proposal was a different design and was significantly taller than the current application.
- 7.26 The current development has been subject to significant scrutiny from both the Design and Review Panel and Council Officers given the sensitivity of the site and surrounding area. The application was reviewed twice by the Design and Review Panel at pre-application stage, both times receiving an Amber verdict. The Panel were generally supportive of the architectural approach. Concerns were raised regarding the detail of the interface of the new build with the historic building and felt that this needed further work and refinement. The Panel were also concerned the floor levels would relate poorly to the front windows and that on the frontage the applicant was trying to squeeze one too many hotel rooms. It is considered that the applicant has addressed the concerns raised by the Panel with the floor plates adjusted so that they are not visible through Windows on the Bank Building's Alwyne Road elevations, the number of hotel rooms have also been reduced, with larger rooms proposed in the Bank Buildings. A distinctive glazing strip has also been introduced between the extension and Bank Buildings creating an acceptable interface between the two elements. A condition will however be attached requiring drawings which clarify exactly how this works.
- 7.27 The existing shop-fronts will be replaced and the Design and Review Panel complemented the applicant on the effort taken to restore the shop-front level of the façade. The existing shopfronts are not original but the pilasters remain and the proposed shopfronts will feature a high quality bronze finished aluminium framing and fully glazed doors with curved glass recessed entrances and plinths . The unsympathetic modern rendered corner shopfront at No.47 Wimbledon Hill Road which has a significant negative impact on the overall

appearance of the Bank Buildings would be rebuilt in the style of Nos. 41 – 45. A condition will be attached requiring 1:20 scale drawing of the proposed shopfronts to ensure the detailing is of a high standard. To ensure that consistent and high quality advertising signage is displayed on the Bank Buildings, a condition will also be attached requiring the submission of a design code which future advertising signage applications would have to adhere to.

- 7.28 Overall, the proposal would result in new additions to a historic building in Wimbledon Town Centre. Officers conclude that the proposed rear and roof extension would be acceptable additions and would not result in a harmful impact on the setting of either the locally listed building or the Conservation Area. The important façade of the building would be enhanced, including new shop fronts more appropriate than the existing. National Policy, London Plan Policy and Local Policy encourage good design and the proposal is considered to deliver on this aspect. The proposal is therefore considered to be visually acceptable to the site and surroundings and complies with policy in this regard.

### 7.3 **Neighbouring Amenity**

- 7.41 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.

- 7.42 It is considered that there would only be a minimal impact on nearby residential properties. Commercial properties abut all sides of the application site, with Central House, a five-storey office building screening views of the extension from along Alwyne Road. The extension would be visible from properties located along Woodside, which have rear gardens that back onto Alwyne Road and flats located on the upper floors of 1 Compton Road, which is located to the east of the site. Melbury House, which is sited northwest on the other side of Alwyne Road, would more or less screen views of the proposal from properties along Wimbledon Hill Road. Although, the top of the extension would be visible from the upper floors of residential units on Wimbledon Hill Road given it extends over a significant section of the existing roof of the Bank Buildings. However, this element is set well back from the front elevation of the Bank Buildings and as such its impact is considered to be acceptable. It is considered that the building would not be visually intrusive or overbearing when viewed from properties on Woodside given it would only be visible from an oblique angle. Whilst only being marginally taller than Central House the extension sits north of the flats at 1 Compton Road, which already directly face the rear elevation of Central House so it is considered that the impact on these flats would be acceptable.

### 7.5 **Basement Construction and Flood Risk**

- 7.51 In addition to extending the existing basement level, the development would involve the excavation of an additional basement level so that the development

would feature a total of two basement levels encompassing the footprint of the application site. Exception to this is it being set in from the northwest corner at 1<sup>st</sup> basement level, and then set fully back from Wimbledon Hill Road at 2<sup>nd</sup> basement level. The development would retain the existing front and side façades fronting Wimbledon Hill Road and Alwyne Road. Following submission of the application, the applicant has since agreed to the retention of additional internal walls of the building.

- 7.52 The applicant has submitted a Construction Method Statement (CMS), Ground Investigation Report, Ground Movement Analysis and the Structural Survey. The Council's Structural and Flood Engineers have assessed the submitted details and are satisfied with the submitted information so far. The CMS demonstrates that the proposed development can be built safely without adversely affecting the surrounding natural and built environment. However, due to the close proximity of the excavation works/temporary works in relation to the highway and the depth of excavation (6.6m), it is recommended that additional information to be submitted. This can be dealt with through appropriate planning conditions.
- 7.53 Groundwater was found within the boreholes/trial pits at a shallow depth of 0.4m. Therefore, due to the proposed basement depth and groundwater levels, it is expected that ingress of groundwater will be expected into the basement excavation during construction. In terms of drainage, the existing site uses a combined system and discharges surface water to the foul network. The Council would require a separate system and this is proposed, with a new connection into the surface water sewer in Alwyne Rd. The proposed drainage design will restricts the discharge rate to the existing 1 in 1 year rate of 10.91l/s for the 1 in 30 year event. For this an attenuation volume of 7.4m<sup>3</sup> is required. For the 1 in 100 year climate change event, an attenuation volume of 9.1m<sup>3</sup>. It is proposed to contain exceedance events within the lightwell. It is advised that the applicant should consider the use of other methods for SuDS such as blue or green roofs and attenuation storage within oversized/buried downpipes in the fabric of the building. This could then contain flows above the 1 in 30 year event. Appropriate conditions are also recommended regarding flood prevention. Overall, it is considered that the proposal would accord with policies DM D2 and DM F2 of the Adopted Sites and Policies Plan and Policies Maps (July 2014).

## **7.7 Parking and Traffic Issues**

- 7.71 It is important to note that paragraph 109 of the NPPF 2019 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Policy 6.1 of the London Plan (2016) 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. Policy 6.13 states that in locations with high public transport accessibility, car free developments should be promoted

- 7.72 The applicant has submitted a Transport Statement and Travel Plan with the application demonstrating that the transport impacts associated with the proposals can be accommodated within the surrounding transport network. No.41 – 47 Wimbledon Hill Road is well connected and has excellent public transport links (PTAL rating of 6b). The site is served by rail services from Wimbledon station and a number of bus services run along Wimbledon Hill Road. The proposal does not include any car parking, including disabled car parking, for employees or customers; however this is considered acceptable given the sites highly accessible location in this instance. A controlled parking zone also operates across the surrounding road network with Compton Road, Alwyne Road and Worcester Road all subject to Controlled Parking Zone restrictions between 08:30 and 18:00, from Monday to Saturday. The majority of spaces are for residents only with the bays which are shared between residents and visitors subject to a maximum duration of stay of 2 hours. Given these restrictions it is considered that car parking demand would be primarily accommodated in nearby public car parks. The applicant would also be required to enter into a S106 agreement requiring that the site is permit free restricting any employees or staff from applying for a business parking permit. It is considered that although Taxi drop offs will not be accommodated on site, this would not cause significant concern in this instance given this can be accommodated in the surrounding road network.
- 7.73 All delivery and servicing will take place on-street, due to the lack of available space on-site. Vehicles are expected to utilise either the existing loading bay on Compton Road, near the alleyway leading to the back entrance to the site, or 'dwell' on the single yellow lines running along the northern side of the Alleyway. The applicant has also proposed a booking system that will distribute servicing vehicles throughout the day. Deliveries will also be programmed to avoid the peak travel periods and arrival and departure of pupils at nearby schools. The proposed delivery times, which would be secured by a planning condition, would not take place between 8am and 9am or between 2:45pm and 4pm Monday to Friday. It is considered that given the sites highly urban location that any traffic impact from service vehicles would be very limited in this instance. The Council's Transport Planner has assessed the proposal and has raised no objections.
- 7.74 It is considered that the 19 long stay cycle spaces is acceptable and would comply with London Plan and local planning policies. Given the constraints of the site the proposal would not provide any short stay cycle spaces (7 short stay cycle spaces required). As such, the applicant will be required to provide a financial contribution of £1200 for short stay cycle provision in the local area secured via S106 Agreement. Overall, it is considered that the proposed scheme would comply with all relevant planning policies at National, regional and local level and would not have an unacceptable impact on the surrounding road network.

## **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 No.41 – 47 Wimbledon Hill Road 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 Hotel/mixed use development. It is considered that the proposal will respect its context in terms of its height, scale and massing and would be a high quality design, which responds well to its context. It is also considered that the proposal would not have an unacceptable impact on the amenity of occupiers of surrounding residential properties or the surrounding transport network given its sustainable location. Overall, the proposal includes significant benefits to the existing building and the town centre of Wimbledon.

## **RECOMMENDATION**

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

- 1) Permit free
- 2) Financial contribution of £1200 towards short stay cycle facilities
- 3) Paying the Council's legal and professional costs in drafting, completing and monitoring the legal agreement.

**And subject to the following conditions:**

- 1) The development to which this permission relates shall be commenced not later than the expiration of 3 years from the date of this permission.

Reason: For the avoidance of doubt and in the interests of proper planning

- 2) The development hereby permitted shall be carried out in accordance with the following approved plans: 1618 – PL1/11E, 12E, 13D, 14E, 15E, 16D, 17E, 18B, 19C, 20C, 21B, 22B, 23B, 24B, 25B, 26C, 27C, 35 & 36

Reason: For the avoidance of doubt and in the interests of proper planning

- 3) No development shall take place beyond damp course proof level until details of particulars and samples of the materials to be used on all external faces of the development hereby permitted, including window frames and doors (notwithstanding any materials specified in the application form and/or the approved drawings), have been submitted to the Local Planning Authority for approval. No works which are the subject of this condition shall be carried out

until the details are approved, and the development shall be carried out in full accordance with the approved details.

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 2016, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D2 and D3 of Merton's Sites and Policies Plan 2014.

- 4) No development above damp course proof level 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 standard of development in accordance with the following Development Plan policies for Merton: policies 7.5 and 7.6 of the London Plan 2016, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D1 and D2 of Merton's Sites and Policies Plan 2014.

- 5) No development above damp course proof level until detailed drawings at 1:20 scale showing glazing strip interface between existing building and proposed extension on Alwyne Road have been submitted and approved by the Local Planning Authority. Only the approved details shall be used in the development hereby permitted.

Reason: To ensure a satisfactory standard of development in accordance with the following Development Plan policies for Merton: policies 7.5 and 7.6 of the London Plan 2016, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D1 and D2 of Merton's Sites and Policies Plan 2014.

- 6) No development shall take place beyond damp proof course level until details of the surfacing of all those parts of the site not covered by buildings, including any parking, service areas or roads, footpaths, hard and soft have been submitted in writing for approval by the Local Planning Authority. No works that are the subject of this condition shall be carried out until the details are approved, and the development shall not be occupied / the use of the development hereby approved shall not commence until the details have been approved and works to which this condition relates have been carried out in accordance with the approved details.

Reason: To ensure a satisfactory standard of development in accordance with the following Development Plan policies for Merton: policies 7.5 and 7.6 of the London Plan 2016, policy CS14 of Merton's Core Planning Strategy 2011 and policies DM D1 and D2 of Merton's Sites and Policies Plan 2014.

- 7) Any external lighting shall be positioned and angled to prevent any light spillage or glare beyond the site boundary.

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: policies DM D2 and DM EP 4 of Merton's Sites and Policies Plan 2014

- 8) The development hereby approved shall not be occupied until the refuse and recycling storage facilities shown on the approved plans have been fully implemented and made available for use. These facilities shall thereafter be retained for use at all times.

Reason: To ensure the provision of satisfactory facilities for the storage of refuse and recycling material and to comply with the following Development Plan policies for Merton: policy 5.17 of the London Plan 2016, policy CS17 of Merton's Core Planning Strategy 2011 and policy DM D2 of Merton's Sites and Policies Plan 2014.

- 9) No demolition or construction work or ancillary activities such as deliveries shall take place before 8am or after 6pm Mondays - Fridays inclusive, before 8am or after 1pm on Saturdays or at any time on Sundays or Bank Holidays.

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 policy DM EP2 of Merton's Sites and Policies Plan 2014.

- 10) H7 (Cycle Parking to be Implemented)

- 11) The development shall not commence until details of the provision to accommodate all site workers', visitors' and construction vehicles and loading /unloading arrangements during the construction process have been submitted to and approved in writing by the Local Planning Authority. The approved details must be implemented and complied with for the duration of the construction process.

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.

- 12) No occupation of the development shall be permitted until a Travel Plan is submitted to and approved in writing by the Local Planning Authority. The Plan shall follow the current 'Travel Plan Development Control Guidance' issued by TfL and shall include:

- (i) Targets for sustainable travel arrangements;
- (ii) Effective measures for the on-going monitoring of the Plan;
- (iii) A commitment to delivering the Plan objectives for a period of at least 5 years from the first occupation of the development;
- (iv) Effective mechanisms to achieve the objectives of the Plan by both present and future occupiers of the development.

The development shall be implemented only on accordance with the approved Travel Plan.

Reason: To promote sustainable travel measures and comply with the following Development Plan policies for Merton: policy 6.3 of the London Plan 2016, policies CS18, CS19 and CS20 of Merton's Core Planning Strategy 2011 and policy DM T2 of Merton's Sites and Policies Plan 2014.

- 13) No occupation of the development shall be permitted until a Delivery and Servicing Plan (the Plan) has been submitted in writing for approval to the Local Planning Authority. No occupation of the development shall be permitted until the Plan is approved in writing by the Local Planning Authority and implemented in accordance with the approved plan. 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 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 2016, 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) 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) at the agreed runoff rate (no more than 10.91l/s with no less than 7.4m<sup>3</sup> attenuation provision), 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.

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

- 15) Prior to the commencement of development, the applicant shall submit a detailed construction method statement (CMS) produced by the respective contractor/s responsible for building the approved works to the approval of the Local Planning Authority. The construction method statement shall also detail how flood risk and drainage will be managed during construction and how the risk to pollution of the water environment will be mitigated.

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

- 16) Noise levels, (expressed as the equivalent continuous sound level) LAeq (10 minutes), from any new plant/machinery from the commercial use shall not exceed LA90-10dB at the boundary with any residential property.

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 2016 and policies DM D2, DM D3, DM EP2 and DM EP4 of Merton's Sites and Policies Plan 2014

- 17) No cooking odour shall be detectable at any residential property outside the development. Details shall be submitted and approved by the LPA prior to use.

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: policies DM D2 and DM EP4 of Merton's Sites and Policies Plan 2014

- 18) All deliveries, loading, unloading or other servicing activities shall take place between the hours of 0700 and 2300 Monday to Sunday and on public holidays.

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 DM D2 of Merton's Sites and Policies Plan 2014

- 19) No development approved by this permission shall be commenced until a final scheme to reduce the potential impact of groundwater ingress both to and from the proposed development, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall address the risks both during and post construction. Should dewatering be required during construction, the detailed Construction Method Statement will need to address the measures to minimise silt dispersal and pollutants detail where waters will be discharged to.

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

- 20) No works will commence on site until the below documents have been submitted and approved by the Local Planning Authority.

- Detailed Demolition Method Statement submitted by the Contractor responsible for the demolition of the existing property.
- Detailed design calculations, structural drawings and erection sequence drawings of the façade retention system submitted by the respective Consultant/Contractor responsible for the design/installation works.

- Design calculations, drawings, propping and de-propping sequence of the temporary works supporting the highway and adjoining properties required to facilitate demolition and excavation.
- Detailed Construction Method Statement and the construction/excavation sequence produced by the respective Contractors responsible for the underpinning, piling, excavation and construction of the permanent retaining wall. This shall be reviewed and agreed by the Structural Engineer designing the basement.
- Detailed Construction/Excavation sequence Method Statement produced by the respective Contractors responsible for the underpinning, piling, excavation and construction of the permanent retaining wall. This shall be reviewed and agreed by the Structural Engineer designing the basement.
- Design calculation and drawings (plan and sections) of the One Storey RC Underpinning, Two Storey RC Underpinning, RC Contiguous Piles Wall and the permanent lining wall if any. The design has to be undertaken in accordance with Eurocodes. We would recommend using full height hydrostatic pressure and at-rest soil pressures for the design of all retaining walls and a highway loading surcharge of 10 KN/m<sup>2</sup> where applicable. Photograph 08 of the Structural Survey report shows a diagonal crack at the inner face of basement retaining wall at No. 47 Wimbledon Hill Road. This could be due to the reason that the resistance offered by this retaining wall is less than the applied lateral pressures. The designer has to take into account the strengthening of the existing basement walls as part of the scope of the design works.
- The GI Report and CMS have assumed the foundation depths of Nos 37 to 39 Wimbledon Hill Road to be the same as those of No 41 to 47 Wimbledon Hill Road, at 2.80 m below ground level. Foundation depths of the other sensitive structures identified are assumed to be 0.5 m below ground level. This has to be verified before undertaking any design works.
- Movement monitoring report produced by specialist surveyors appointed to install monitoring gauges to detect any movement of the highway/neighbouring properties from start to completion of the project works. The report should include the proposed locations of the horizontal and vertical movement monitoring, frequency of monitoring, trigger levels, and the contingency measures for different trigger alarms.

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

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