

**PLANNING APPLICATIONS COMMITTEE**  
**18 April 2013**

**Item No: 02**

<b><u>UPRN</u></b>	<b><u>APPLICATION NO.</u></b>	<b><u>DATE VALID</u></b>
	11/P3437	20/12/2011

**Address/Site** 153-161 The Broadway, Wimbledon SW19 1NE

**(Ward)** Abbey

**Proposal:** Demolition of 1st, 2<sup>nd</sup> and 3<sup>rd</sup> floor of the existing building containing office space and the erection of eight new floors to form a 149 bedroom hotel above the existing ground floor bar use.

**Drawing Nos** PL-AL(90)001 E, 002 F, 003 F, 004 E, 005 E, 006 E, 007 E 008 E, 009 E, 010 E, 011 E, 012 E, 014 D, 015 E, 016 E, 017 E, 018 C, 019 B, 020 B, 021 A, 022, 023 A, 024 A, 025 A, 030 A, 031 A, 032 A, 033 A, 034 A, 035 A, 036 A, 037 A, 038 A and Design and Access Statement

**Contact Officer:** Richard Allen (8545 3621)

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**RECOMMENDATION**

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

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**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: 46
- External consultants: None
- Density: N/a
- Archaeology: N/a

1. **INTRODUCTION**

- 1.1 This 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 comprises a four storey building dating from the 1960's situated on the south side of The Broadway, within Wimbledon town centre. The ground floor of the building is occupied by 'Henry J Beans Bar and Grill' with three floors of vacant offices above. There is a car parking and servicing area at the rear of the site, accessed from Griffiths Road. There is a mixture of architectural styles in the vicinity of the application site and the surrounding area is mixed commercial in character. Immediately adjacent to the application site is the distinctive curved glazed frontage of the 6 storey CIPD office building. To the east is Highlands House, a 1960's multi-level commercial building with Majestic wine warehouse at ground floor and 6 floors of office space above. Opposite the application site is a recent seven storey mixed used development with residential on the upper floors. The application site has an area of 0.19ha. The application site is not within a conservation area. A Controlled Parking Zone operates in The Broadway and in adjoining streets.

## **3. CURRENT PROPOSAL**

- 3.1 The current proposal involves retention of the ground floor and demolition of the three higher level office space floors of the existing 1960's building and their replacement with eight floors of hotel accommodation with an entrance at street level. The proposed building would be 27.5m in width and 28.7m in height with all the upper levels recessed behind the ground floor on the Broadway frontage and the top floor recessed further back again.
- 3.2 At the rear, a centrally placed narrower wing would form a T-shape with the east –west orientated front element. This part of the building would be gradually 'stepped' away from the boundary with residential properties in Griffiths Road to the south as it increases in height. The first 10m high section would be set 6m back from the rear boundary, second, third and fourth floors set back 7m, fifth floor set back 11m except for the narrow width staircase, sixth and seventh set back 14.5m except for the staircase, and eighth set back 18.5m. Plant and servicing would be accommodated on the roof. The windows to bedrooms would be in the side elevations of the wing, with no bedroom windows in the southern elevation.
- 3.3 The existing bar and grill use on the ground floor would be retained, with the entrance to the proposed hotel provided on the Broadway frontage in the same position as the existing entrance to the offices. The hotel reception, cafe/bar and meeting room area would be at first floor level as well as hotel bedrooms, with a further seven floors of bedrooms above, comprising 149 bedrooms in total. At first floor level, the recess back behind the ground floor of the building would provide a balcony area for the hotel cafe/bar/reception.

- 3.4 Servicing for the hotel would be via the existing access from Griffith's Road, and would involve the re-planning of back again the car park with a reduction in the number of car parking spaces from 22 to 13. Secure parking for 18 cycles would be provided. A contemporary design approach has been adopted for the proposed hotel building.
- 3.5 The building would be of contemporary design with the elevations faced in coloured metal rain screen cladding, with areas of facing brickwork, with aluminium framed windows and glazed curtain walling to the staircase enclosure on the Broadway frontage.

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

- 4.1 In May 1998 planning permission was granted (Subject to S.106 Agreement) by the Planning Applications Committee for the erection of an additional two floors office accommodation above the existing building and the erection of a part single part, two, three and four storey rear extension to provide a total of 2768m<sup>2</sup> of B1 (office) floorspace and 782m<sup>2</sup> of A3 (café/bar) floorspace (LBM Ref.96/P0219). This permission was not implemented.
- 4.2 In September 2001 planning permission was granted for the change of use of the ground floor of the property from A1 (retails use) to A3 (café/bar use). The permission was subject to a S.106 Agreement (LBM Ref.00/P1800).
- 4.3 In April 2007 planning permission was granted by the Planning Application Committee for the recladding of the existing building and the erection of an additional four floors of office accommodation (LBM Ref.06/P2912). The application was subject to a S.106 Agreement that was not completed.
- 4.4 In January 2011 a pre-application meeting was held to discuss the possible redevelopment of the site for a hotel (LBM Ref.10/P3381/NEW). The pre-application report concluded that there were no objections in principle to the provision of a hotel on the site. However, the scheme submitted for discussion had a number of shortcomings in terms of design, height and neighbour amenity issues that would need to be resolved.
- 4.5 In August 2011 planning permission was refused under delegated powers for the change of use (from Class B1) office use to (Class C1) hotel involving the demolition of the 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> floors of the existing building and the erection of a new seven storey hotel with 155 rooms, external fire escape and a reduction in parking provision on site for 22 to 18 spaces (LBM Ref.11/P1167). Planning permission was refused on the grounds that:-

*'The proposed development would be of insufficient design quality for this prominent town centre location and would by reason of its design, height and siting have an unsatisfactory relationship with the adjoining building at 143-151 The Broadway (known as CIPD House) and would be contrary to retained UDP policies BE.16 (Urban Design) and BE.22 (Design of New Development and Adopted Core Strategy Policy CS14 (Design) and*

*The proposed hotel fails to take a suitably comprehensive approach to the redevelopment of this important town centre site and compromises the future redevelopment of the adjacent designated development site 4WTC on the Adopted UDP Proposals Map and is contrary to Policies CS6 (e) Wimbledon Town Centre, CS7-Centres and CS14 (iii) of the Adopted Core Strategy (July 2011) and the principles of good planning*

*The bulk, massing and site coverage of the proposed rear extension would result in an unneighbourly form of development that would be visually intrusive to occupiers of neighbouring properties in Griffiths Road contrary to retained UDP policy BE.15 (New Buildings and Extensions; Daylight, Sunlight, Privacy, Visual Intrusion and Noise)'.*

## 5. **CONSULTATION**

5.1 Major site and press notice procedure and letters of notification to occupiers of neighbouring properties. In response 20 letters of objection have been received. The grounds of objection are set out below:-

- The proposed hotel will result in a reduction in employment potential for the site.
- There is only 18 car parking spaces for a 155 bedroom hotel.
- Deliveries and servicing would affect residents in Griffiths Road.
- A budget hotel would not bring benefits to the town centre.
- The proposal will compound parking problems in the area as the residents parking scheme only operates between 8.30 am to 6.30 pm Mondays - Saturday's and residents will have difficulty parking in evenings and weekends.
- The proposal will result in traffic congestion in Griffiths Road.
- There are already two hotels in the Town centre.
- The building would be higher than CIPD House.
- Although the current proposal has addressed some points of concern with the previous application, the height and bulk remains.
- The proposed elevations are bland falling short of quality expected for a prime site.
- The rear elevation will be imposing on properties in Griffiths Road.
- The previous scheme was rejected due to its impact upon properties in Griffiths Road.
- The previous scheme was rejected due its impact upon properties in Griffiths Road.
- The rear extension has now been stepped back, but the building has increased in height.
- Deliveries to the existing bar use cause noise and nuisance and the hotel would compound problems.
- The height of the building would affect light to properties in Griffiths Road.
- Residents already suffer form noise, disturbance and anti-social behaviour from people using the bars on the Broadway. This ahs increase since the alleyway from Griffiths Road to the Broadway was removed as part of the CIPD development.

- There are already 50 rooms at the Antoinette Hotel and 31 rooms at the Phoenix Hotel and there is the Premier Inn at Merton Abbey Mills. Rather than a further hotel the site would be better suited to flexible office space.
- Hotels consume a great deal on energy and resources. Limited information is provided concerning sustainability issues.
- There are too many high buildings in The Broadway and the proposed hotel will create a 'wind tunnel' and canyon effect in The Broadway.
- The architecture of the hotel building should be more interesting, for example like the CIPD building.
- The existing site with its 1960's buildings is dated and there are no objections to a hotel that would bring business to the area although a 150 room hotel seems overdevelopment of the site.

- 5.2 Councillor Nelles – strongly objects to the proposal on the following grounds: 'I support the view that Wimbledon requires a quality, high end, hotel offering and if this site were being proposed for that then I may well be of a different opinion. However, this application seeks to situate a building which is taller than its neighbours, will cause a significant change of the local skyline, is of absolutely no design merit and is far too large for the site.

CS Policy 22.21 states that tall buildings of exceptional design and architectural quality may be appropriate in town centres. This cannot be used as a justification for this building, which has a design which is cheap, an architectural design which is based on a box and brings zero benefit to the local economy.

The overbearing nature of the development, which will stand at 8 storeys, is completely unacceptable for those residents living on Griffiths Road and the top end of Southey Road. I find it impossible to support this application and recommend that the PAC members refuse it.

5.3 The Wimbledon Society

The building line is brought forward and this narrows the distance between the road frontage and affects the scale of The Broadway. The front elevation is too tall and out of scale with the locality and the rear wing is too overbearing. The angled Broadway frontage does not relate to the street and it is difficult to see how the proposal meets the requirements of policy CS14 and the proposed building would affect light to properties at the rear of the site. Griffith's Road would have to accommodate additional traffic and the rear access is very restricted. The poor view of the rear of the building is also not resolved. It would be improved if a low building was erected (the same height as the houses) was built on the Griffiths Road frontage. The current proposal does not fully address the previous reasons for refusal.

5.4 Future Merton

The changes made to the building line and height (since the initial submission) has reduced the impact of the height of the building. The height is also not contradictory to the Tall Building policy in the Core Strategy, being within 1 – 2 storeys of existing buildings. The building line has been adjusted in accordance with the wishes of the Design Review Panel and is now in line

with adjacent buildings and addresses townscape issues. The flank wall is also substantially reduced in presence. The architecture of the front elevation that was previously mundane has been subtly but effectively modified. The first floor has been treated in a different and contemporary way to the upper floors with horizontal and high levels of glazing to the restaurant. The upper floors have broken up the repetitive form by introducing semi-random patterns of additional glazing, but kept within a regular framework of vertical and horizontal lines. This relates well to the CIPD building with its large glass curtain wall. The previous repetitive form was a stark and heavy contrast to the light CIPD frontage and the lesser glazing needs of a hotel. The horizontal glazing bars on the stairwell also work better. The different ground and first floor treatments serve to break up the apparent height of the building (and its strong vertical emphasis) and the added glazing to the main elevation gives a lighter feel to the building. This reduces the impact of the building and gives its own positive identity. The proposal is therefore acceptable subject to conditions governing facing materials

#### 5.5 Design Review Panel

1<sup>st</sup> Review - 24<sup>th</sup> January 2012

The application was initially considered by the Design Review Panel at their meeting on 24 January 2012. The panel felt that a number of issues still needed to be resolved following the refusal of the previous scheme.

Verdict - RED .

#### 5.6 2<sup>nd</sup> Review – 27<sup>th</sup> September 2012

The plans were subsequently revised to address the Panels concerns and the application was put before the Design Review Panel at the meeting of 27 September 2012. The Panel noted that a number of improvements had been made since the original review in January. The Panel raised no objections to the proposed building style, however it needed to be high quality and have its own individuality. The Panel were supportive of the changes to the window format albeit that there was room for refinement so that the building read as a hotel rather than an office and the building should look like a mid-range hotel rather than a budget hotel. The Panel also had no objections in principle to the proposed height of the building, however a higher building had more responsibility to be a higher quality building all round. Whilst the Panel supported revisions to the access from Griffiths Road, some concern was expressed regarding the physical presence of the escape stair at the rear. The Panel were generally supportive about the proposal and noted significant improvements that had been made since the original submission. Whilst the Panel would have liked to given a Green verdict, the applicant should justify the height, provide more information on facing materials and consider modifications to the escape staircase at the rear of the building.

Verdict- AMBER.

#### 5.7 The applicant submitted further amended plans to address the concerns raised by the Design Review Panel and by Future Merton. The amendments included:-

- hotel entrance moved back in line with the neighbouring CIPD building. Entrance reformed into an enlarged glazed entrance pod which steps above the restaurant roof level. The existing restaurant frontage has been redesigned to appear as a separate element to the hotel entrance to create a natural separation. The frontage of the restaurant has been revised to respond to the local retail frontages.
- Above ground floor level the hotel has been set back to further respond to the stepped building line present in the local streetscape.
- The full height of The Broadway elevation has been redesigned to be stepped back from The Broadway. At ground level the hotel and restaurant street frontage has been returned to its original position. At first floor level the hotel has been pushed back and a full width glazed element introduced. The upper floor has been redesigned with the use of a randomised glazed layout to further break up the elevation. The top floor of the hotel has been stepped back by reducing the number of bedrooms within the upper floor. This combined with the glazed cladding reduces the top floors visibility and with it the perceived height of the building. The glazed stair tower has also been set back to further highlight the gap between the proposed building and the CIPD building.
- The revised design has aimed to reduce the mass of the proposed building overhanging the street.

#### 5.8 Third Review - 27 November 2012.

The revised scheme was considered by the Design Review Panel at the meeting on 27 November 2012. Their comments were as follows:

‘The mood of the Panel was generally very positive towards the proposal and the way the applicant had responded positively and constructively towards previous advice from the panel. As a result it felt that there had been a number of distinct improvements to the proposal.

A question was raised about how the various elements of the façade related to each other. It was noted that these elements worked better. An example was how the hotel entrance had been simplified and its glass front related well to the glazed stairwell and glazed first floor restaurant elements. The changes creates a better distinction between the uses – the circulation, ground floor bar and accommodation parts of the building.

It was noted that to successfully place a hotel next to offices was challenging in achieving an interesting façade. However, the cladding was much improved and a subtle busyness has been captured in the facade with the recent changes. The way depth has been added to the main elevation was applauded. This was in particular contrast to the original monolithic design.

Whilst the glazing element turned the corner well at the eastern end, it was felt that floor to ceiling glazing might raise privacy issues and that there was some scope for continuing the front elevation design around the corner, particularly

as the adjacent building may remain undeveloped for some time. The rear elevation was also considered much improved, with the revised stairwell design and the landscaped entrance to the car park

A point was raised regarding the mis-match in the blue/green coloured accent cladding. It appeared green on the sample and blue on the drawings. The Panel responded positively to the blue on the drawings but was not opposed to green. It was felt that the final decision on the actual accent colour should be taken on-site and it was therefore important to condition any planning approval accordingly. The Panel was unanimous in its verdict.

Verdict: GREEN

## 5.9 Transport Planning

The site has an excellent level of public transport accessibility (PTAL 6a) and is located in one of the most sustainable locations in the borough.

The existing vehicle access from Griffiths Road will be retained for parking and servicing. A total of 13 car parking spaces would be provided. This accords with the London Plan's and the NPPF's approach to parking which supports the use of a restraint based approach, particularly in areas of high accessibility, unless highway impacts are considered to be severe. A condition requiring the provision of a car parking management plan has also been included in order to ensure that the car parking spaces are utilised efficiently.

The site will continue to be serviced via Griffiths Road. A Delivery and Servicing Plan condition has been included, which will ensure that servicing will take place by vehicles of a suitable size in order to ensure that the turning movements do not impact on the on-street bays within the vicinity of the site. Large vans will have the ability to enter and turn within the site, whilst larger service vehicles will need to reverse into the site from Griffiths Road.

Given the location of the site, and the nature of the use, it is anticipated that the majority of vehicle movements will be undertaken sustainably. The existing on-street car parking controls will also prohibit any overspill parking from the development for the majority of the day. There is the potential for some overspill parking issues, particularly on Saturday evening and Sunday daytime, and there will be sufficient flexibility included as part of the sustainable transport contribution that has been secured as part of the development to contribute towards a review of the on-street car parking controls if necessary.

### Contribution

The developer will be required to make a £50,000 financial contribution towards sustainable transport initiatives, including environmental enhancements to the public realm in the area and / or the implementation (subject to consultation) of amendments to on-street parking controls within the vicinity of the site



Transport Planning has no objections to the proposed development subject to the developer making a financial contribution to sustainable transport initiatives in the area secured by a S.106 Agreement and appropriate planning conditions - H8 Travel Plan, H11 Parking Management Strategy, H4 Provision of Parking, H12 Delivery and Servicing Plan, H9 Construction vehicles, H6 Cycle parking

#### 5.10 Further Amendment

In order to reduce the visual impact of the proposed building upon the occupiers of residential properties in Griffiths Road, the rear elevation of the hotel building has been redesigned to achieve a 6 metre separation between the ground and first floor levels of the building and the rear site boundary with gardens of residential properties in Griffiths Road, and a reduction in massing in the levels above that. A landscaped strip is also now proposed to prevent vehicles parking adjacent to the rear site boundary. The revisions to the design of the rear elevation have resulted in the number of bedroom being reduced to 149. A reconsultation has been undertaken and any further comments will be reported to committee.

### 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. LDF Tall Buildings Background Paper (2010) is also pertinent to the application.

6.2 The retained policies within the Adopted Merton UDP (October 2003) are T.1 (Hotel Development), TC.1 (Promoting Development in Town Centre), Policy TC3; Mixed Use Development, Policy TC.6: Promoting Vitality and Viability, E.1 (General Employment Policy), E.2 (Access for Disabled People), E.6 Loss of Employment Land, BE.15 (New Buildings and Extensions; Daylight, Sunlight, Privacy, Visual Intrusion and Noise), BE.16 (Urban Design), and BE.22 (Design of New Development).

6.3 The Policies contained within the London Plan (July 2011) 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)

6.4 The National Planning Policy Framework (March 2012) (NPPF) is also relevant, particularly section 2 – Ensuring the Vitality of Town Centres and section 7 – Requiring Good Design.

### 7. PLANNING CONSIDERATIONS

7.2 The principal planning considerations concern the employment issues and the suitability of the site for a hotel, design, neighbour amenity and servicing/access issues.

### 7.3 Employment Issues

The existing office accommodation has been vacant since the departure of the Job Centre in 2008. The amount of existing office floorspace has the potential to provide up to 118 jobs (based on a floor area of 1420m<sup>2</sup>). A 2/3 star hotel of the size proposed would be likely to generate fewer than 50 jobs. However, it would be difficult to justify refusal of planning permission for a hotel development on the grounds of the limited number of employment opportunities generated. The proposal would provide additional hotel accommodation and guests would contribute to economic activity in the Town Centre.

### 7.4 Suitability of Site for Hotel

The application site comprises a vacant office building (with ground floor café/bar use) located on the south side of The Broadway. The application site is a short walk from Wimbledon station and has good public transport accessibility. It lies at the eastern end of Wimbledon Town Centre, as designated within the retained UDP Proposals Map, outside the Primary, Core and Secondary Shopping Areas.

7.5 Hotels are included within the definition of main town centre uses within the NPPF. The NPPF advises that such uses should be required to be located in town centres unless suitable sites are not available. Retained policy TC.1 (Promoting Town Centre Development) also requires large town centre uses, including hotels, to be located within the designated town centres of Wimbledon, Mitcham or Morden. Policy TC.3 advises that a development proposal for a town centre use within Wimbledon town centre will be permitted provided that its scale and nature is commensurate with the role and capacity of Wimbledon and that it will not harm the vitality and viability of the town centre. Policy TC.6 advises that the Council will support the re-use of vacant or underused land and buildings within the town centre. Policy T1: Hotels, Guest Houses and Bed and Breakfast directs large hotel facilities to town centres and where public transport links are good. It advises that such uses will be permitted provided that they are compatible with the character and appearance of the area, do not harm residential amenity and provide safe vehicular access.

7.6 Policy CS6 (Wimbledon Town Centre) (d) encourages development within Wimbledon town centre that attracts visitors to the area all year round, including high quality hotels, conference facilities and cultural activities. This is part of the wider policy aim of developing and maintaining the town centre's position as a diverse Major Centre with a balance of appropriate main town centre uses. Policy CS7 supports new development in Merton's hierarchy of Centres commensurate with their scale and function. A mix of appropriate uses is sought and the policy advises that the Council will support the development of 'tourist attractions, accommodation and facilities in accessible locations where they are not detrimental to the character and amenity of the area.

7.7 The NPPF, the retained policies within the UDP and policies within the Core Strategy as set out above would all support the principle of a large hotel in this town centre location as a suitable main town centre use, making use of a building where the upper floors have been vacant for a number of years. Some of the objections refer to the fact that they consider the hotel to be pitched at the budget end of the market. The policies do not restrict hotel development to the luxury end of the market, and it should also be noted that as a consequence of concerns expressed by officers about the limited employment opportunities arising from a lower end hotel, the original proposals have been upgraded to provide restaurant and meeting room facilities, an enlarged reception area with a bar/café seating area, internet points, ATM and vending machines. The upgrade to the internal facilities has been accompanied by an enhanced external appearance, with an upgraded frontage to the existing ground floor, glazed hotel entrance and clearly visible first floor restaurant with balcony. The applicants advise that the proposed hotel is designed to meet the mid-market hotel trade, suitable for 2 or 3 star operators. Although Wimbledon town centre lacks a luxury upmarket hotel, it is not considered that this would provide grounds for refusal in relation to the principle of the proposed use.

7.8 Design Issues

The existing building is an unimaginative and unattractive four storey 1960's structure which detracts from the quality of the streetscape, in sharp contrast to the well designed 6 storey CIPD building on the adjoining site.

The justification to Policy CS6 states the following at para. 16.14, *'Wimbledon has the highest level of public transport accessibility in the borough and this makes it a suitable location for major development, potentially tall buildings in accordance with Chapter 22 'Design- Policy CS14'. Wimbledon town centre includes clusters of existing buildings which are substantially taller than the surrounding residential area. New tall buildings should contribute to these clusters to create a consistent scale of development based on a range of similar but not uniform building heights. These should be determined by reference to surrounding building heights and townscape characteristics.'*

7.9 Adopted Core Strategy policy CS14 relates to design matters and paragraph (c) advises that tall buildings may only be appropriate in the town centres of Colliers Wood, Morden and Wimbledon, where consistent with tall buildings guidance in the justification supporting sub-area policies, where of exceptional design and architectural quality and where they do not cause harm to the townscape.

It is also noted that the Tall Buildings Background Paper, which informed Policy CS6 and 14, identifies that there are several infill opportunities within Wimbledon town centre, with the potential to accommodate tall buildings complementary to the predominant height of existing buildings, given the existing precedence and the importance of Wimbledon as a major centre. The paper also notes that such proposals should be managed to ensure that the height, scale and massing is appropriate having regard to the surrounding

sensitive residential areas, ensuring that a transition is achieved between the major centre and low rise development.

- 7.10 The proposed building would consist of the existing ground floor with 8 floors of hotel use above with a total height of 28.7m. The adjoining CIPD building is arranged over 6 floors and the recent Chorus development on the opposite side of the Broadway has a ground floor commercial use with an additional six floors of residential. It should be noted the proposed hotel use accommodates reduced floor to ceiling heights compared to office and other uses. The proposed hotel would be 4.5m higher than the adjacent CIPD building (which is 24.2m) and lower than the YMCA building further along the Broadway. The full height of the Broadway elevation has been redesigned to be stepped back behind the ground floor. The top floor has also been revised, with a reduction in the number of bedrooms, to step back further still - this, combined with the glazed cladding, reduces the top floor's visibility and with it the perceived height of the building. The glazed stair tower has also been set back to further highlight the gap between the proposed building and the CIPD building. The result of the revised design is a reduction in the mass of the building in relation to the street. The photo montages appended to this report show how the building would relate to the neighbouring CIPD building and its surroundings as a result of these significant changes. The Council's Urban Design Officer is happy with this height relationship. At 1-2 storeys higher than its neighbours, he considers the proposal to conform with the Tall Buildings policy in terms of it being of 'similar but not uniform building height' within this identified cluster of taller buildings at the eastern end of the Broadway. The Design Review Panel are also happy with the height relationship, given the massing changes to the Broadway frontage.
- 7.11 In terms of the façade treatment, the ground floor of the building would have a glazed frontage incorporating the hotel entrance and the first floor restaurant would also be glazed with a first floor balcony to create a visual separation between the ground floor café/bar use and the hotel bedrooms above. The front elevation of the building would have a vertical emphasis, defined by the use of glazing and cladding. It employs offset panels in a light bronze colour, which will interact with the bronze base colour and green window highlights. In terms of design quality, the applicants have been very willing to listen to the views of the Design Review panel and the Council's Urban Design Officer, and have made considered and significant changes to the appearance of the building in order to produce a building that is considered to be appropriate in quality for the prominence of the site and the size of the building. It has the support of the Urban Design Officer and received a unanimous GREEN verdict from the Design Review Panel.
- 7.12 To provide an appropriate transition between the proposed building and the small scale two storey terraced houses in Griffiths Road which adjoin the rear boundary, the building has been set 6m away from the rear boundary and the rear elevation has been stepped back in stages. These steps significantly reduce the visual impact of the building when viewed from the rear and this is considered in more detail within the section below.

- 7.13 The building is 27.5m wide across the Broadway frontage. The rear projection sited centrally is 14.6m in width, thus forming a T-shape, providing a separation distance of 7.7m to the boundary to the west and 5m to the east. This compares favourably with the 3m gap between the CIPD building and its own boundary. The setback is considered sufficient to compromising the future redevelopment of Highlands House to the east.
- 7.14 In design terms the current proposal is considered to be acceptable in terms of Adopted Core Strategy policy CS14 (Design).
- 7.15 Neighbour Amenity Issues  
The proposal has been amended since its original submission to reduce the impact on outlook from the residential properties in Griffiths Road to the rear of the site by reducing bulk and increasing distance from the rear boundary. Although the Council has no set standards in terms of distances for new commercial buildings from the rear of residential properties, the SPG relating to new residential development requires a 4m separation for 2-storey buildings and a 6m separation for 3-storey buildings between the flank wall and the curtilage of the garden of an existing dwelling.
- 7.16 The building has been designed to step down in height as it approaches the rear boundary. The projecting rear element is only just over half the width of the site (14.6m), which reduces its impact significantly. It has also been amended to increase the distance from the rear boundary. The ground and first floor levels are sited 6m from this boundary and over 23m from the rear elevation of the closest properties in Griffiths Road. A landscaping strip has been introduced along the rear boundary with gardens of residential properties in Griffiths Road to move activity away from the boundary and to provide a green buffer zone. The distance from the boundary increases at 2<sup>nd</sup>, 3<sup>rd</sup> and 4<sup>th</sup> floor level to 7m, 11m at 5<sup>th</sup> floor level 15m at 6<sup>th</sup> and 7<sup>th</sup> floor and 18.5m at 8<sup>th</sup> floor (except for the narrow glazed staircase). The building sits to the north of properties in Griffiths Road, therefore there would be no overshadowing, and there are no windows proposed within the southern elevation of the rear projection. The rear staircase would not be clear glazed. The closest windows looking south would be in the full width element of the building closer to the Broadway, which is over 48m away from the rear elevations of houses in Griffiths Road. The distance from the boundary with residential properties and the width of the building compares very favourably with the adjoining CIPD building, which is almost full width of the plot and is 5 commercial storey heights high within approximately 3m of the boundary.
- 7.17 The existing boundary of the car parking area with Griffiths Road is a low wall at the back edge of footpath, then the open parking and servicing area beyond. It is intended to provide a privet hedge and ground cover behind the front wall and a new higher boundary wall pushed back to the building line of houses in Griffiths Road with a gate, to improve the Griffiths Road street scene, providing a green frontage and screening views of parking and servicing.
- 7.18 Parking/Serviceing

The site has an excellent level of public transport accessibility (PTAL 6a) and is located in one of the most sustainable locations in the borough.

The existing vehicle access from Griffiths Road will be retained for parking and servicing. A total of 13 car parking spaces would be provided and 18 secure cycle parking spaces. This accords with the London Plan and the NPPF's approach to parking which supports the use of a restraint based approach, particularly in areas of high accessibility, unless highway impacts are considered to be severe. A condition requiring the provision of a car parking management plan has also been included in order to ensure that the car parking spaces are utilised efficiently.

Given the location of the site in this high PTAL area, and the nature of the use, it is anticipated that the majority of visitors will use sustainable forms of transport. The existing on-street car parking controls will also prohibit any overspill parking from the development for the majority of the day, operating from Mon-Sat from 8.30-18.30. There is the potential for some overspill parking issues, particularly on Saturday evening and Sunday daytime, but there will be sufficient flexibility included as part of the S.106 contribution that will be secured as part of the development to contribute towards a review of the on-street car parking controls if necessary. A Travel Plan would be required by condition to ensure that the hotel markets the hotel as primarily accessed by public transport.

A Delivery and Servicing Plan condition has been included, which will ensure that servicing will take place by vehicles of a suitable size in order to ensure that the turning movements do not impact on the on-street bays within the vicinity of the site. Large vans will have the ability to enter and turn within the site, whilst larger service vehicles will need to reverse into the site from Griffiths Road.

The proposal is considered to be acceptable in terms of Policy CS20.

#### 7.19 Sustainability and Environmental Impact Assessment Requirements

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

During the construction phase of the development it is proposed to source recycled products where possible, the use of locally sourced products where possible and the use of local labour. The proposed hotel would include heating and air conditioning controls to ensure usage is limited to times of need to avoid energy wastage. It is proposed to install air source heat pumps to heat and cool bedrooms with the possibility of heat recovery to pre-heat water. Solar shading would be provided to south facing windows to reduce cooling requirements. Lighting would be provided by low energy light fittings and lamps, including the use of LED's where suitable, including the installation of dimmer controls and lighting in bedrooms controlled by the guest's key card. 'A' rated catering goods would be installed and data logging measurement metres installed to accurately measure energy consumption.

The hotel would also be provided with water saving measures including collection of 'grey' water from bathrooms and refuse storage and recycling facilities would be provided on site. The development would also be expected to meet BREEAM (very good) standards.

7.20 Planning Obligations

The proposal involves the demolition of the upper floors of the building and the construction of additional floors to provide an eight storey building to provide a hotel above an existing bar use. A financial contribution of £50,000 will be required for environmental enhancements to the public realm in the area and / or the implementation (subject to consultation) of amendments to on-street parking controls within the vicinity of the site

7.21 Local Financial Considerations

The proposed development is liable for 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. **CONCLUSION**

- 8.1 The revisions to the design of the proposed hotel have addressed the reasons for refusal of the previous planning application for the redevelopment of this site. The design of the proposed hotel has undergone a series of enhancements and now has the unanimous approval of the Design Review Panel and is considered to be consistent with the Council's policies in relation to tall buildings. At the rear, the building is gradually stepped to reduce in height as it approaches the boundary with neighbouring residential properties and is not full width, but forms a T shape, to reduce its impact on outlook and is not considered to have sufficient impact on neighbour amenity to warrant refusal. It would replace unattractive, empty office space with an acceptable main town centre use as an adjunct to other town centre uses, providing an important facility for Wimbledon Town Centre within an area of high 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 developer making a financial contribution to sustainable transport initiatives and environmental enhancements to the public realm in the area (£50,000)
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
2. B.1 (Approval of Facing Materials/ 1:20 details of façade/sample panels)
3. B.4 (Details of Site Surface Treatment)
4. C.6 (Refuse and Recycling – Details to be Submitted)
5. C.7 (Refuse and Recycling – Implementation)
6. D.1 (Hours of Construction)
7. D.5 (Soundproofing of Plant and Machinery)
8. D.6 (Kitchen Ventilation/Extract Systems)
9. D.7 (No Open Storage)
10. D.9 (No External Lighting)
11. H.4 (Provision of Parking)
12. H.6 (Cycle Parking)
13. H.8 (Submission of Travel Plan)
14. H.9 (Construction Vehicles – Major Sites)
15. H.12 (Delivery and Servicing Plan to be Submitted)
16. H.11 Parking Management Strategy
17. Obscure glazing – rear staircase
18. Landscaping/rear boundary details
19. Hours of use – rear service area
20. Demolition method statement
21. No external lighting without prior approval
22. BREEAM – pre-construction
23. BREEAM – post-construction
24. Full details of changes to ground floor elevation – implementation prior to commencement of hotel use



25. Plant details

19. INF12 (Works Affecting the Public Highway)

Reason for Approval

The amended scheme has addressed the concerns raised by officers and the Design Review Panel and the current proposal is considered to be acceptable in design terms. The proposed building would not affect neighbour amenity to a degree that would warrant refusal and would also provide an important leisure and tourism facility and employment opportunities within Wimbledon Town centre. The proposal accords with the Council's Adopted Unitary Development Plan and London Plan Policies. The policies listed below were relevant to this proposal.

Adopted Merton Core Strategy (July 2011)

CS6 (Wimbledon Town Centre)  
CS7 (Centres)  
CS12 (Economic Development)  
CS14 (Design)  
CS15 (Climate Change)  
CS20 (Parking, Servicing and Delivery)

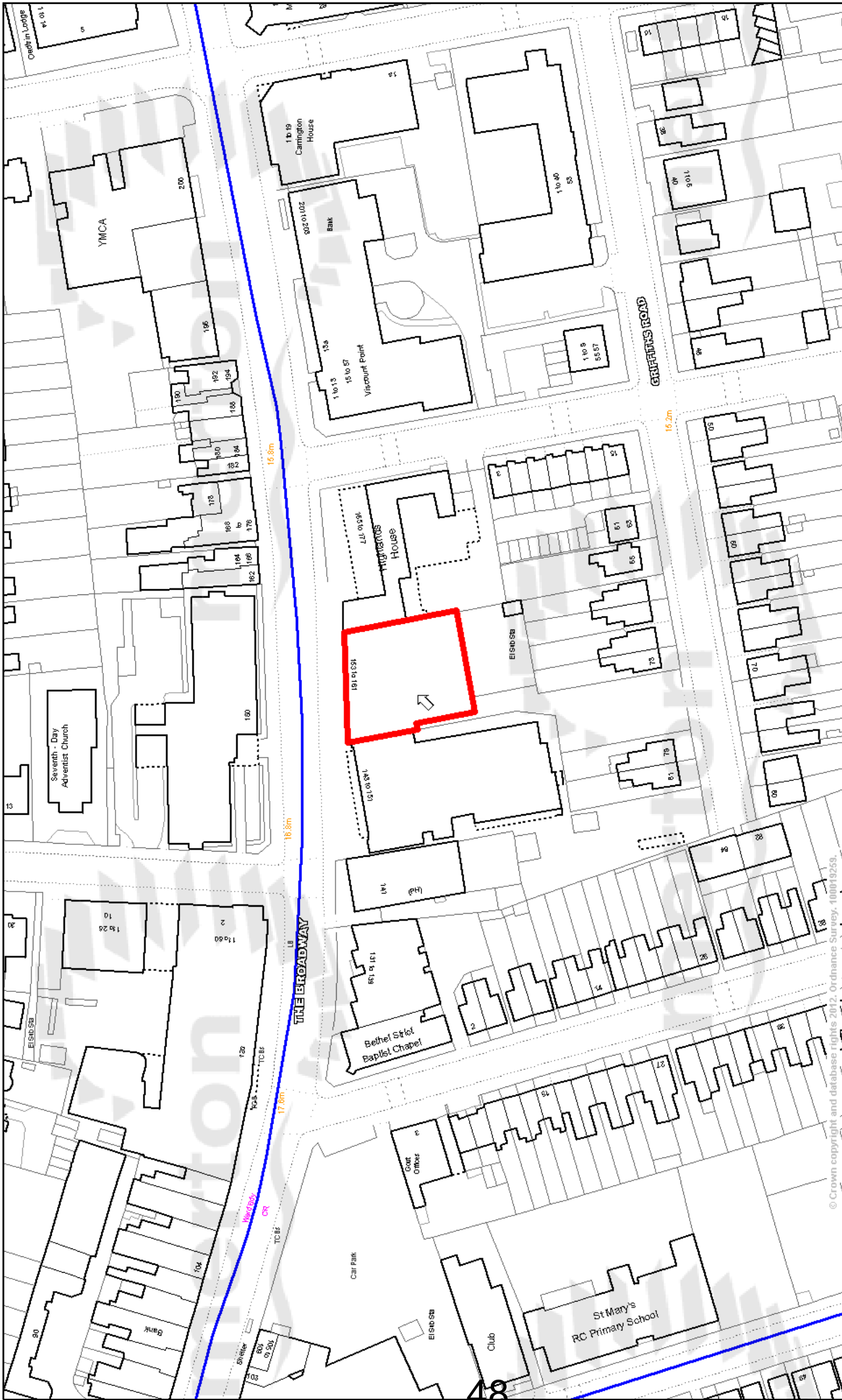
Retained policies within the Adopted Merton UDP (October 2003)

T.1 (Hotel Development)  
TC.1 (Promoting Development in Town Centre)  
TC.3 (Mixed Use Development)  
TC.6(Promoting Vitality and Viability)  
E.1 (General Employment Policy)  
E.2 (Access for Disabled People),  
E.6 (Loss of Employment Land)  
BE.15 (New Buildings and Extensions; Daylight, Sunlight, Privacy, Visual Intrusion and Noise)  
BE.16 (Urban Design)  
BE.22 (Design of New Development).

London Plan (July 2011)

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)

National Planning Policy Framework



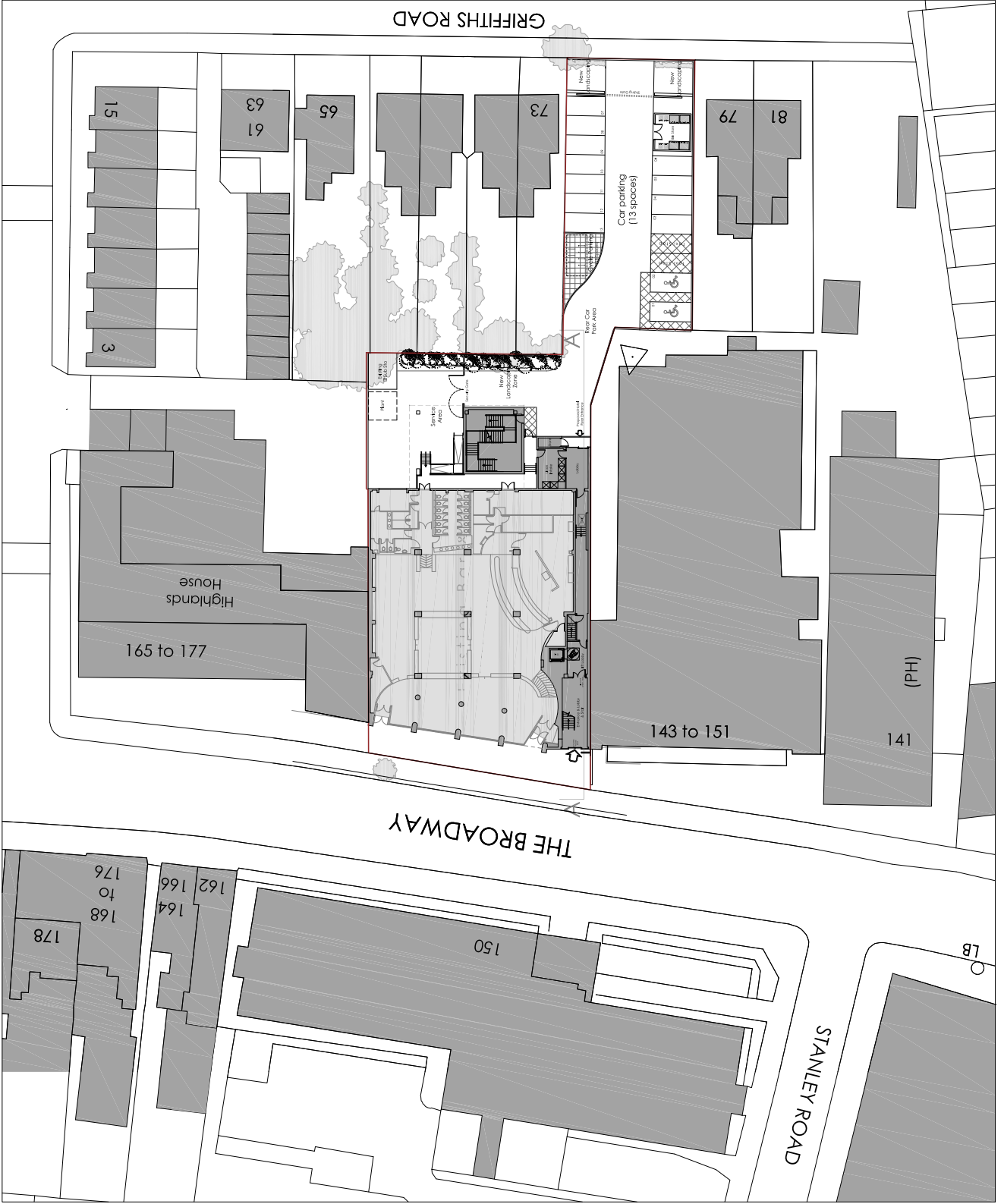
London Borough of Merton  
 100 London Road  
 Morden  
 Surrey  
 SM4 5DX

Scale 1/1250  
 Date 2/4/2013

153-161 The Broadway

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DEVELOPMENT CONTROL



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DRAWING STATUS:  
**03. PLANNING**

OTHER:  
01. PRELIMINARY  
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**03. FOR APPROVAL**

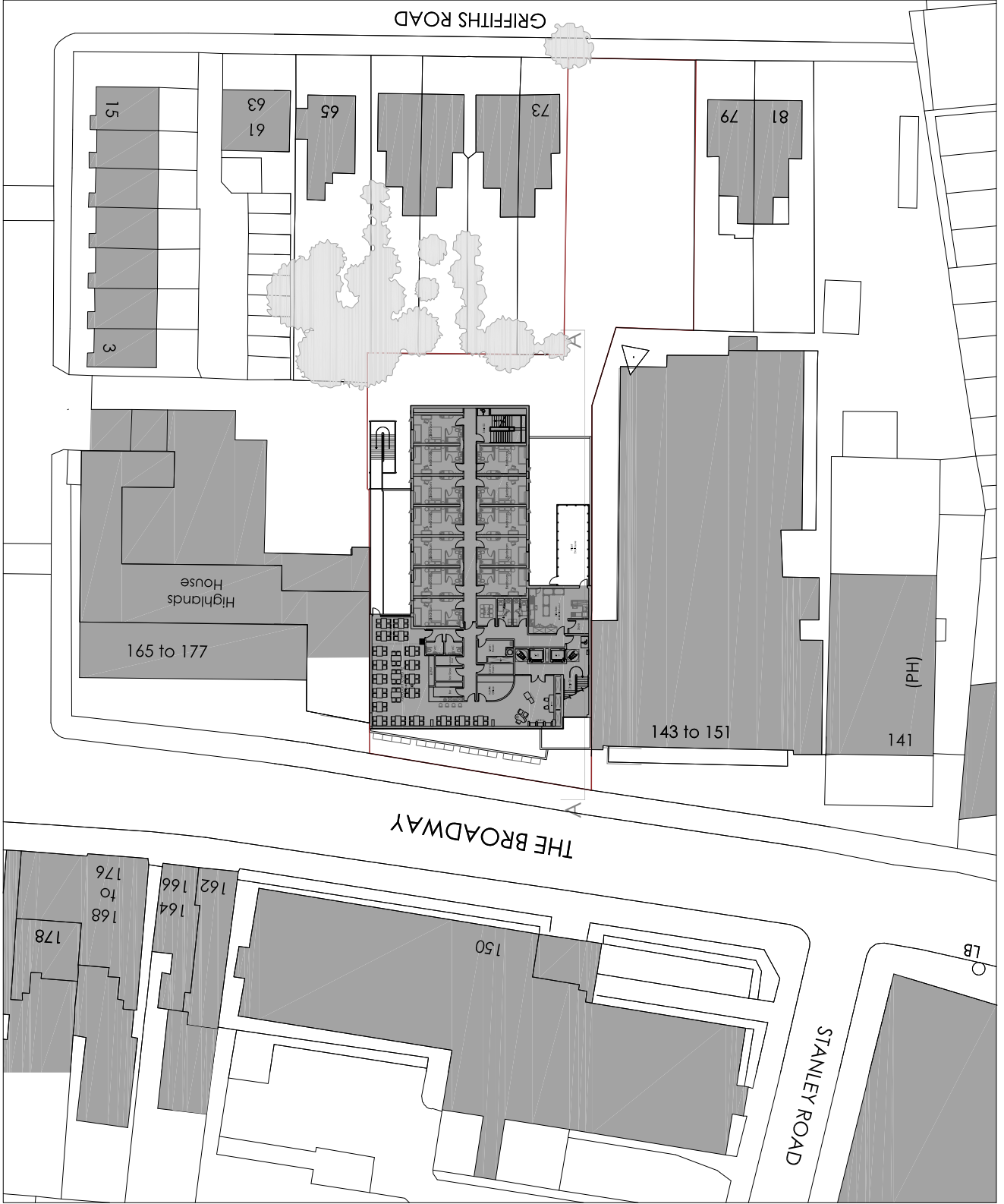
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PROPOSED HOTEL DEVELOPMENT  
155-161 THE BROADWAY  
WIMBLEDON  
LONDON

DRAWING TITLE:  
PROPOSED GROUND FLOOR PLAN  
INCLUDING INDICATIVE SURROUNDINGS

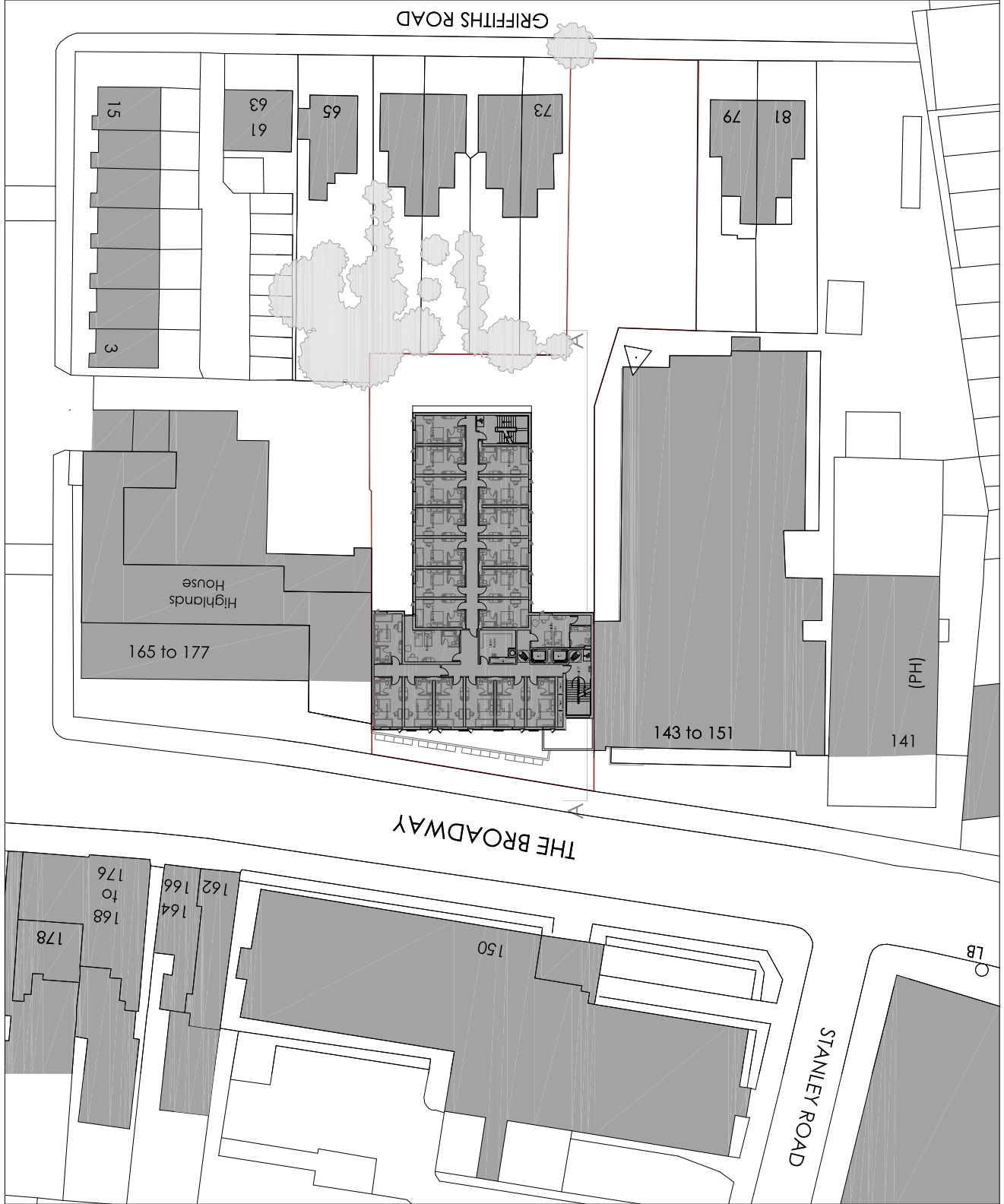
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PROJECT :				
PROPOSED HOTEL DEVELOPMENT				
155-161 THE BROADWAY				
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DRAWING TITLE :				
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02. FOR COMMENT  
03. FOR APPROVAL  
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PROPOSED HOTEL DEVELOPMENT  
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WIMBLEDON  
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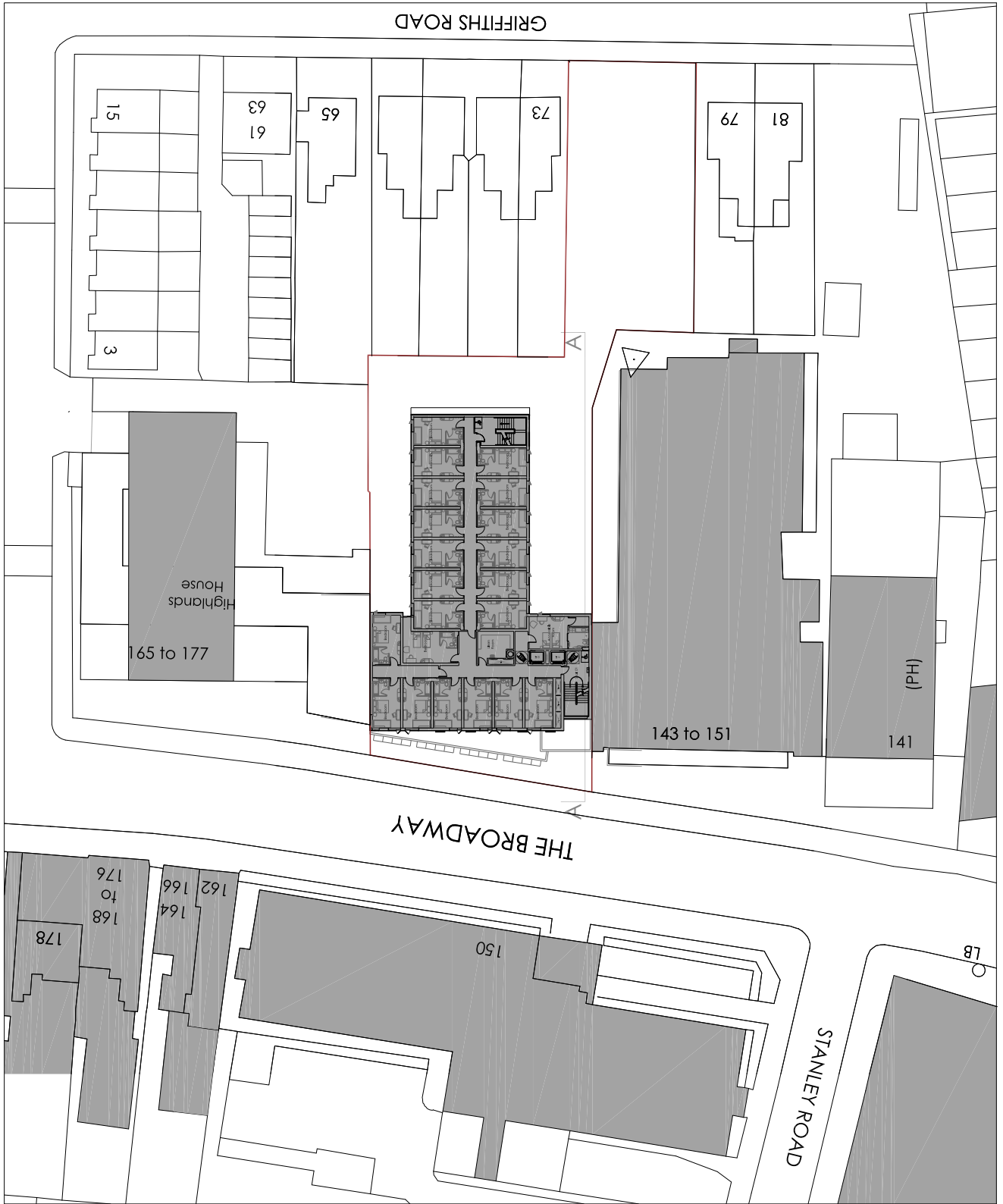
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PROPOSED HOTEL DEVELOPMENT  
155-161 THE BROADWAY  
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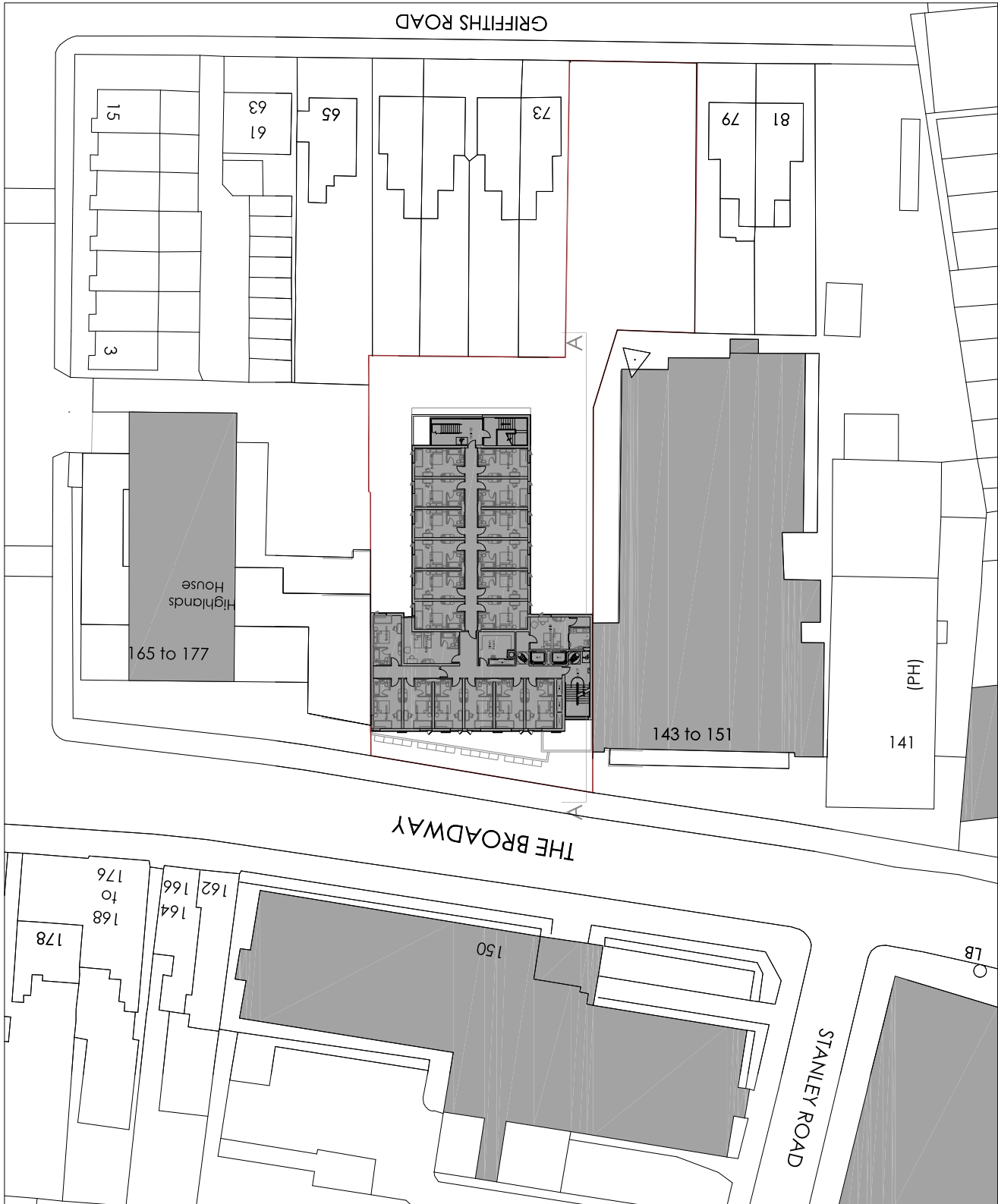
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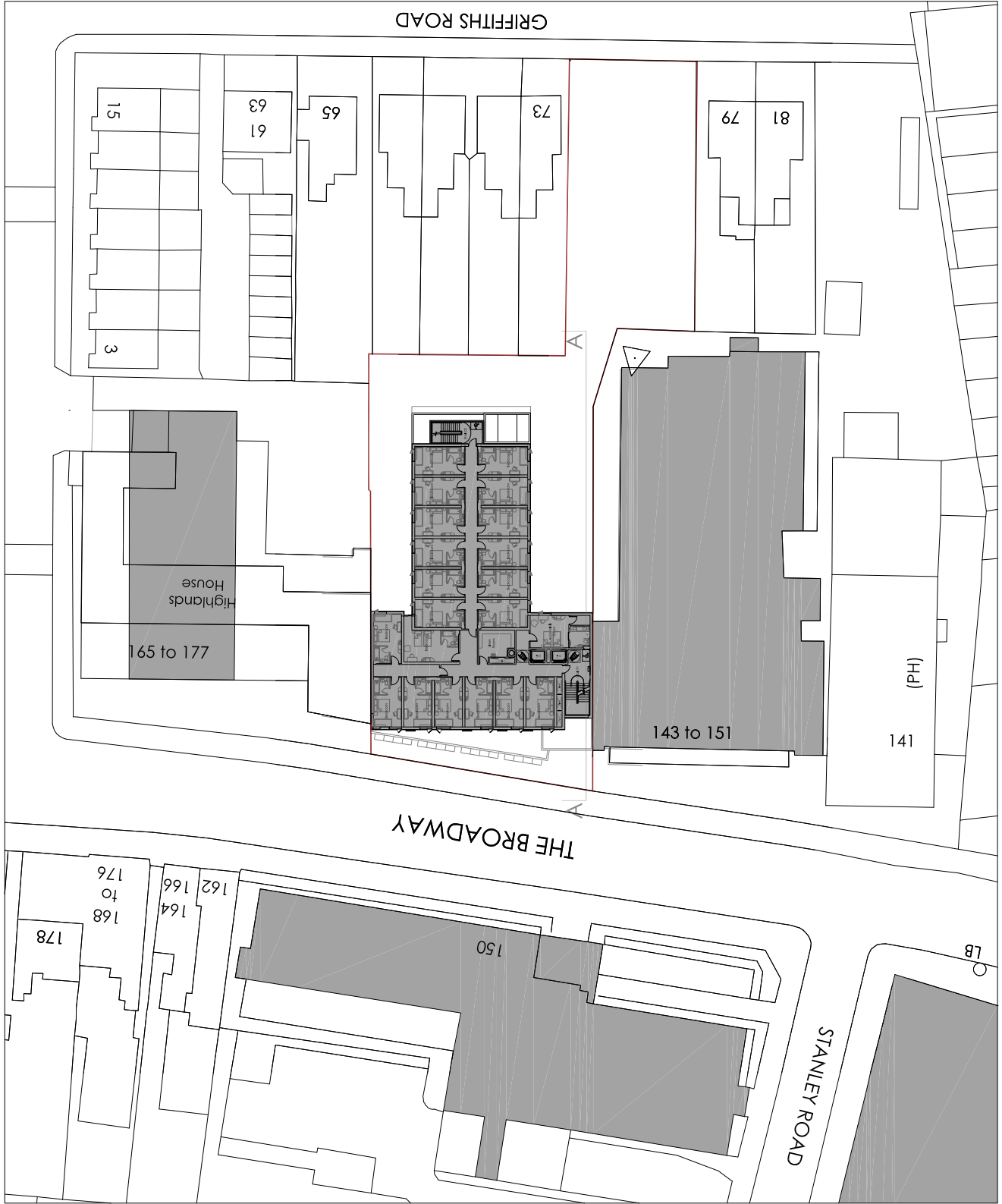
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PROJECT :

PROPOSED HOTEL DEVELOPMENT  
155-161 THE BROADWAY  
WIMBLEDON  
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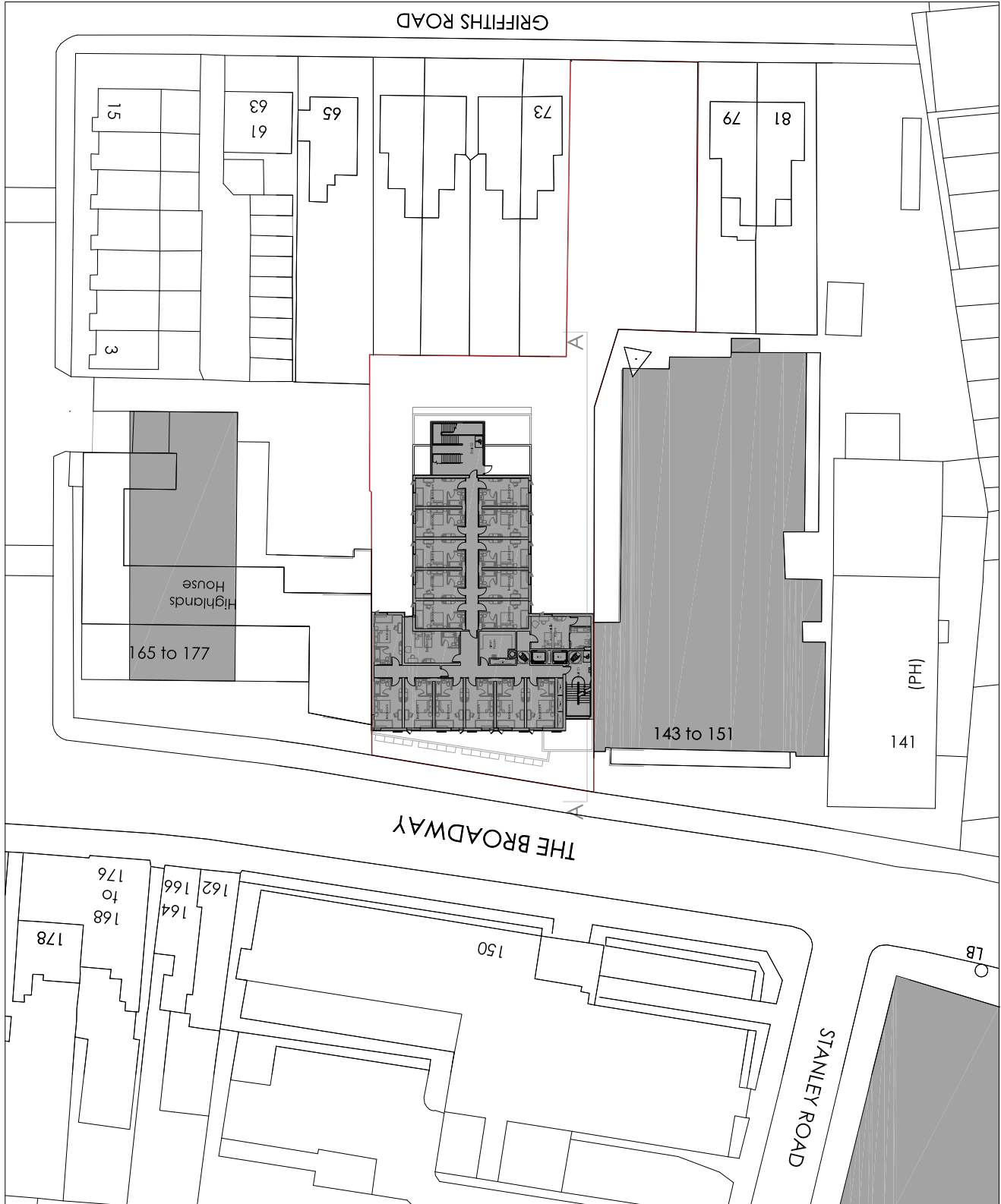
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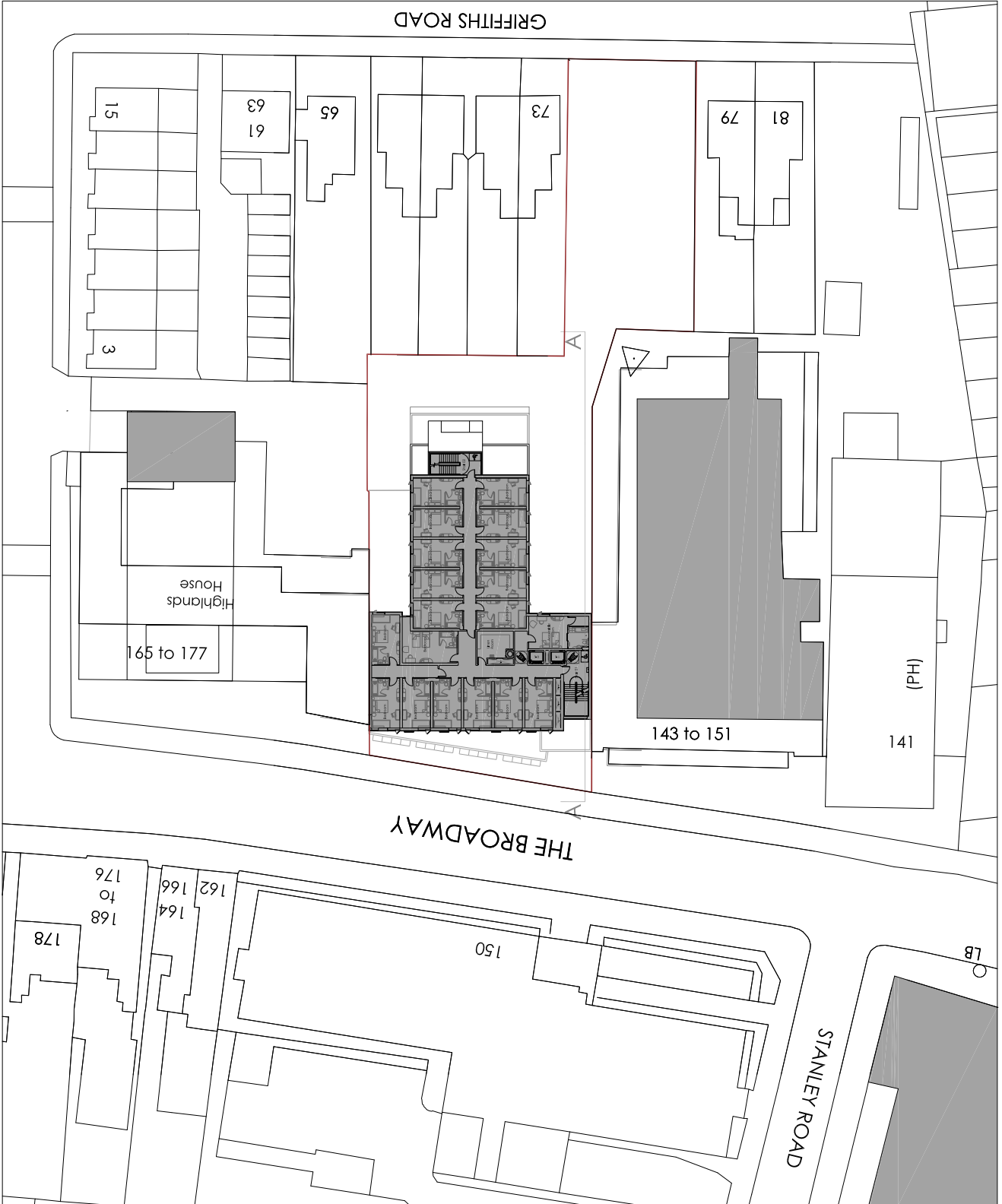
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PROPOSED HOTEL DEVELOPMENT  
155-161 THE BROADWAY  
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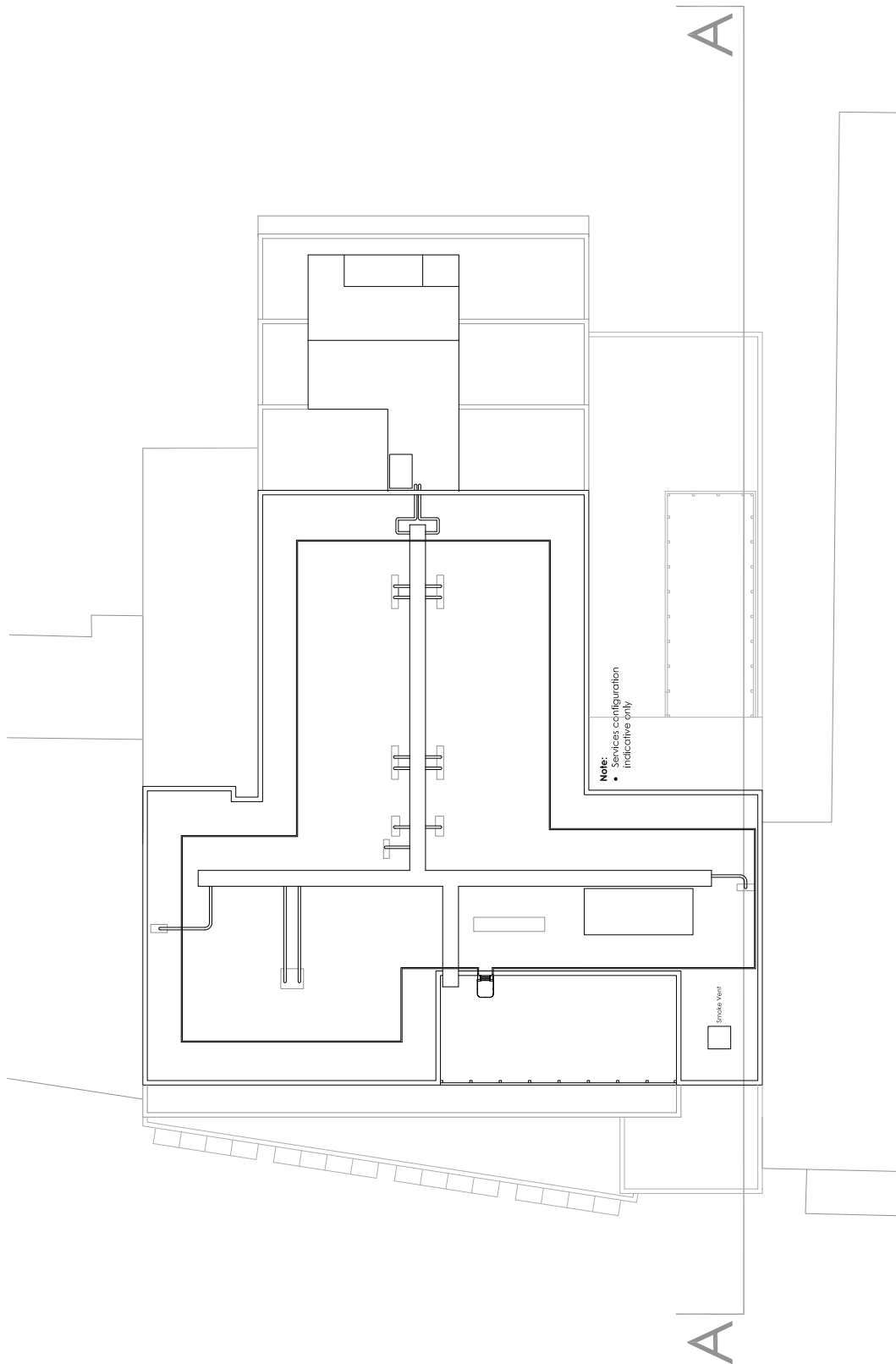
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01. PRELIMINARY	02. FOR COMMENT	03. FOR APPROVAL
OTHER:		
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PROJECT:		
PROPOSED HOTEL DEVELOPMENT		
155-161 THE BROADWAY		
WIMBLEDON		
LONDON		
DRAWING TITLE:		
PROPOSED SEVENTH FLOOR PLAN		
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D	12.01.12	REAR ESCAPE STAIR AREAS	NL
C	12.01.12	REAR ESCAPE STAIR AREAS	NL
B	12.01.12	DESIGN DEVELOPMENT UPDATES	NL
A	20.10.12	DESIGN DEVELOPMENT UPDATES	NL

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08. MECHANICAL  
09. ELECTRICAL  
10. PLUMBING  
11. HVAC  
12. LIGHTING  
13. FURNITURE  
14. LANDSCAPE  
15. EXTERIOR  
16. INTERIOR  
17. OTHER

**03 PLANNING**  
01. FOR CONCEPT  
02. FOR APPROVAL

**03 FOR APPROVAL**

PROJECT:  
**PROPOSED HOTEL DEVELOPMENT**  
153-161 THE BROADWAY  
WIMBLEDON  
LONDON

DRAWING TITLE:  
**PROPOSED ROOF PLAN**

**boyesfrances architecture**  
4th Floor, Greyfriars House  
15 Abchurch Lane  
London EC4A 3DF  
Tel: 020 205 8800 Fax: 020 205 9592  
Email: info@boyesfrances.com Website: www.boyesfrances.com

DATE: 03.11.11 SCALE: 1:100 @ A1  
JOB NO.: 4663 DRAWN BY: NL  
DWG NO.: PL-A1(09)01 REF: E

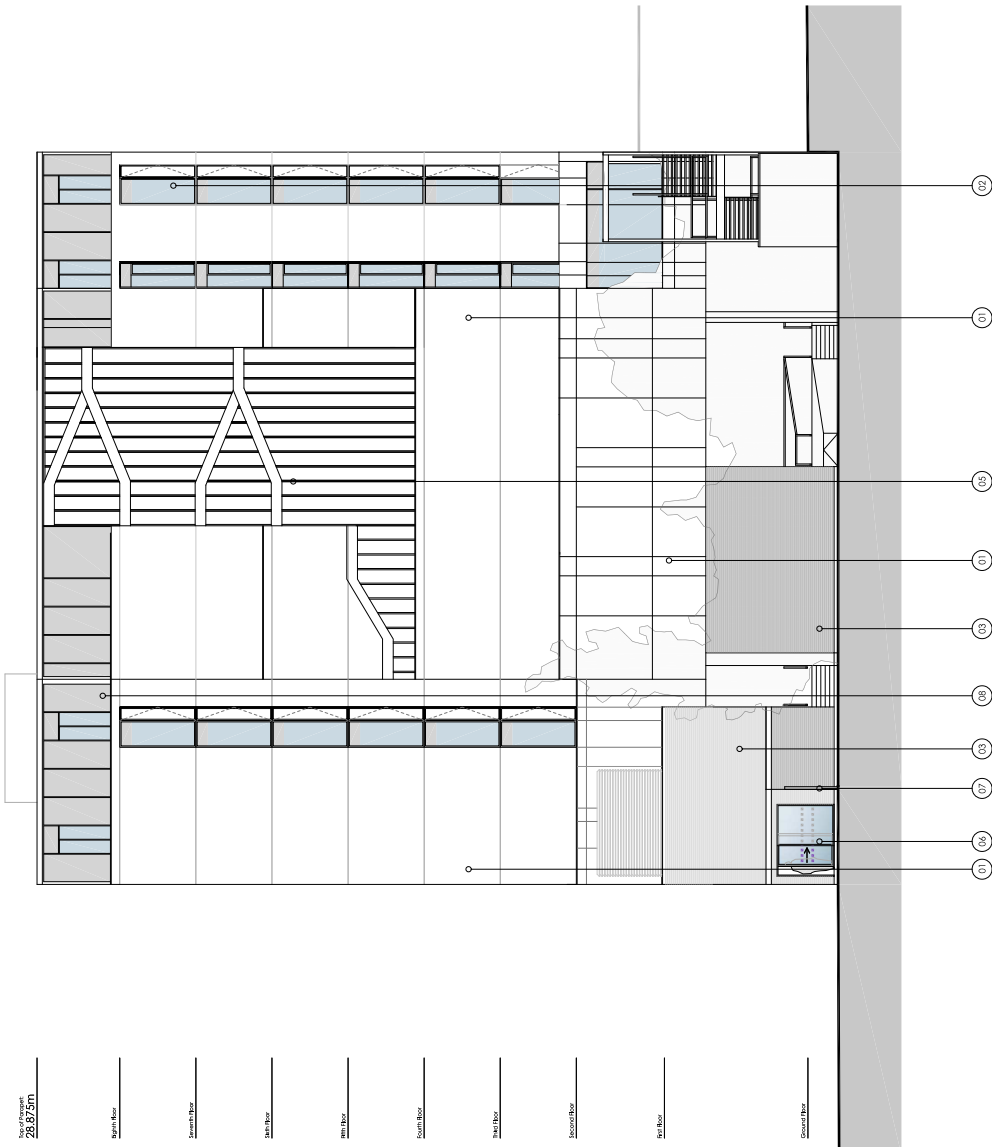
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**Proposed Roof Plan**


**Materials Key:**

- 01 Metal Rainscreen Cladding  
- colour: metallic, light bronze
- 02 PFC Aluminium Framed Window
- 03 Buff Facing Brickwork  
- colour: metallic, light bronze
- 04 Metal Rainscreen Cladding  
- colour: metallic, light bronze
- 05 Glazed System External Stair Enclosure
- 06 Glazed Curtain Walling
- 07 Timber Fencing
- 08 Glazed System  
Colour to be agreed
- 09 Signage Zone



REV	DATE	DESCRIPTION	BY
E	20.03.12	ISSUE FOR CONSTRUCTION BOUNDARY	SH
D	20.11.12	REAR ESCAPE STAIR REVISIONS	SH
C	19.09.12	DESIGN DEVELOPMENT UPDATES	NL
B	12.06.12	DESIGN DEVELOPMENT UPDATES	NL
A	20.10.12	DESIGN DEVELOPMENT UPDATES	NL

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PROJECT:  
PROPOSED HOTEL DEVELOPMENT  
153-161 THE ROADWAY  
WIMBLEDON  
LONDON

DRAWING TITLE:  
PROPOSED SOUTH ELEVATION

4th Floor, Greyfriars House  
153-161 The Roadway  
Wimbledon, London SW20 2RQ  
Tel: 020 2055 8000 Fax: 020 2019 9592  
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Registered Architect No. 47061 (England & Wales)

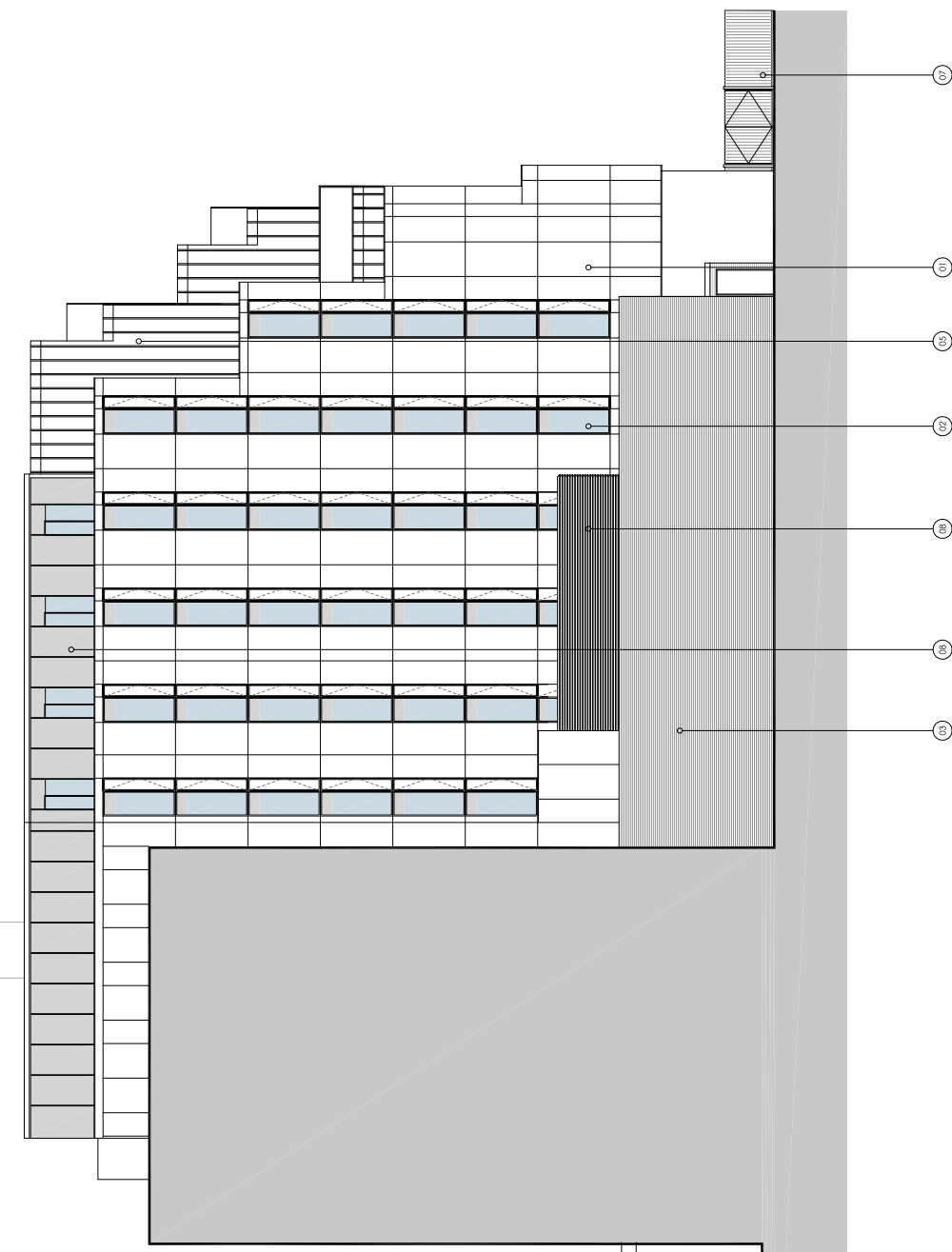
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Proposed South Elevation

- 1st Floor
- 2nd Floor
- 3rd Floor
- 4th Floor
- 5th Floor
- 6th Floor
- 7th Floor
- 8th Floor
- 9th Floor
- 10th Floor
- 11th Floor
- 12th Floor
- 13th Floor
- 14th Floor
- 15th Floor
- 16th Floor
- 17th Floor
- 18th Floor
- 19th Floor
- 20th Floor
- Basement
- Basement 1
- Basement 2
- Basement 3
- Basement 4
- Basement 5
- Basement 6
- Basement 7
- Basement 8
- Basement 9
- Basement 10
- Basement 11
- Basement 12
- Basement 13
- Basement 14
- Basement 15
- Basement 16
- Basement 17
- Basement 18
- Basement 19
- Basement 20



**Materials Key:**

- 01 Rainscreen Cladding
- 02 PFC Aluminium Framed Window
- 03 Buff Facing Brickwork
- 04 Not Used
- 05 Metal Mesh External Stair Enclosure
- 06 Glazed Curtain Walling
- 07 Timber Fencing
- 08 Glazed System
- 09 Signage Zone
- 10 Reflective Metal Cladding

REV	DATE	DESCRIPTION	BY
E	19.03.17	ISSUE FOR CONSTRUCTION BOUNDARY	SH
D	15.11.17	REAR FACADE STAIR WINGS	SH
C	19.09.17	DESIGN DEVELOPMENT UPDATES	NL
B	12.06.17	DESIGN DEVELOPMENT UPDATES	NL
A	20.10.17	DESIGN DEVELOPMENT UPDATES	NL

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03 PLANNING  
04. PRELIMINARY  
05. FOR COMMENT  
06. FOR APPROVAL

03 FOR APPROVAL  
PROJECT:  
PROPOSED HOTEL DEVELOPMENT  
153-161 THE BROADWAY  
WIMBLEDON  
LONDON

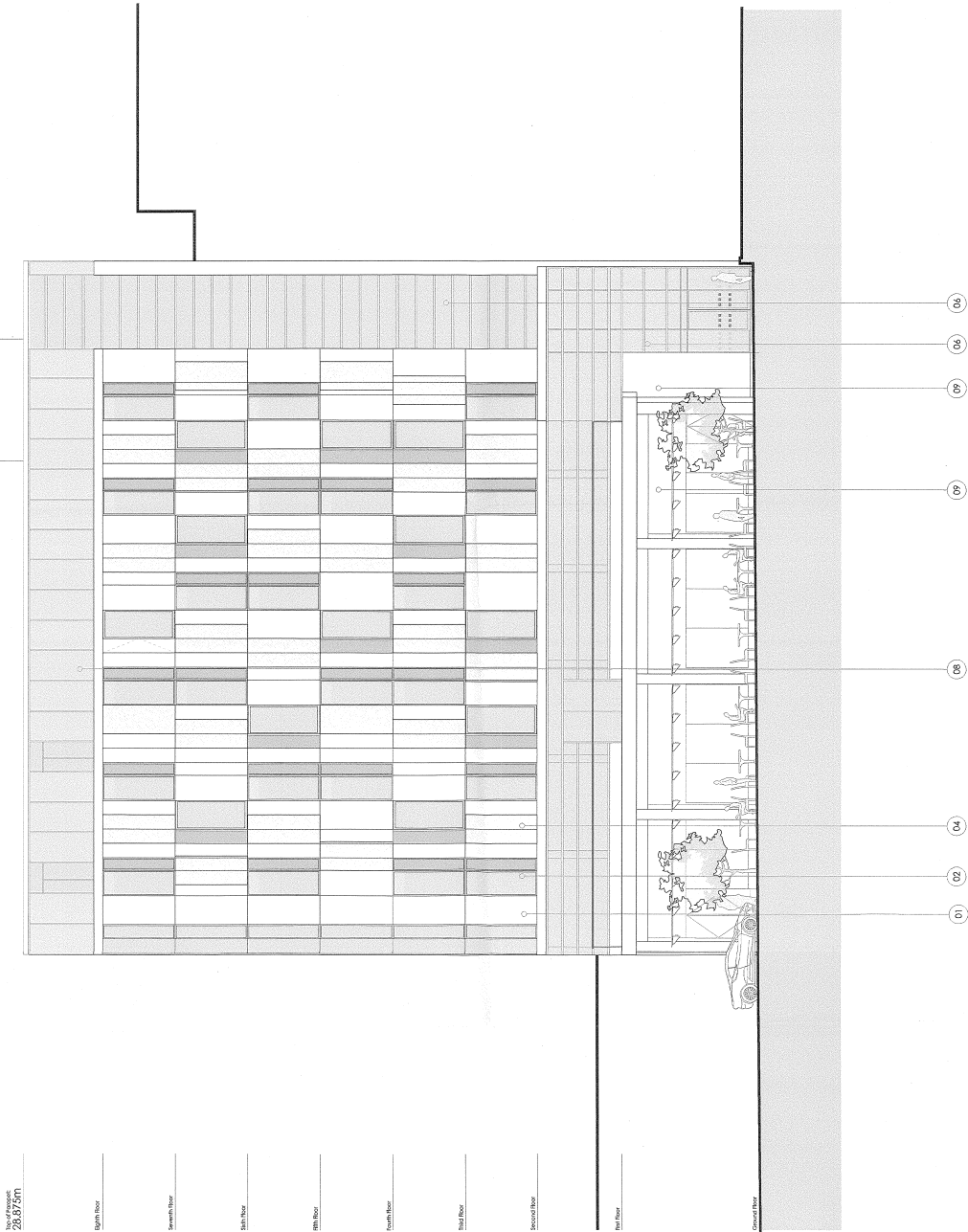
DRAWING TITLE:  
PROPOSED WEST ELEVATION

4th Floor, Greyfriars House  
153-161 The Broadway  
Wimbledon, London SW20 0NF  
Tel: 020 2055 8800 Fax: 020 2039 9592  
www.boyesfreres.co.uk  
Registered Office: 153-161 The Broadway, Wimbledon, London SW20 0NF (England, UK)

DATE:	03.11.11	SCALE:	1:100 @ A1
JOB NO.:	4663	DRAWN BY:	NL
DWG NO.:	PL-A1(09)017	REF:	E
CAD REFERENCE:			



Proposed West Elevation



- North of page 28.875m
- Ground Floor
- First Floor
- Second Floor
- Third Floor
- Fourth Floor
- Fifth Floor
- Sixth Floor
- Seventh Floor
- Eighth Floor

**Materials Key:**

- 01 Metal Rainscreen Cladding  
- colour metallic-coast bronze
- 02 PPC Aluminium Framed Window
- 03 Buff Facing Brickwork
- 04 Metal Rainscreen Cladding  
- colour metallic-light bronze
- 05 Glazed System External Stair Enclosure
- 06 Glazed Curtain Walling
- 07 Timber Fencing
- 08 Glazed System  
- colour not assigned
- 09 Signage Zone

REV	DATE	DESCRIPTION	BY
D	15.11.12	REVISE ELEVATIONAL REGION AND HOTEL ENTRANCE	NL
C	19.09.12	DESIGN DEVELOPMENT UPDATES	NL
B	12.06.12	DESIGN DEVELOPMENT UPDATES	NL
A	28.03.12	DESIGN DEVELOPMENT UPDATES	NL

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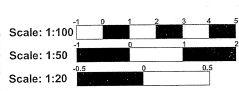
DRAWING STATUS:	DATE:	BY:
03 PLANNING	25 NOV 2012	NL

**03 PLANNING**  
 PROPOSED HOTEL DEVELOPMENT  
 153-161 THE BROADWAY  
 WIMBLEDON  
 LONDON

**03 FOR APPROVAL**  
 DATE: 03.11.11  
 SCALE: 1:100 @ A1  
 JOB NO.: 4663  
 DRAWN BY: NL

**PROPOSED NORTH ELEVATION**

4th Floor, Greyfriars House  
 153-161 The Broadway  
 WIMBLEDON, MIDDLESEX UB8 3AL  
 Tel: 020 2055 6000 Fax: 020 205 9992  
 Email: info@boysbusiness.co.uk  
 Registered Office: 15, Abchurch Lane, London EC4N 3DF (England & Wales)



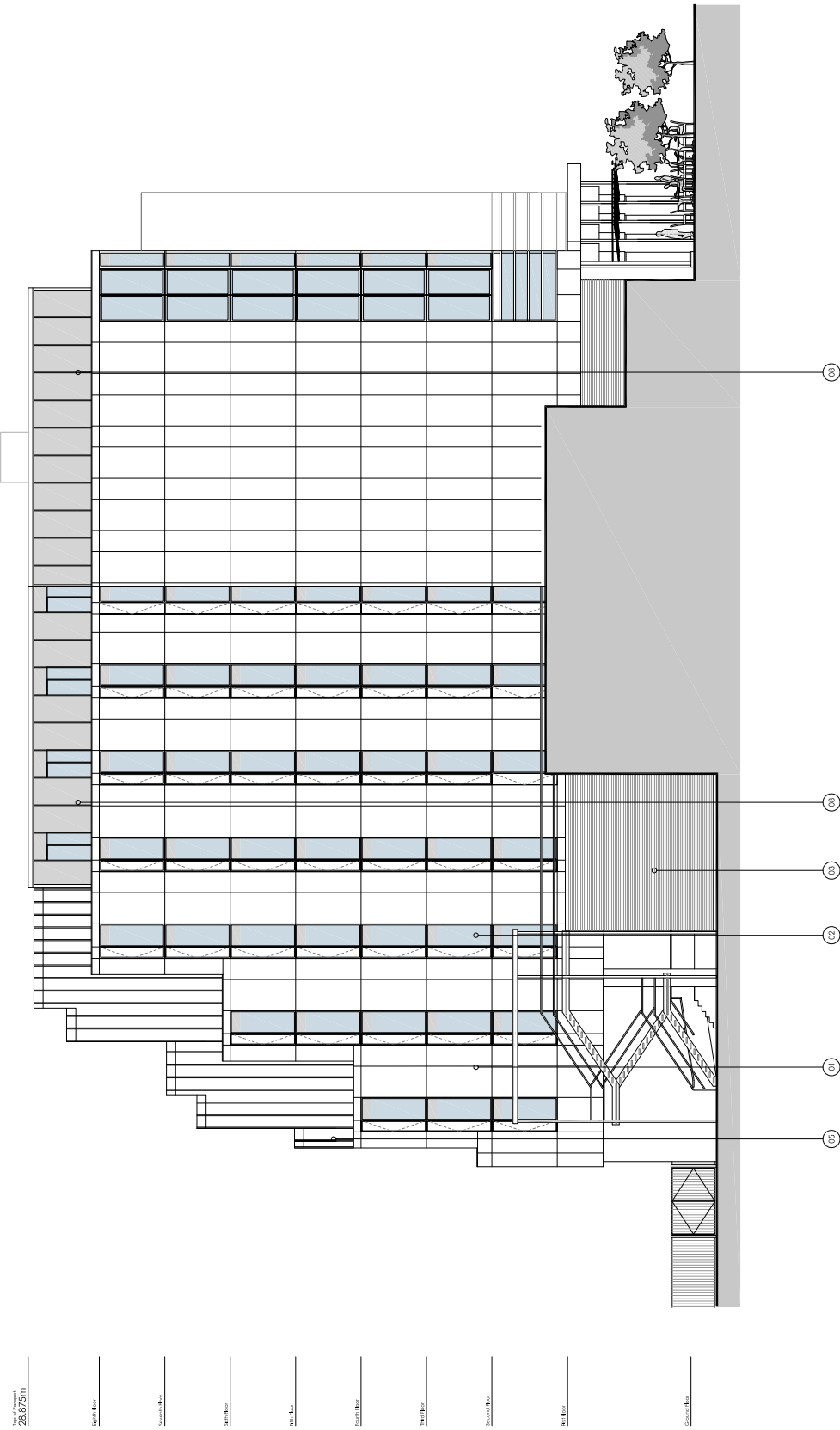
**AMENDED**



Proposed North Elevation


**Materials Key:**

- 01 Metal Rainscreen Cladding  
- aluminium, stainless steel
- 02 PFC Aluminium Framed Window
- 03 Buff Facing Brickwork
- 04 Metal Rainscreen Cladding  
- carbon metal, light bronze
- 05 Glazed System External Stair Enclosure
- 06 Glazed Curtain Walling
- 07 Timber Fencing
- 08 Glazed System  
Colour to be agreed
- 09 Signage Zone



- 01 Face of Facade  
28.875m
- 02 Signage Zone
- 03 Signage Zone
- 04 Signage Zone
- 05 Signage Zone
- 06 Signage Zone
- 07 Signage Zone
- 08 Signage Zone
- 09 Signage Zone

REV	DATE	DESCRIPTION	BY
E	28.03.17	ISSUE FOR CONSTRUCTION BOUNDARY	SP
D	20.12.16	REAR ESCAPE STAIR UPDATES	SP
C	19.09.16	DESIGN DEVELOPMENT UPDATES	NL
B	12.06.16	DESIGN DEVELOPMENT UPDATES	NL
A	20.03.16	DESIGN DEVELOPMENT UPDATES	NL

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01 DESIGN  
02 CONSTRUCTION  
03 PLANNING  
04 TRUCKS  
05 SIGNAGE

06 SIGNAGE  
07 SIGNAGE  
08 SIGNAGE  
09 SIGNAGE

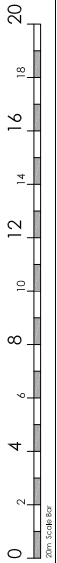
03 PLANNING  
04 FOR COMMENT  
05 FOR APPROVAL

PROJECT:  
PROPOSED HOTEL DEVELOPMENT  
153-161 THE BROADWAY  
WIMBLEDON  
LONDON

DRAWING TITLE:  
PROPOSED EAST ELEVATION

4th Floor, Greyfriars House  
153-161 The Broadway  
Wimbledon, London SW20 0NF  
Tel: 020 2055 8000 Fax: 020 2019 9592  
Email: info@boyesfreres-architects.com  
Registered Office: 153-161 The Broadway, London SW20 0NF (England, UK)

DATE:	03.11.11	SCALE:	1:100 @ A1
JOB NO.:	4663	DRAWN BY:	NL
DWG NO.:	PL-A1(09)015	REF:	E
CAD REFERENCE:			



Proposed East Elevation



# The Broadway Hotel

Wimbledon | Photo Montages



proposed view from Palmerston Road



proposed view looking West



proposed view looking West



proposed view from Kings Road



proposed view looking west



proposed view from Trinity Road