

**PLANNING APPLICATIONS COMMITTEE
26 MARCH 2015**

<u>UPRN</u>	<u>APPLICATION NO.</u>	<u>Item No:</u> <u>DATE VALID</u>
	14/P3300	22/09/2014
Address/Site	Sterling House, 42 Worples Road, Wimbledon, SW19 4EQ	
(Ward)	Hillside	
Proposal:	Extension of existing second floor and installation of third floor roof extension to provide additional office (B1) floor space	
Drawing No's	Site Plan, SH P201, SH P202, SH P203, SH P204, SH P205, SH P206, SH P207, SH P208, SH P209, SH P210, SH P211, SH P212, SH P213, SH P214, SH P215, SH P216, SH P217, and Car Park Plan	
Contact Officer:	Sabah Halli (0208 545 3297)	

RECOMMENDATION

Grant Planning Permission subject to conditions and a S106 Heads of Terms

CHECKLIST INFORMATION

- Heads of Agreement: Business 'parking permit free'
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Statement been submitted: No
- Press notice: No
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 27

- External consultations: No
- Controlled Parking Zone: Yes (W6)

1. **INTRODUCTION**

- 1.1 This application is being brought to the Planning Applications Committee (PAC) for determination following its deferral at the November 2014 PAC due to a request by members for a daylight/sunlight report in respect of the adjoining properties, for clarification on the properties consulted on the application, and due to the number of objections received.
- 1.2 The applicant has submitted a daylight/sunlight report (discussed further in report) and properties have been consulted on this.
- 1.3 Officers have also consulted other properties which appeared to have been omitted in error during the initial consultation process.

2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises a two storey office building with additional office space within a 2nd floor mansard roof served by a number of dormers, prominently located at the junction of Worple Road and Courthope Villas. A staff car park with sufficient space for 15 vehicles, accessed from Courthope Villas, sits to the rear of the building. The neighbouring properties adjoining the site to the east on Worple Road are substantial 2-storey detached period houses. Around the corner in Courthope Villas, beyond the staff car park, are two storey linked semi-detached traditional houses.
- 2.2 The site is located approximately 80m outside of the Wimbledon Town Centre boundary as defined on the Council's Policies Map.
- 2.3 The site is located within a Controlled Parking Zone.
- 2.4 The site is not located within a Conservation Area and there are no trees on the site.

3.0 **CURRENT PROPOSAL**

- 3.1 It is proposed to increase the office floorspace of the existing building by adding an additional 3rd floor as well as expanding the floorspace at the current 2nd floor level. The existing second floor mansard roof form would be replaced with an additional full floor with a brickwork exterior echoing the ground and first floor window pattern, and a new mansard roof at third floor level.

- 3.2 The building is owned and occupied by Peldon Rose, an interior design practice, who wish to extend their existing building to facilitate growth whilst remaining within Wimbledon. The proposal will provide an additional 24 square metres at 2nd floor and 147 square metres at fourth floor.
- 3.3 Materials proposed are facing brickwork to match the existing, timber sash windows to match the existing, and zinc for the mansard roof.

4. **PLANNING HISTORY**

- 4.1 03/P2579 - DISPLAY OF ONE ILLUMINATED SIGN TO WORPLE ROAD AND ONE NON - ILLUMINATED SIGN TO COURTHOPE VILLAS – Consent granted
- 4.2 01/P1214 - DISPLAY OF 1 HALO LIT ILLUMINATED SIGN FRONTING COURTHOPE VILLAS AND 1 NON ILLUMINATED SIGN FRONTING WORPLE ROAD – Consent granted.
- 4.3 93/P1112 - DISPLAY OF AN INTERNALLY ILLUMINATED ROUND LOGO SIGN MEASURING 1.83 METRES DIAMETER AND ERECTED 7.5 METRES ABOVE GROUND LEVEL ON COURTHOPE VILLAS FRONTAGE – Consent granted

5. **CONSULTATION**

- 5.1 The application has been advertised by site notice and letters of notification to the occupiers of neighbouring properties on the 25th September 2014 and the 29th January 2015.

Following the initial consultation 12 representations were received:

- The site is located in an otherwise wholly residential area outside the Wimbledon town centre boundary, office expansion should be within the town centre, office should re-locate, building more suitable as residential
- Building is already the ‘odd one out’ and an eyesore, makes town centre appear to start and finish before and after it actually does and this will exacerbate this issue, disrupts lines of sight, contrary to policy – tall buildings should be within town centre
- The scale and proportion of the extension do not respect the local context and would lead to the loss of the distinctive suburban residential character of the area, Courthope Villas would lose its traditional Victorian terrace character. It would dwarf surrounding buildings and the two extra storeys

will severely impact on residents in the houses adjacent to this development

- Loss of light, loss of privacy
- The proposed development has been submitted on behalf of the applicant and for the benefit of 6 businesses, not 1, located at and solely operating from the premises at 42 Worple Road
- Increased loading/unloading activity from the increasing number of employees of Peldon Rose and its visitors/suppliers, extra traffic and pollution, limited parking at present and additional employees will worsen this, increased rubbish collections, noise from plant and additional lighting in winter months

Following the second consultation 2 representations have been received:

- The site lies outside of the town centre boundary and therefore the creation of additional office space in this location is technically contrary to policy
- Increasing the height of the building would be hugely detrimental to the adjoining buildings and would dominate and over-power the surrounding buildings and detrimentally impact on the traditional Victorian character of Courthope Villas
- The proposed height of the building is out of character with the adjoining buildings
- Loss of daylight/sunlight
- Increase in traffic and noise pollution due to the increase in employees at the site
- If the business needs to expand it should re-locate to the town centre
- The daylight/sunlight report is not independent or impartial if commissioned by the applicant

5.2 Planning Policy Officer

From the 30 May 2013, the GDPO has been changed for a period of three years to allow the change of use from existing office use to residential use, subject to certain criteria. As this proposal is for the creation of additional office space, it would not benefit from this current temporary change to the GDPO. However, there is concern that this temporary change to the

GDPO could be made permanent after this three year period as proposed within the most recent DCLG consultation which closed in Sept 2014.

Should this proposal be granted planning permission, consideration should be given to imposition of a condition to ensure that this proposal would not benefit from potential future changes to the GDPO. The site is within close proximity to Wimbledon town centre, where new office floorspace is encouraged in Merton. This is supported by Merton's Economic Development Strategy 2009 & Refresh 2012 and Policy CS6: Wimbledon town centre and CS12: Economic Development of Merton's Core Planning Strategy (2011). Moreover, Merton's Economic and Employment Land Study (2010) forecasts significant demand for office floorspace in Wimbledon town centre over the plan period, in particular a need for large modern offices.

This site is located 80m from Wimbledon town centre boundary and lies circa 240 m from the Primary Shopping Area. Wimbledon town centre is designated as a Major Centre in Merton's development plan. In accordance with Policy CS7: Centres of the Core Planning Strategy, town centre type uses are encourage to located in Merton's town and local centres to contribute to their vitality and vibrancy. This site lies circa 15 metres from the town centre boundary and thus, in line with the NPPF, is technically edge-of-centre. For office uses, the NPPF states that edge-of-centre is 300 metres from the town centre boundary but within 500 metres of a public transport interchange. This site would be circa 490 metres from Wimbledon station which includes access to tube, tram, train and bus.

Hence this proposal would need to comply with the following key Policies CS7: Centres and CS12: Economic Development of the Core Planning Strategy and Policies DMR2: Development of town centre type uses outside town centres, DME1: Employment Areas in Merton and DME2: Offices in town centre. The key aspects of these policies would be the requirement for the applicants to submit a sequential test with the planning application due to the site being located 'edge-of-centre'.

In this instance, a sequential test would not be needed, due to the:

- size of the proposal,
- its close proximity to Wimbledon town centre,
- The existing building is in office use,
- This proposal will create more jobs,
- The need for offices in sustainable locations, in particular Wimbledon (impact of DCLG changes – change of use from office to residential use, in addition to the overwhelming need for offices in Wimbledon town centre as stated earlier).

Thus, from an employment policy perspective, we would support this proposal.

5.3 Climate Change Officer

The scale of the development (<500m²) means that it would not fall within the scope of Policy CS15 part f of Merton's Core Planning Strategy (2011).

However the development should demonstrate how it complies with Policy CS15 parts a – c by:

- Achieving a high standard of sustainability and make efficient use of resources and material and minimise water use and CO₂ emissions
- Demonstrating that it has been designed in accordance with the Mayor's energy hierarchy (be lean; be clean; be green) outlined in Policy 5.2 of the Further Alterations to the London Plan (2014) and Policy CS15 part b of Merton's Core Planning Strategy (2011). This advocates a 'fabric first' approach and maximising energy efficiency before seeking to address any shortfall in performance through the use of renewable technologies.
- Be sited and designed to withstand the long term impacts of climate change

5.4 Transport Officer

This site has a PTAL rating of 4 Good and is located in a Controlled Parking Zone. The site has 18 parking bays. The submission and use of a Work Travel Plan is required in addition to a S106 obligation to become a business parking permit free development.

6. **POLICY CONTEXT**

6.1 The relevant policies within the Adopted Sites and Policies Plan(July 2014) are:

DMR2 (Development of town centre type uses outside town centres), DME1 (Employment areas in Merton), DMR2 (Development of town centre type uses outside town centres), DME2 (Offices in town centres), DM DM D2 (Design considerations in all development), DM D3 (Alterations and extensions to existing buildings), and DM T2 (Transport impacts of development)

6.2 The relevant policies within the Adopted Merton Core Strategy (July 2011) are:

CS 6 (Wimbledon Sub - Area), Policy CS 7 (Centres), CS 13 (Open Space, Nature Conservation, Leisure and Culture), CS 12 (Economic Development), CS 14 (Design), CS 20 (Parking, Servicing, and Delivery)

6.3 The relevant policies in the London Plan (2011) are:

4.2 (Offices)

5.2 (Minimising Carbon dioxide Emissions)

5.3 (Sustainable Design and Construction)

6.3 (Assessing Effects of Development on Transport Capacity)

6.4 National Planning Policy Framework (2012)

7. **PLANNING CONSIDERATIONS**

7.1 Principle of the Creation of Additional Office Floor Space

7.2 The proposed extensions would result in an additional 194m² of floor space.

7.3 This site is located 80m from Wimbledon town centre boundary and lies circa 240m from the Primary Shopping Area (which includes Wimbledon's Primary Shopping Frontage[Area], the Core Shopping Frontage and Secondary Shopping Frontage). Wimbledon town centre is designated as a Major Centre in Merton's development plan. In accordance with Policy CS7: Centres of the Core Planning Strategy, town centre type uses are encourage to located in Merton's town and local centres to contribute to their vitality and vibrancy. This site lies 80 metres from the town centre boundary and thus, in line with the NPPF, is technically edge-of-centre. For office uses, the NPPF states that edge-of-centre is 300 metres from the town centre boundary but within 500 metres of a public transport interchange. This site would be circa 490 metres from Wimbledon station which includes access to tube, tram, train and bus.

7.4 Hence this proposal would need to comply with the following key Policies CS7: Centres and CS12: Economic Development of the Core Planning Strategy and Policies DMR2: Development of town centre type uses outside town centres, DME1: Employment Areas in Merton and DME2: Offices in town centre. The key aspect of these policies is the requirement for the applicants to submit a 'sequential test' with the application showing that alternative sites for expansion within the Town Centre were considered and the reasons for their unsuitability, due to the site being located 'edge-of-centre'. In this instance the Planning Policy team considers a 'sequential test' would not be required due to the:

- Size of the proposal,
 - Its close proximity to Wimbledon town centre,
 - The existing building is in office use,
 - This proposal will create more jobs,
 - The need for offices in sustainable locations, in particular Wimbledon (impact of DCLG changes – change of use from office to residential use, in addition to the overwhelming need for offices in Wimbledon town centre as stated earlier).
- 7.5 It has also been clarified by the Policy Officer that there would not be any policy objection even if the applicant were not the only company operating from the site because the issue is the principle of the acceptability of additional office floor space being provided in this location and not the number of businesses which are/could be located at the site.
- 7.6 As such, the proposed additional office floor space is acceptable in principle.
- 7.7 Design
- 7.8 The site is located along a part of the road which is especially visible, being located on a junction between two roads and therefore any new development needs to be sensitively designed. The site building is adjoined by two storey residential dwellings and is taller in height already.
- 7.9 The proposed development would result in an increase in height of 2.5m and the design approach proposed is considered acceptable i.e. the extended second floor mimicking the design of the existing two floors and then adding a third, roof level, floor mimicking the existing mansard roof form of the second floor.
- 7.10 It is considered on balance, that this approach would blend the extension well with the existing building and would reduce some of the visual impact of the increase in height. The building itself does not have a large footprint and is set away from its front boundary, rear boundary, and one side boundary.
- 7.11 The site is located only 80m from Wimbledon Town Centre and moving from the site towards the town centre, and away from the site towards Raynes Park there are a variety of building heights. Worple Road is generally characterised by more traditional two storey dwellings but also the presence of taller residential buildings, particularly those of three floors and above, located on junction corner plots. These are typically flatted blocks and as per the site, are set back from their front, side, and rear, boundaries. Examples of such are blocks located at the junctions of

- Worple Road with Spencer Hill Road (3 floors with recessed 4th floor, flat roofed), Denmark Avenue (3 floors with recessed 4th floor, flat roofed), Cranbrook Road (3 floors with recessed 4th floor, flat roofed), Elm Grove (3 floors plus accommodation in the roof, pitched roofed), Darlaston Road (3 floors with recessed 4th floor, flat roofed), and Edge Hill (3 floors, flat roofed). Of note is also the Wimbledon Guild property which is in close proximity to the site and similar the proposed development, i.e. 3 floors with a mansard 4th floor.
- 7.12 Materials proposed are also those to match the existing building (facing brick work, slate roof tiles, zinc mansard roof, and timber sash windows).
- 7.13 Neighbour Amenity
- 7.14 It is not considered that there would result a detrimental impact on the outlook of the occupiers of the adjoining properties due to the design of the proposed extension. The proposal would result in an increase in height of 2.5m through the addition of another floor however this would be of a more subordinate, mansard design.
- 7.15 It is considered that the proposed development would not result in a detrimental impact on the daylight/sunlight to the occupiers of the adjoining properties. The second floor only requires a small amount of extension to convert the existing mansard to a full floor and the new third floor would be of a subordinate, mansard design, and add only 2.5m in height. The site building projects 9m beyond the rear building line of 40 Worple Road however is set 6m from the side boundary at the point of maximum projection. The site building is set 8m from the rear boundary and faces onto the flank elevation of 2 Courthope Villas.
- 7.16 The applicants have submitted a daylight/sunlight assessment in respect of the adjoining and nearest residential properties (40 Worple Road, 2 Courthope Villas, 1-6 Rowan Terrace (Courthope Villas), 55 Worple Road, and 1-6 Swallow Court, Worple Road). This concludes that the impact of the proposed development on those properties will be small since they will continue to receive daylight and sunlight levels in accordance with BRE guidance. The overshadowing impact on the rear garden of 40 Worple Road has been calculated to be minimal and whilst there are flank windows of this property which would experience daylight and sunlight levels below the BRE guidelines, they are not likely to be primary windows to habitable rooms. Furthermore, the front and rear facing windows of this property would not be affected by the proposal.
- 7.17 It is not considered that there would result significantly more overlooking than from existing windows. Side windows proposed within the side elevation facing 40 Worple Road can be obscure glazed by a condition on

any approval and a condition can be added to any approval prohibiting the insertion any further side windows without planning permission. As existing, there would be side windows facing 1 – 6 Courthope Villas, front windows, and rear windows. These would be at a higher level than existing, however the rear windows face onto the flank elevation and front curtilage of 2 Courthope Villas, and the properties at 1 – 6 Courthope Villas and the opposite the front of the site are considered sufficiently far enough from the site (19m and 27m respectively).

7.18 Landscaping

7.19 No trees or hedgerows would be removed as part of the proposed works.

7.20 Highways/Parking

7.21 The site is within a controlled parking zone and has a good PTAL rating. Demand for parking within this zone is high however the site includes off-road parking and any increase in employees can be adequately mitigated for by the imposition of a Travel Plan. The use of a Travel Plan can be required by a condition on any approval.

8 SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

8.1 The proposal is for minor office development and an Environmental Impact Assessment is not required in this instance.

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

9 MAYORAL COMMUNITY INFRASTRUCTURE LEVY

9.1 The proposed development is liable to pay the Mayoral Community Infrastructure Levy, the funds for 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 CIL.

10 MERTON'S COMMUNITY INFRASTRUCTURE LEVY

10.1 Merton's Community Infrastructure Levy was implemented on 1st April 2014. This will enable the Council to raise, and pool, contributions from developers to help pay for things such as transport, decentralised energy,

healthcare, schools, leisure and public open spaces - local infrastructure that is necessary to support new development. Merton's CIL has replaced Section 106 agreements as the principal means by which pooled developer contributions towards providing the necessary infrastructure should be collected except for affordable housing.

12 CONCLUSION

- 12.1 In conclusion, the proposed creation of additional office floor space outside of Wimbledon Town Centre would be technically contrary to policy however it is recognised that the site is also only 80m from the Town Centre boundary and in close proximity to transport links. The site is also in established an employment use, needing to expand, and which the Council would wish to retain within the Borough.
- 12.2 The proposed extension is considered acceptable in terms of its scale, siting, and design, and would not result in a detrimental impact on the amenities of the occupiers of the adjoining and surrounding properties.

RECOMMENDATION

GRANT PLANNING PERMISSION

Subject to a S106 agreement covering the following heads of terms:

1. Designation of the development as business parking permit-free
2. The developer agreeing to meet the Council's costs of preparing, drafting, or checking the agreement
3. The developer agreeing to meet the Council's costs for monitoring the Section 106 Obligation.

And the following conditions:

1. A.1 Commencement of Development (full application)
2. A7 Plans
3. B3 External Facing Materials as Per Application Forms
4. C2 No Permitted Development (Windows/Doors)
5. Non –Standard Condition: The premises and approved extension shall

only be used for office (B1) use and for no other purpose, (including any other purpose within Class B1 of the Schedule to the Town and Country Planning (Use Classes Order) 1997), or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.

Reason: The Local Planning Authority would wish to retain control over any further change of use of these premises in the interests of safeguarding the amenities of the area and to ensure compliance with the following Development Plan policies for Merton: policy CS 14 of Merton's Core Planning Strategy 2011 and policies DM D3 of Merton's Sites and Policies Plan 2014.

6. D11 Hours of Construction

7. H9P Construction Vehicles

8. Non-Standard Condition: Within 6 months of occupation of the development hereby permitted, a Work Place Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall follow the current 'Work Place Travel Plan Guidance' issued by TfL and shall include:

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

The Travel Plan shall be updated and submitted to and approved in writing by the Local Planning Authority on a yearly basis and the development shall be implemented only in accordance with the approved Travel Plan.

Reason: To promote sustainable travel measures in line with policies CS18, CS19, and CS20 of the London Borough of Merton Core Strategy – 2011.

Informatives:

INF12 Works affecting the public highway

Note 1

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