LAMBETH PLANNING APPLICATIONS COMMITTEE

Case Number: 13/02538/CON
Application Address: 638 - 640 Wandsworth Road
London

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L.B. Lambeth LA 190016338 2005
<table>
<thead>
<tr>
<th><strong>Site address</strong></th>
<th>638-640 Wandsworth Road, London, SW8 3JW</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ward</strong></td>
<td>Clapham Town</td>
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<tr>
<td><strong>Proposal</strong></td>
<td>Demolition of existing buildings to the rear, refurbishment and restoration of former Temporance Hall forming the retained frontage building and construction of part 3, part 5 and part 6 storey building (incorporating basement) for a new 92 bedroom hotel (Class C1) together with 18 car parking spaces. Provision of refuse storage and cycle storage</td>
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<tr>
<td><strong>Application type</strong></td>
<td>Full Planning Permission and Conservation Area Consent</td>
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<tr>
<td><strong>Application ref(s)</strong></td>
<td>13/02537/FUL &amp; 13/02538/CON</td>
</tr>
<tr>
<td><strong>Validation date</strong></td>
<td>2 July 2013</td>
</tr>
</tbody>
</table>
| **Case officer details** | Name: Nicholas Linford  
Tel: 020 7926 4069  
Email: njlinford@lambeth.gov.uk |
| **Applicant**          | MCO Developments Ltd                      |
| **Agent**              | GL Hearn                                  |
| **Considerations/constraints** | Conservation Area  
District Centre Boundary  
District Centre Primary Shopping Area  
Environment Agency Flood Zone  
Listed Building  
Smoke Control Area. |
| **Approved plans**     | Design and access statement (Harris Partnership); Heritage and Conservation Area Statement (Oxford Archaeology); Planning Statement (GL Hearn) Daylight and sunlight report (GL Hearn); Transport Assessment (Russell Giles Partnership); Travel Plan (Russell Giles Partnership); Noise Report (Adnitt Acoustics); Energy Statement (Applied Energy); BREEAM Pre-Assessment (Applied Energy); Utilities Statement (Applied Energy); Site Waste Management Plan (Anglo Holt); Flood Risk Assessment (Simpson Associates); Tree Survey (Duramen Consulting) 11336-021; 11336-022; 11336-027; 11336-028 Rev P; 11336-035 Rev I; 11336-036 Rev J; 11336-037 Rev I; 11336-038 Rev I; 11336-039 Rev I; 11336-040 Rev I; 11336-041B; 11336-042G; 11336-043; 11336-044 11336-V42G; 11336-V41H; 11336-V028P; |
13/02537/FUL

(A) Grant conditional planning permission subject to conditions and the satisfactory completion of a Section 106 agreement.

(B) To delegate the authority of negotiating and agreeing the final Heads of Terms for the Section 106 agreement to the Assistant Director of Planning and Development for completion by 28 March 2014. In the event that the Section 106 agreement is not completed in this time, the application shall be refused.

13/02538/CON

(A) Grant conservation area consent subject to conditions.

(B) That if the Local Planning Authority resolves to refuse the planning application (13/02537/FUL), the Conservation Area Consent application should be refused on the grounds that there is not a suitable comprehensive redevelopment scheme for the site which would benefit from planning permission. The loss of the existing buildings on the site would be harmful to the character and appearance of the Conservation Area.
Consultation

<table>
<thead>
<tr>
<th>Department(s) or Organisation(s)</th>
<th>Consulted? (y/n)</th>
<th>Date response received</th>
<th>Comments summarised in report? (y/n)</th>
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<tbody>
<tr>
<td><strong>Internal</strong></td>
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<tr>
<td>Planning policy</td>
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<td>Building Control</td>
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<td>Transport</td>
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<td>13/09/2013</td>
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<tr>
<td>Urban Design</td>
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<tr>
<td>Regulatory Services (Noise and pollution)</td>
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<tr>
<td>Regulatory Services (Food Safety)</td>
<td>Y</td>
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<td>Conservation and Design</td>
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<td>02/08/2013</td>
<td>Y</td>
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<td>STrreetcare</td>
<td>Y</td>
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<td>Crime Prevention Unit</td>
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<td>Parks and open spaces</td>
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<td>22/07/2013</td>
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<tr>
<td>Climate Consulting</td>
<td>Y</td>
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<td>Arboricultural Officer</td>
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<td>Planning Enforcement</td>
<td>Y</td>
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<tr>
<td>Brixton Town Centre Manager</td>
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<tr>
<td><strong>External</strong></td>
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<tr>
<td>Transport for London</td>
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<tr>
<td>English Heritage</td>
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<td>02/08/2013</td>
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<tr>
<td>London Borough of Wandsworth</td>
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<td>Environment Agency</td>
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<tr>
<td>Clapham Society</td>
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<td>Clapham Common Management Advisory Committee</td>
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<td>Friends of Clapham Common</td>
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<tr>
<td>Brommells Estate Residents Association</td>
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<tr>
<td>Macauley Court Residents Association</td>
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<tr>
<td>Thames Water</td>
<td>Y</td>
<td>04/07/2013</td>
<td>Y</td>
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**Background documents**

Case File (this can be accessed via the Planning Advice Desk, Telephone 020 7926 1180)

For advice on how to make further written submissions or to register to speak on this item, please contact Governance & Democracy by emailing democracy@lambeth.gov.uk or telephoning 020 7926 2170. Information is also available on the Lambeth website www.lambeth.gov.uk/democracy
1 Summary of Main Issues

1.1 The main issues involved in this application are:

- The principle of the redevelopment of the site.
- The acceptability of the use of the site as a C1 Hotel.
- The acceptability of the demolition of the existing rear buildings and the appearance of the proposed redevelopment.
- The acceptability of the refurbishment and restoration of the frontage building.
- Whether the layout, scale and appearance of the development relates satisfactorily to the site and the local centre
- The impact on existing surrounding listed buildings.
- The impact on the character and appearance of the conservation area
- The acceptability of the impact on residential amenity of adjoining buildings
- The capacity of the local highway network to accommodate the development as proposed.
- The sustainability of the proposed development.
- The suitability of the proposed planning obligations

2 Site Description

2.1 The application site consists of two very disparate buildings at the junction of Willard Street and Wandsworth Road close to the boundary with the London Borough of Wandsworth. The site is located in an area of mixed use and character and forms part of the District Centre which continues southwest towards Clapham Junction. Surrounding the site to the rear and the side is a four storey residential apartment block known as Shore House set back from Willard Street and set in spacious landscaped gardens. To the immediate southwest of the site is the continuation of the retail frontage terminating at Queenstown Road and then the mixed retail/residential uses of Queenstown Road.

2.2 The current site is 0.122ha in size and comprises the former Temperance Billiard Hall. The building was constructed around 1909 and was retained in this use subsequently, most latterly being operated by Riley’s, however, the building has now fallen into disrepair both internally and externally. Externally, the building has been shrouded by advertisement hoardings and is a negative contributor to the conservation area.

2.3 The front part of the building is of brick construction which has been rendered. There are overhanging eaves and gables. There is an octagonal cupola with octagonal finial for a pole support which creates the architectural significance of this building.

2.4 The rear part of the site consists of two halls parallel to the frontage with basements beneath over two to three storeys. There is no fenestration on the rear or side elevations. The eastern elevation faces on to the sharply sloping Willard Street to the side. The buildings are of red brick construction with gable ends and attractive detailing. To the immediate rear of the built footprint is an
The site is located within the Wandsworth Road Conservation Area. The building is not listed. The western boundary of the site wraps around the rear of 642 Wandsworth Road which is a public house known as Inigo. The boundary at the western side also adjoins the rear boundary around the curtilage of a Grade II group listed terrace at 2 – 26 Queenstown Road. The application site is not a building of local interest and there are no Tree Preservation Orders on or adjoining the site.

The site is well located for passenger transport with a bus stop immediately opposite the site for west bound traffic and further stops a short distance to the east and also in Queenstown Road and Cedars Road. Clapham Junction is a short distance resulting in a local PTAL level of 4 (Good). There is a marked servicing bay on street immediately in front of the property on Wandsworth Road.

### Planning History

#### 3.1
16.11.1955 – Conditional planning permission granted for the erection of a garage building in the yard at the rear of 638 – 640 Wandsworth Road.

#### 3.2
11.08.1967 – Erection of replacement staircase and new canopy to club at 638 Wandsworth Road.

#### 3.3
04.12.1967 – Conditional planning permission granted for the conversion of the ground floor shop premises at 638 Wandsworth Road to the lobby, lounge, amusements area and office and alterations to the front and side elevations.

#### 3.4
01.03.1968 – Conditional planning permission granted for the execution of alterations and improvements to the frontage and the elevations at 638 Wandsworth Road and the cladding of the oil storage.

#### 3.5
23.08.1979 – Conditional planning permission granted for alterations to fascia and windows of Mecca Social Club.

#### 3.6
29.09.1982 – Conditional planning permission for the use of the bingo and social club at 638 Wandsworth Road as a snooker club.

#### 3.7
30.08.1989 – Conditional planning permission granted for the use of part of the ground floor as an amusement centre (88/02191/PLANAP).

#### 3.8
09.04.1990 – Conditional planning permission granted for the use of part of the ground floor as an amusement centre (89/00673/PLANAP).

#### 3.9
27.04.1993 – Refusal of advertisement consent for the installation of one non illuminated 48 sheet poster advertisement (93/02108/PLANAP)

#### 3.10
12.06.1996 – Refusal of advertisement consent for the erection of a non-
illuminated advertisement poster panel on the eastern elevation (95/02655/PLANAP).

3.11 15.01.2002 – Refusal of advertisement consent for the erection and display of a double sided internally illuminated projecting box sign (01/02688/ADV).

3.12 26.05.2006 – Refusal of advertisement consent for the display of internally illuminated vertical projecting sign and new fascias with illuminated lettering and associated works (06/00526/ADV)

3.13 15.08.2006 – Conditional advertisement consent granted for the display of new fascia signage at 1st and ground floor levels including new halo illuminated lettering, relocation of existing poster signage and display of 5 non-illuminated logos (06/02014/ADV)

3.14 15.08.2006 – Conditional advertisement consent granted for the display of a internally illuminated projecting sign (06/02015/ADV).

4 Proposal

4.1 Planning permission is sought for the demolition of the existing brick built halls to the rear of the site and the erection of a part three, part five, and part six storey (incorporating basement parking and service yard) building to accommodate a 92 bedroom hotel, the restoration, refurbishment and alterations to the retained original Temperance Billiard Hall to the frontage in Wandsworth Road. The application also proposes a car parking area for 18 cars and servicing.

4.2 The existing frontage building would retain its existing basement and this would be extended across the site. Secure off road parking would be provided for the hotel visitors only accessed via the lower sub basement level with a direct new access from Willard Street. Cycle parking is to be provided to the rear of the site, principally for staff. Four bedrooms are to be provided at basement level. At the ground floor level a new restaurant would be provided along with hotel reception facilities. The upper levels would provide the principal hotel bedroom accommodation. 10% of on site car parking would be accessible to the disabled and 7.5% of all rooms will be accessible to disabled guests.

4.3 The existing frontage building would have its sheet metal hoardings and the advertisement paraphernalia removed. At the ground floor, the existing openings will be retained and new windows would be installed in accordance with the known historic window shape and design with canopies above. New colonnade detailing will be added to the front elevation to reflect the known historic elevation. Existing banding, panelling and detailing to the colonnades will be upgraded and restored. New mosaic tiling would be added around the central public entrance to the building although a new entrance will be created to the right centre of the front elevation. At the first floor level, the stained glass window in the central tower section would be retained and windows across the front elevation will be replaced and restored. The cupola would be refurbished and retained.
4.4 In the flank elevation, the existing window openings would be altered and new windows installed in accordance with the historic shape and glazing design at both ground and first floor levels. A replacement tile plinth would be added to the exterior of the building on the Willard Street elevation below the cill level of the ground floor windows.

4.5 The frontage building would be visually and significantly different to the replacement building at the rear. Immediately adjoining the frontage building will be a part glazed and part zinc clad structure. When viewed from the front, the background to the cupola would be a glazed section although the backdrop to the breadth of the frontage building would be the zinc standing seam panels. However, when viewed from the eastern flank, the principal new hotel building would be separated from the frontage building by a fully glazed elevation.

4.6 The principal public elevation to Willard Street would be constructed from zinc and London Stock brick. The brick area would appear as two subordinate areas of three storeys and two storeys (the latter at the bottom of the slope). The massing of these would be treated in such a way that they would appear as town houses which are comparable to the local vernacular within Clapham Town Ward. Each level would be separated by a recessed banding. Above and separating these brick elements would be two storeys of standing seam zinc cladding which would step down to reflect the drop in levels.

4.7 When viewed from the rear, the site would present as a combination of materials, heights and massing with the use of London Stock brickwork, zinc cladding panels and darker grey flat panel cladding.

4.8 It should be noted that the ground floor level at the Wandsworth Road frontage is at 7.3m AOD and that Willard Street drops down to 4.5m AOD resulting in a levels decline of 2.8m. Therefore at the rear most point of the development, the building would be approximately 20.00m above AOD giving it a ground to roof height at this point of 15.5m, however the central section immediately behind the frontage building would be 23.00 above the AOD.

4.9 The scheme aims to provide employment for 32 full time positions and 5 part time positions.

4.10 The scheme would provide for 18 on site car parking spaces for guests including 2 spaces for disabled guests and five cycle parking spaces. The Transport Assessment indicates that the site would need to be serviced by 2 HGV movements per day which would utilise the existing marked on street service bay on Wandsworth Road.

4.11 In respect of sustainability, the scheme proposes energy efficiency measures through construction and operation, the installation of a gas fired Combined Heat and Power plant and the use of Air Source Heat Pumps.

4.12 A on site waste storage area of 35sq.m will be provided which would be accessed from the basement car parking area.

4.13 Conservation Area Consent is sought for the demolition of the existing buildings
5 Consultations and Responses

5.1 The occupiers of a total of 1038 neighbouring properties were notified of this application on two occasions. The first consultation period took place in July 2013 and following amendments in November 2013, further consultation was carried out in December 2013 and January 2014.

5.2 Site notices were erected and displayed in Wandsworth Road, Queenstown Road, the Chase and Willard Street. A press notice was published in July 2013 and December 2013.

5.3 The Council has as a result of the consultation exercise received 16 representations comprising 9 objections and 7 letters of support which will be discussed in a later part of this report.

Internal consultation

5.4 Planning policy: No comments have been received during the course of this planning application.

5.5 Conservation and Urban Design: Objections were initially raised to the scheme on the basis that the scheme involved the demolition of elements of the site which were considered to be positive contributors to the Conservation Area and the public benefits which would need to be realised to comply with the NPPF were not being achieved. In this case, the benefit which would offset the loss would be the substantial and acceptable historical restoration of the frontage building. Following amendments and interpretation of original drawings of the last known 'good or preserved state of the building', it is now considered that the NPPF benefits are being realised by the scheme.

5.6 Transport Planning: An on balance expression of support has been received from transport planners in relation to this scheme. The proposal seeks to provide 18 car parking spaces within the site boundary, however, the Travel Plan indicates that full or high capacity operation and occupation of the hotel could lead to overspill car parking within the local highway network. However, it should be noted that the parking survey supporting the Travel Plan does not assess local conditions for streets within the London Borough of Wandsworth jurisdiction and therefore the baseline conditions may, in reality be far better that that described within the Travel Assessment. Furthermore, the applicant will be asked to ensure that the Travel Plan incorporates robust measures to ensure that on street parking outside the hours of the CPZ operation is limited.

5.7 Streetcare: Further information is required to demonstrate how the waste that is stored between collections is moved from the storage area to the collection vehicle.

5.8 Crime prevention: No comments received

5.9 Noise pollution: No comments received
5.10 **Food safety:** No objections subject to conditions

5.11 **Arboriculture:** No comments received. However the parks and open spaces officer holds no objection to the scheme subject to a condition relating to ecological assessment.

5.12 **Climate consulting:** No comments have been received from this consultee. Comments were received however, from the Energy Strategy officer through the pre-application process. The officer has advised that the application has followed the energy reduction hierarchy as encouraged and proposes to make energy efficiency a significant part of the design and change of use of the building. Given the state and condition of the buildings and the nature of the scheme as a re-use rather than a rebuild, it is not feasible to achieve the 20% renewables target. However, given the measures taken, the strict adherence to the energy hierarchy, the use of the Code for Sustainable Homes and BREEAM, it is considered that adequate commitment would be made to meeting these obligations.

### External consultation

5.13 **Transport for London:** No objections

5.14 **The Environment Agency:** No objections.

5.15 **Thames Water:** No objections

<table>
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<tr>
<th>No. of Letters sent</th>
<th>No. of Objections</th>
<th>No. in support</th>
<th>Comments</th>
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<td>1038</td>
<td>9</td>
<td>7</td>
<td>0</td>
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</table>

**Objections:**

- The proposed development would block light to occupants of Marlow House which is situated opposite the application site.  
- The construction of a hotel would bring noise and traffic pollution to the area.

**Council’s Response:**

- Marlow House is situated to the south of the site and would not be significantly affected by any loss of sunlight with north facing windows not being tested by the BRE guidelines. With respect to daylight, the main form and massing associated with the proposed development is sufficiently separate from Marlow House which is to the south and it is considered that the daylight impact would not be so great as to warrant the refusal of planning permission.

- The noise and disruption through the construction of a development is not a material planning consideration. However, a Construction Management Plan would be sought through planning condition to ensure construction traffic routing, plant, equipment and hours of construction are suitable for the specific local transport and highway...
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<tr>
<th>Conditions and also residential amenity.</th>
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<tbody>
<tr>
<td><strong>The proposed development would cause overlooking.</strong></td>
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<tr>
<td>Hotel bedroom windows which are considered to result in overlooking to existing properties particularly in Wandsworth Road (evens) and Queenstown Road will be required to be fixed with obscure glazed and this would be fixed by condition.</td>
</tr>
<tr>
<td><strong>There would be inadequate on site parking provision within the hotel development with insufficient parking in the local area.</strong></td>
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<tr>
<td>The car park would provide spaces for 18 cars including two disabled car parking spaces. The applicant has identified a worst case scenario where the maximum expected occupancy would lead to an additional 10 vehicles having to be accommodated within the local highway network. Transport Planners have advised that the appraisal of local parking stress has established that there is also sufficient capacity within local streets within the LB Wandsworth which have not been factored into the on street availability which is considered to indicate that there would not be significant harm to parking stress within the local area and any overspill cars could be accommodated locally on the street.</td>
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<td><strong>The hotel would give rise to local traffic congestion, given that deliveries to the existing Tesco and Sainsbury's stores block the highway on a regular basis.</strong></td>
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<td>There is a marked loading bay on the street directly outside the hotel which would be used for refuse collections and also servicing and delivery for food, linen and other hotel consumables. It is considered that subject to compliance with a servicing and delivery management plan, the hotel's servicing requirements can be satisfactorily managed within the context of the two supermarkets in this part of Wandsworth Road.</td>
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<tr>
<td><strong>Concern that the hotel may be used as short term accommodation for homeless on a hostel basis.</strong></td>
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<tr>
<td>Planning permission is sought for the demolition of some of the buildings and the erection of new buildings to be used in C1 hotel use. It is not anticipated that the Council will use the hotel for short term lets and it is considered that the C1 use is acceptable in this location.</td>
</tr>
<tr>
<td><strong>The proposed development arranged over 6 storeys would give rise to a loss of daylight and sunlight in Queenstown Road.</strong></td>
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<tr>
<td>In conclusion the proposed development would be give rise to noticeable reductions in the daylighting to a number of residential units in buildings around the site including Shore House to the north and Queenstown Road to the south. There are some acknowledged discrepancies in line with the BRE guidelines. This impact is more particularly sensitive in relation to a small number of single aspect properties in Queenstown Road which have habitable rooms facing the development. The 3rd party appraisal has advised that the Local Planning Authority should have regard to the BRE guidelines and the most recent publication within which they are set out. It advises that in an urban environment, it would be realistic to engage</td>
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flexibility and accept that some forms of development would not be compliant with a strict application of all the recommendations, guidelines and testing imposed by the BRE. The Local Planning Authority should provide its own benchmark values applicable to a site and its circumstances on which to base its own assessment of the acceptability of a scheme.

In this case, the property is located in a local centre where there is a locally increased level of density commensurate with the land uses present in the locality, the level of accessibility and the proximity to bus routes and railway stations. Furthermore, the issue of residential amenity such as sunlight and daylight must be taken as one planning consideration in the planning policy assessment of the scheme and it should in this case be necessary for the proposed development to rely on the other overarching planning benefits associated with the application including the potential for regeneration of a derelict site, economic rejuvenation, the likelihood of providing new employment opportunities and the enhancing the vitality and viability of the site. It is recommended therefore that in this particular case, notwithstanding the considerations above should not be refused on sunlight and daylight grounds.

<table>
<thead>
<tr>
<th>The proposed development arranged over 6 storeys would cause a loss of outlook to the properties in Queenstown Road.</th>
<th>The element of the proposed development closest to the rear boundary of Queenstown Road would be arranged over three storeys including the basement car park and two storeys of guest bedrooms above. This element would be set 4m from the red line site boundary. This element of the proposed development would have a height of 11.0m which would be very similar to the height of the current building which is just under 11.0m in height at its gable end facing the rear of Queenstown Road. This part of the development would have a flat roof depth of 7.0m before the upper element of the hotel building facing to Willard Street commences. This section would have a height of 8.0m. However, Given the separation from the boundary of the red line site of 11.0m and the back garden depth of the Queenstown Road properties, it is considered that in the most part, the form, massing, size and impact of this scheme and its relationship with the boundary and with Queenstown Road can be considered to be very similar to the existing buildings on the site.</th>
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<tr>
<td>The development of a hotel in this location would cause and create opportunities for the crime and disruption in the locality given the proximity</td>
<td>The hotel proposes a 24 hour reception with restaurant and bar within for its guests. Previous concerns about the anti social behaviour arising from A4 uses to the north in Wandsworth Road have been considered and it is recognised that the site is close to Clapham High Street with dispersal from these areas passing the application</td>
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of Clapham High Street. site. However it is consider that compliance with both a Customer and Crime Management plan and also a restriction on the hours that non-hotel guests can use the premises would be appropriate to preventing the impacts that gave rise to this concern. This plan can be secured by condition.

<table>
<thead>
<tr>
<th>The size and height of the extension (to the frontage building) is considered to be too big (objection made in September 2013)</th>
<th>The extension has been modified particularly in relation to the elevation facing onto Willard Street. The proposed amendments relieve the visual dominance of the façade to this street with the lower half of the building comprising town house form and scale becoming more visually prominent and the large zinc roof elements becoming smaller. The scheme also retains a set down from the front of the site to the rear allowing a better response to changing levels.</th>
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<tr>
<td>The size and height of the hotel is too big and the rear extension proposed is out of keeping with the surroundings and not of intrinsic merit.</td>
<td>The site is located in an area of significant architectural variety with very little consistency in respect of the context, particularly between the junction of Queenstown Road and Willard Street. The scheme seeks to retain, refurbish and restore the building of historical, local and architectural significance. The extension to the rear has been designed to be as visually detached as possible to allow for the quality and character of the building to be the most prominent. The massing of the proposed building does not significantly differ from Shore House and would not be necessarily incongruous within this location.</td>
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<td>The original façade of the frontage building would be overwhelmed by this development.</td>
<td>Due to the height and positioning of other buildings within the Wandsworth Road streetscene, from many views, the frontage building would still be the most visually dominant aspect within the terrace of buildings between Queenstown Road and Willard Street. Nevertheless, the most evident views will be along Wandsworth Road from the north and east, particularly at winter time. The means of physical separation between both buildings would allow the frontage building to be adequately interpreted. The Conservation and Urban Design officers have considered the relationship of the two buildings, the designated heritage assets and the resulting development. While it is acknowledged that the existing buildings to the rear of the site are of substantial quality and their loss is regrettable, this is considered to be the best opportunity for the restoration and refurbishment of the Temporance Hall building. Conservation and Urban Design officers are satisfied that the relationship between these two buildings is not harmed.</td>
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<td>Concern expressed that flat roofs, particularly those in close proximity to</td>
<td>Plant equipment would be fixed to some of the flat roofs particularly to its southern and western sides. The applicant has advised that these units would perform in such a way</td>
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<tr>
<td>Residential premises would be used for the purposes of accommodating plant such as air conditioning, condensors and means of extraction.</td>
<td>that their noise output would not be discernible. Conditions would be imposed on any permission as to their performance as well as a requirement for the submission of details pertaining to the appearance and design of an acoustic screen.</td>
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<td>Concern expressed about more lorries loading and unloading on Wandsworth Road.</td>
<td>There is a loading bay to the front of the site which is considered to be adequate in meeting the servicing and delivery needs of the site in the context of the operation of the highway and local bus routes. A servicing and delivery management plan will be in place to ensure that either only appropriate vehicles use the site or that the timings of deliveries are such that they do not conflict with the other premises.</td>
</tr>
<tr>
<td>The proposed development would have a harmful impact on the setting, interest and visual amenity of the listed buildings at 2 – 26 Queenstown Road.</td>
<td>The terrace at 2 – 26 Queenstown Road is listed for their group value and particularly in relation to their frontages. The terrace to the rear has been altered and it is considered to be of lesser value. The Conservation and Urban Design advisor is of the view that the rear aspect would not be harmed and that views towards the rear of the terrace from Shore House would be sufficiently retained without compromising the objectives of the NPPF or Saved policy 45 of the Unitary Development Plan.</td>
</tr>
</tbody>
</table>

### 6 Planning Policy Considerations

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the development plan unless material considerations indicate otherwise.

6.2 On 27th March 2012, the Government published the National Planning Policy Framework (NPPF). This document had the immediate effect of replacing various documents including, amongst other documents, PPS1, PPS3, PPS4, PPS5, PPS12, PPG13, PPG17 and Circular 05/2005: Planning Obligations.

6.3 The National Planning Policy Framework sets out the Government’s planning policies for England and how these are expected to be applied. Full weight should be given to the NPPF as a material consideration in taking planning decisions. It reinforces the Development Plan led system and does not change the statutory status of the development plan as the starting point for decision making. The NPPF sets out that the National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. Moreover, it sets out that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.

6.4 The development plan in Lambeth is:
• The London Plan (adopted July 2011);
• Lambeth’s Local Development Framework (LDF) Core Strategy (adopted 19 January 2011); and
• The remaining saved policies in the Lambeth Unitary Development Plan (UDP) 2007: Policies saved beyond 5 August 2010 and not superseded by the LDF Core Strategy January 2011.

The London Plan 2011

6.5 The London Plan was published in July 2011 and replaces the previous versions which were adopted in February 2004 and updated in February 2008. The London Plan is the Mayor’s development strategy for Greater London and provides strategic planning guidance for development and use of land and buildings within the London region.

6.6 The London Plan is the overall strategic plan for London, and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital over the next 20-25 years. It forms part of the development plan for Greater London. All Borough plan policies are required to be in general conformity with the London Plan policies.

6.7 The key policies of the plan considered relevant in this case are:

• Policy 4.1: Developing London’s economy.
• Policy 4.5: London’s visitor infrastructure
• Policy 4.7: Retail and town centre development
• Policy 5.1: Climate change mitigation
• Policy 5.2: Minimising carbon dioxide emissions
• Policy 5.3: Sustainable design and construction.
• Policy 5.7: Renewable energy.
• Policy 5.12: Flood risk management
• Policy 5.17: Waste capacity.
• Policy 6.3: Assessing effects of development on transport capacity.
• Policy 6.9: Cycling
• Policy 6.10: Walking
• Policy 6.12: Road network capacity
• Policy 6.13: Parking
• Policy 7.3: Designing out crime
• Policy 7.4: Local character
• Policy 7.5: Public realm
• Policy 8.2: Planning obligations
• Policy 8.3: Community Infrastructure Levy.

Lambeth Local Development Framework Core Strategy (2011)

6.8 The key policies of the plan considered relevant in this case are:

• Policy S1 – Delivering the Vision and Objectives
• Policy S3 – Economic Development
• Policy S4 – Transport
6.7 The following policies are considered to be of relevance to the assessment of this application:

- Policy 4 – Town Centres and Community Regeneration
- Policy 7 – Protection of Residential Amenity
- Policy 9 – Transport Impact
- Policy 23 – Protection and location of other employment uses
- Policy 26 – Community facilities
- Policy 28 – Hotels and tourism
- Policy 31 – Streets, character and layout
- Policy 32 – Community safety/Designing out crime
- Policy 33 – Building scale and design
- Policy 35 – Sustainable design and construction
- Policy 36 – Alterations and Extensions
- Policy 38 – Design in existing residential/mixed use areas
- Policy 39 – Streetscape, landscape and public realm design
- Policy 45 – Listed buildings
- Policy 47 – Conservation Areas

7 Land Use and Principle of Change of Use

7.1 Planning permission is sought for the demolition of part of the existing Riley’s pool hall building which has been vacant since 2009 and the redevelopment of the site to provide a part 3 storey, part 5 storey and part 6 storey hotel building comprising 92 bedrooms. The scheme would result in the retention of the existing frontage building which would be restored and refurbished. The scheme involves the loss of 1779sq.m of D2 use and the provision of 3717sq.m of hotel floorspace and 432sq.m of ancillary floorspace for the purposes of supporting the operation of the hotel.

7.2 The scheme also makes provision for 18 on site car parking spaces, including 2 spaces for disabled guests as well as cycle parking, refuse storage, on site substation and plant.

Principle of the development of the site for hotel purposes

7.3 The proposed development is considered to be consistent with strategic hotel location policy for Central London and Lambeth. In respect of the London Plan, the policy states that local authorities in London need to achieve 40,000 net
additional hotel bedrooms by 2031. In respect of the locational elements of the policy, where the accommodation is to be situated outside of the Central Activities Zone, it should be located in town centres, opportunity or intensification areas with good access to Central London on passenger transport. Policy S3 of the Local Development Framework Core Strategy (2011) states that visitor accommodation should be directed towards the Central Activities Zone, Vauxhall/Waterloo Opportunity Areas, Brixton and Streatham Town Centres in the first instance. However the policy states that visitor accommodation will be supported elsewhere in the Borough where the public transport accessibility levels are good or above.

7.4 The application site is located outside of the aforementioned designated areas including the CAZ, however the site is located within an area with a PTAL score of 4 (good). Furthermore, the site is located within a designated District Centre (Lavender Hill/Queenstown Road) which overspills into the London Borough of Wandsworth. Policy 4 of the Adopted Unitary Development Plan states that District Town Centres shall be regenerated and will aim to sustain a wide range of commercial, retail, tourist, community, arts and entertainment uses. It is considered that the development of the hotel in this location would contribute to the objectives of these policies and would help to bring additional custom and visitors to the district centre.

7.5 Given the current site has been vacant and derelict since 2009, the existing premises have not been able to contribute to local employment in the area. The scheme envisages the generation of 32 full time positions and 5 part time positions on site and there are opportunities within the scheme through the implementation of the Section 106 agreement to support training schemes in both construction and hospitality/catering industries. It is therefore considered that the proposed development would contribute to the strategic aims and objectives of policy S1 of the Core Strategy relating to inward investment and the generation of employment opportunities locally.

8. Conservation and design

8.1 A high quality of design is an integral requirement for all new build schemes. The policy objectives to achieve this are set out in saved Policies, 31 33 and 38 of the UDP and Policy S9 of the Core Strategy. The design has evolved from pre-application discussions with officers; the scheme proposes a development which has undergone significant modifications to arrive at a design that is commensurate to the expectations of the National Planning Policy Framework, the London Plan and the local plan as well as being respectful of designated heritage assets.

8.2 The National Planning Policy Framework requires high quality design and promotes sustainable development which facilitates and supports the Government’s (and the Council’s) growth agenda. The proposed development is considered to comply with the strategic design objectives of the NPPF on the basis that the scheme contributes to good design, optimises the potential of the site for a variety of uses, creating and sustaining an appropriate mix of uses,
responding to character and history. The scheme would also incorporate secured by design principles and protect residential amenity in difficult site circumstances.

**Consideration of the buildings on site**

8.3 The application site is located within the Wandsworth Road Conservation Area. There are Grade II listed buildings to the western periphery of the site situated at 2 – 26 Queenstown Road and forming a listed terrace.

8.4 The application site was constructed in around 1909 as a Temperance Billiard Hall and was used for the purpose of playing billiards in a non alcoholic environment under the auspices of the Temperance Movement.

8.5 The Wandsworth Road Conservation Area was designated in 2002 and the report supporting the designation of the building advised that the site consists of an interesting Edwardian building hidden behind unsympathetic modern buildings. Its street elevation has two gables with painted roughcast panels within, either side of a centrally placed octagonal cupola. To the rear of the main façade the building has a double pitched roof constructed of red brick with blue and black brick banding and stone decoration.

8.6 The building occupies a fairly prominent position in the Conservation Area at a point where the road turns and there are views of it from the eastern side (in Wandsworth Road). Views from the west (in Lavender Hill, Wandsworth) are fare more restricted due to the curve in the road and context buildings at the junction of Queenstown Road and Wandsworth Road. Undoubtedly, the building is a unique example in the Borough and in Clapham on the basis of its architectural character and historical significance and it is essential that the scheme seeks to protect as many of the essential and local landmark characteristics of the building as possible.

**Consideration of the demolition and the public benefits that would offset the demolition**

8.7 The scheme design proposes the total demolition of the rear parts of the site comprising the dual ridge red brick buildings at the lower part of Willard Street (for which Conservation Area Consent – 13/02538/CON) was submitted. However the scheme also proposes the restoration and refurbishment of the frontage building, removing hoardings and the unattractive cladding, the restoration of the external surfaces of the building and fenestration and carrying out an internal restoration to preserve the longevity of the frontage building.

8.8 In the place of the existing rear buildings, the application proposes the erection of a part three storey, part five storey and part six storey development, constructed chiefly of London Stock brick, standing seam zinc cladding and dark grey panel cladding as well as glazed elements to visually separate the old and the new when viewed within Willard Street and from longer distance in Wandsworth Road.

8.9 The proposal would retain the full depth of the front part with the cupola and the
side wall, behind which the new building is five storeys above a basement car park replacing the billiard hall in the rear part. Full use is made of the front part with restaurant and reception on the ground floor and bedrooms on the first and attic floors. The first floor fenestration is to be retained and the existing windows will be restored in accordance with the historic shape and glazing design. The existing elevations will also be upgraded to secure a finished building treatment that would be similar to the recorded appearance of the building in 1967.

8.10 In arriving at the form of development proposed within this application, a substantial element of the existing footprint and structures are to be demolished. The buildings to the rear as a whole are considered to make a positive contribution to the character and appearance of the Conservation Area. Where a heritage asset would be permanently lost, the National Planning Policy Framework requires that consideration should be given to the assets’ conservation and that where an asset could be harmed, a statement of significance should be prepared. Where a proposed development will lead to a substantial harm or total loss of significance of a heritage asset, an application should be refused. However, the loss can be supported where that loss is necessary to realise a substantial public benefit. Where a development proposal will lead to less than substantial harm to the heritage asset, the harm should be weighed against the public benefits of the proposal.

8.11 The existing billiard halls (the Edwardian red brick sections) at the rear of the site are considered by officers to be very characterful and the scheme would result in the loss through substantial demolition of a positive contributor to the character and appearance of the conservation area and therefore the heritage asset. In relation to this planning application, officers recommend that the total and authentic restoration of the frontage building in accordance with the last recorded detail of the building’s exterior and interior prior to its physical deterioration. Any harm that may be caused by the loss of the rear buildings, or any harm to the Conservation Area caused by any perceived awkward relationship between the frontage building and the redeveloped elements would be sufficiently offset by the restoration of the building.

8.12 This kind of development would constitute a negative impact which the NPPF would seek to resist and the proposal would also be contrary to policy 47 (c) which states that the Council will resist granting consent for the demolition of a building, or a substantial part of a building that makes a positive contribution to the character or appearance of the conservation area. Officers are of the view however, that the frontage building is of unique landmark quality in the context of this site and this conservation area that has been left to deteriorate unacceptably by way of vacancy. This application provides a unique opportunity to restore and refurbish this building.

8.13 In order that a total or authentic restoration of the building is achieved which would then comply with the requirements of both policy 47 and the NPPF, officers require the careful removal of the additional detailing, cladding and features which have been added to the building since the 1960s.

8.14 The new building has been designed to reflect the two key elements of the site; (1) the frontage building and (2) the significant levels decline to the rear of the
site along Willard Street. The development also seeks to respond to the scale and massing of established development in the locality.

Consideration of the proposed new building to the rear

8.15 The scheme has been subject to amendment and re-consultation subsequent to its original submission. The amendments to the scheme relate to the height and massing of the rearward development, the elevational detail and the distribution of the use of the proposed materials on public facing elevations.

At the front of the new build section, the retained building would be separated from the principal part of the redeveloped element with a glazed elevation that would be more pronounced on the Willard Street elevation. The forward street facing element would however be constructed principally from zinc. Due to the set back from the rear of the frontage building when viewed laterally from along Wandsworth Road or Lavender Hill, the retained cupola and the development itself would remain sufficiently detached in that the new development would not be visually dominant in these views. Furthermore, above finished first floor level, there would be a further setback from the Willard Street elevation. When viewed directly from the front of the site in Wandsworth Road, the cupola and the central tower structure would be framed by glazing in the front elevation of the newly developed element in order to reduce the perception of visual dominance of the new build element in the context of the retained building.

8.16 On the principal elevations facing on to Willard Street, the scheme now responds better to the changing topography of the site and surroundings. The site incorporates a reduction by one storey over the rear half of the building. The flank elevation to Willard Street also reflects this change through the revised treatment to the brick elements and their spatial relationship with the zinc elements around. The brick elements have been separated from each other and project slightly more from the zinc above. The brick sections have also been treated with recessed banding at each new floor level and given a revised fenestration treatment. The visual impact that results from this revision is the perception of a town house form and articulation which would reflect local distinctiveness within the area and the Conservation Area which this site remains a part. The zinc element remains subordinate to the brick elements and would not appear visually incongruous when viewed from Wandsworth Road to the east and from Willard Street. The size, scale and massing of development at the junction of Wandsworth Road and Queenstown Road reduces the visibility of the rear of the site from other aspects within the public realm or from within the London Borough of Wandsworth.

8.17 At the rear of the site, the scheme would present as a part three and part six storey building incorporating brick, zinc and dark grey cladding. The rear elevation of the proposed development would be approximately 35m away from the facing elevations of Shore House and would be separated by a number of mature trees within the amenity space for Shore House. When viewed from the rear of Queenstown Road, the development would range from 4m to 5m away from the boundary 2 – 6 Queenstown Road. The higher sections of the development at 6 storeys would range from 10m to 17m away from the rear boundary of Queenstown Road with garden depths ranging from approximately
These buildings in Queenstown Road area listed buildings and it is considered that the proposed development would be acceptable in the context of these buildings. There is limited opportunity to appreciate the buildings from the rear aspect given the lack of public views and towards them and the variety of architectural styles involved in developments to the rear and adjoining these buildings. Furthermore, it is considered that the greatest value of these buildings is demonstrated through the character, form and use of the buildings in Queenstown Road.

Given the changing land levels, the height of the proposed building would differ significantly across the site. When measured at the street level in Wandsworth Road, the building would be 16.5m above ground level and would be approximately 6.5m higher than the ridge height of the frontage building. The rear of the development would be 15.5m above the ground level at the bottom of the slope in Willard Street. The highest part of the building would be 19.3m above the lowest ground level of the site at its rear in Willard Street.

It is considered that the proposed development to the rear of the site has been designed to respect the context and character of surrounding buildings and mature natural landscaping particularly with respect to Shore House. The separation/detachment from the retained frontage building by way of the use of lighter contextual materials and the use of a glazed recessed element between the retained building and the main area of the new build section would assist with this objective.

In conclusion, it is recommended that the proposed development would give rise to an acceptable form of design which would respond to the local context particularly on materials and elevation detailing. In addition, it is considered that the proposed development would have a limited visual impact from principal views through the Conservation Area and the building would be massed in such a way as to allow the extension to the rear to be physically separated from the frontage building. As such, it is considered that the proposed development would not fail to preserve or enhance the character and appearance of the conservation area. Furthermore, it is considered that the proposed development would not undermine the special interest of the listed buildings in Queenstown Road, given that its principal interest is demonstrated to their frontage elevations. Finally, in light of the tests set out in the NPPF, it is considered that the loss of the rear buildings would result in a loss of buildings which make a positive contribution to the character and appearance of the conservation area. Officers are in a position to support the loss of these buildings where it is considered that the public benefits that could be achieved are acceptable. In the case of this application, it is considered that the proposal would result in the upgrade and restoration of the frontage building, the methodology and requirements of which would be set out through appropriate conditions.

Amenity

Under Saved Policies 7, 33 and 38 of the UDP and Policy S2 of the Core Strategy, development should not unacceptably harm residential amenity. The policies seek to ensure that due consideration is given to protecting neighbouring residents in terms of visual intrusion, overbearing impact, loss of
natural light, loss of privacy and noise and disturbance during the assessment of a development proposal.

**Sunlight and daylight for existing residential neighbouring occupiers.**

9.2 Saved Policies 33 and 38 of the UDP and Policy S2 of the Core Strategy require new development to provide a high quality living environment for existing residents in terms of how new development affects daylight and sunlight levels. These policies also require that new buildings should be of a scale and design that protects residential amenity of neighbouring residential properties by not adversely affecting existing daylight and sunlight levels.

9.3 A daylight and sunlight assessment, undertaken by GL Hearn, has been submitted with the application to provide an overview of potential impact of the development on lighting levels currently received at neighbouring properties. The report is based on the British Research Establishment (BRE) publication “Site Layout Planning for Daylight and Sunlight, a guide to good practice (2011)”. The BRE provides the technical basis for determining what level of loss of sunlight or daylight following development can be considered material. The guidelines advise that the greatest need for sunlight and daylight is within “habitable” rooms of residential buildings.

9.4 In this case, the assessment of the impact of the development on sunlight and daylight for existing properties has considered properties at 2 – 10 Queenstown Road, 823-825 Wandsworth Road, 642 – 650 Wandsworth Road, the Willow Nursery School in Wandsworth Road and Shore House (considered separately as north block and east block) and 813 Wandsworth Road. The applicant has sought to demonstrate that the impact on sunlight and daylight conditions for existing residential occupiers would be (on balance) acceptable in the context of the published BRE guidelines. The assessment has concluded that there are some discrepancies in relation to some windows within neighbouring properties which should be considered in the context of the overall planning benefits that the scheme would deliver.

9.5 A small number of the properties listed above are commercial or other non-residential properties for which the assessment of daylight and sunlight receipt should not be considered with equal importance as that associated with the lighting conditions that should be protected for residential occupiers and neighbours. It is considered that the most significant impact would be felt by the occupiers of 2 – 10 Queenstown Road and the occupiers of Shore House in the east block. Furthermore, the Council has recently granted planning permission for the extension and change of use of the upper floors of the immediately adjacent property to the west at 642 Wandsworth Road.

9.6 The properties at 2 – 10 Queenstown Road (which are in the London Borough of Lambeth) are located within a District Centre and are all in occupation for a variety of retail uses to the Queenstown Road frontage. However the upper floors and some of the rear parts of the properties are all in use as residential. The Council has, in the last 5 years received planning applications for three properties at 2, 6 and 12 Queenstown Road where it is known that the basement and ground floor openings to the rear serve habitable rooms such as living rooms, kitchens and bedrooms. The applicant has advised that the
windows to the individual properties at 8, 10 and 12 Queenstown Road would all meet the BRE’s suggested guidelines for the Vertical Sky Component (VSC). The appendices to the statement sets out the results and these indicate a reduction from the existing conditions pre – development, however the reduction is not less than 0.8 of the former (existing) value.

9.7 The applicants have determined that the properties at 2, 4 and 6 Queenstown Road will suffer daylighting reductions below 0.8 of the existing pre – development condition on a number of windows. The applicants have assessed 22 windows at these properties which face rearwards to the proposed development. 2A Queenstown Road has no windows below second floor level to its rear elevations however the applicants’ evaluation suggests that two of the windows at the second floor level would have a VSC level of 0.78 of the former pre – development value.

9.8 Two windows at 2 Queenstown Road have been assessed to fail VSC. Recent plans held by the Council suggest that the failing windows (located at the ground floor level) would serve bedrooms which would require lesser degree of light and would not serve as the property’s principal living space. All other windows within the property exceed the BRE guideline levels.

9.9 At 4 Queenstown Road, the proposed development would cause a loss of daylight to below 0.8 of the former level in one window at the basement, two in the ground floor and the only rear facing first floor level. The applicant has not identified the room uses for these windows and the Council does not have adequate information to determine the use. It is highly possible, that based on the consideration of other windows and other properties in the terrace, that these windows will serve the principal living accommodation for the property.

9.10 At 6 Queenstown Road, the applicants have identified the room uses for this property from a recent 2011 planning application. The basement level for this property accommodates the lounge, dining and kitchen accommodation and the applicant’s assessment suggests that the reduction in daylight would be within tolerable levels to one window and below 0.8 of the former value in the other window at the basement. The ground floor accommodates bedrooms which would retain acceptable levels of daylight as a result of the development.

9.11 In total, the applicants evaluating document has assessed 45 windows in properties within Queenstown Road and has established that 10 of these windows have failed the recommended guidelines. Four of these windows are very marginal failures and given the pragmatic approach recommended by the Council’s 3rd party consultants (GVA Grimley) it is considered that a ‘pass’ in 39 windows would not be a significantly harmful impact that would warrant the refusal of planning permission. It is assumed from the known layout of three properties that all 10 windows serve habitable rooms.

9.12 The applicant has identified 26 windows within the property known as 646 – 650 Wandsworth Road which have been assessed for daylight conditions arising from the construction of the proposed development. It is anticipated that two windows would lose existing light levels to below 0.8 of their former value. These windows are at the ground and the first floor level,
644 Wandsworth Road has been constructed to be architecturally congruous with the wider development at 646 – 650 Wandsworth Road. At the ground floor it is used as a veterinary surgery with residential units street facing at the 1st, 2nd and 3rd floor levels. The property has four flats on the upper floors. The layout is unknown and it is not known what room uses are served by north facing windows to the rear. However, the applicants’ assessment suggests that the level of daylight underlined by a test under VSC would not result in an intolerable loss of daylight.

642 Wandsworth Road is the application site’s immediate adjoining neighbour to the west. The ground floor level is occupied by a public house with two storeys of residential accommodation above. At present the rear windows (there are two, although the applicant has only assessed one) which both serve a kitchen. The room window was assessed to be a marginal failure, however with two windows serving this room, it is considered that the first floor level kitchen would be adequately served by natural daylight. At the second floor level, there are three windows serving two rooms, whose precise use is unknown but the layout suggests bedroom and living space. It is assumed that the larger room is the living space and it is the window to this room that would experience a reduction to the daylight assessed by VSC to a value of 0.74 the previous value. This window serves the room immediately adjacent to the proposed development.

Shore House wraps around the rear (north) and flank (east) of the application site and is a part four and part five storey residential apartment block set within spacious landscaped surroundings dominated by a number of mature amenity trees within these gardens. The applicants have found that the northern block directly to the rear of the site would not suffer any loss of daylight under the VSC test below 0.8 of each individual window’s former position. The room use for each window is also known. The applicants have assessed only the basement, ground and first floor levels. Given that these levels have all been found to be pass, it has been assumed that the second and third floor levels would also pass.

The eastern block runs parallel to Willard Street and would face the side elevation of the proposed development. The applicant has assessed the receipt of daylight to 64 windows, all of which serve habitable rooms. The proposed development would fail on 17 of the 64 windows which have been assessed. The results also demonstrate significant discrepancies with some rooms anticipating a reduction to at less than half of the former value in some cases. The applicant’s appraisal also sets out results where the inset balconies are removed from consideration and it is assumed that the windows are measured on the basis that the balconies were filled in and the lounge windows are in line with the external elevation of the building rather than being recessed. Where balconies are discounted, the discrepancies are reduced to 8 out of 64 windows and the lowest value is considerably higher than the lowest value given where balconies are included.

The applicants have carried out a further assessment which comprises establishing the working plane for internal daylight distribution to individual rooms based on the receipt of direct skylight. As a result of this further testing,
each lounge would retain 0.8 of the existing value.

9.18 The applicants have evaluated other buildings surrounding the site including a nursery and church on the southern side of Wandsworth Road. It is considered that these properties retain a sufficient level of daylight commensurate with their specific needs.

<table>
<thead>
<tr>
<th>Addresses</th>
<th>Daylight compliance</th>
<th>Sunlight compliance</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 – 10 Queenstown Road</td>
<td>26 out of 32</td>
<td>N/A – north facing</td>
</tr>
<tr>
<td>642 Wandsworth Road</td>
<td>3 out of 4</td>
<td>N/A – north facing</td>
</tr>
<tr>
<td>644 - 650 Wandsworth Road</td>
<td>31 out of 35</td>
<td>N/A – north facing</td>
</tr>
<tr>
<td>Shore House east block</td>
<td>47 out of 64 (rising to 52 out of 50 when balconies are discounted)\n   In addition, it is concluded that all rooms would meet when daylight distribution test is carried out.</td>
<td>37 out of 50 (rising to 45 out of 50 when balconies are discounted)</td>
</tr>
<tr>
<td>Shore House north block</td>
<td>39 out of 39</td>
<td>39 out of 39</td>
</tr>
</tbody>
</table>

In addition, it is concluded that all rooms would meet when daylight distribution test is carried out.

9.19 In respect of sunlight, the proposed development would affect only a small number of properties as the significant majority of windows would be north facing. The greatest concentration of windows where a formal test would be required for the retention of the Annual Probable Sunlight Hours (APSH) and the Winter Sunlight Hours (WSH) would be at the north and east blocks at Shore House. All the windows at North Block have been demonstrated to pass the required testing standards. The east block appraisal shows that 37 out of 50 relevant windows would meet the test. The removal of balconies from the considerations of these windows would result in a further eight windows passing the test meaning that only five out of 45 windows would transgress the required standard.

9.20 The Applicants’ daylight and sunlight assessment has been appraised by a third party (GVA Grimley) who have made the following conclusions:

- The GL Hearn study is comprehensive in its scope
- However daylight distribution results for 2 – 10 Queenstown Road and 642 and 646 – 650 Wandsworth Road should also be considered.
- Lambeth Planning advise that the lower ground floor is habitable while GL Hearn advises that it is non habitable.
- The GL Hearn report should be amended to take into account the planning history for 2 and 6 Wandsworth Road.
- It is assumed that 642 Wandsworth Road would seem to retain sufficient daylight due to the amendments to the scheme that have occurred so far, however it is not possible to be definitive.
- With regards to Shore House and taking into account the limiting impact of
balconies, the proposed massing is considered to produce a noticeable daylight effect to certain occupants. GVA advise that as this occurs to lounges a balanced view should be taken and a flexible approach may need to be taken.

9.21 Their appraisal concludes that there are discrepancies across various properties surrounding the site. However, they have advised that this site is located in an urban environment. The BRE recommends a flexible approach to the consideration of daylighting and sunlighting conditions where they are influenced by the construction of new development. Where GVA have identified that there may be an impact on daylight and sunlight arising out of the development any discrepancies should be taken to be a worst case scenario and that on balance the building does not create an unacceptable or the harmful impact.

9.22 In conclusion the proposed development would be give rise to some noticeable reductions in the daylighting to a number of residential units in buildings around the site including Shore House to the north and Queenstown Road to the south. There are some acknowledged discrepancies in line with the BRE guidelines. This impact is more particularly sensitive in relation to a small number of single aspect properties in Queenstown Road which have habitable rooms facing the development. The 3rd party appraisal has advised that the Local Planning Authority should have regard to the BRE guidelines and the most recent publication within which they are set out. It advises that in an urban environment, it would be realistic to engage flexibility and accept that some forms of development would not be compliant with a strict application of all the recommendations, guidelines and testing imposed by the BRE. The Local Planning Authority should provide its own benchmark values applicable to a site and its circumstances on which to base its own assessment of the acceptability of a scheme.

9.23 In this case, the property is located in a local centre where there is a locally increased level of density commensurate with the land uses present in the locality, the level of accessibility and the proximity to bus routes and railway stations. Furthermore, the issue of residential amenity such as sunlight and daylight must be taken as one planning consideration in the planning policy assessment of the scheme and it should in this case be necessary for the proposed development to rely on the other overarching planning benefits associated with the application including the potential for regeneration of a derelict site, economic rejuvenation, the likelihood of providing new employment opportunities and the enhancing the vitality and viability of the site. It is recommended therefore that in this particular case, notwithstanding the considerations above should not be refused on sunlight and daylight grounds.

Sense of enclosure

9.24 Given the site and the surroundings, the form, size and scale of the building would be most significantly experienced by the occupiers of properties in 2 – 10 Queenstown Road and Wandsworth Road to the west.

9.25 In respect of properties on the southern side of Wandsworth Road and also in relation to Shore House, it is considered that there would not be any unduly
harmful impact on residential amenity in respect of the sense of enclosure which would limit outlook from these properties.

9.26 The proposed development on the site has been amended during both the pre-application phase and also through the live application phase. The building has reduced in height at the rear in order to achieve a physical and visual relationship with the gradient and levels change in Willard Street. In addition, the building has been designed from the outset to incorporate a level of separation between Queenstown Road and the development site.

9.27 However, the proposed development would be situated opposite Queenstown Road properties which comprise single aspect residential accommodation at the ground floor level. It is considered that these properties are already affected to some degree by a level of obstruction and sense of enclosure that arises from the current development on the application site.

9.28 The element of the proposed development closest to the rear boundary of Queenstown Road would be arranged over three storeys including the basement car park and two storeys of guest bedrooms above. This element would be set 4m from the red line site boundary. This element of the proposed development would have a height of 11.0m which would be very similar to the height of the current building which is just under 11.0m in height at its gable end facing the rear of Queenstown Road. This part of the development would have a flat roof depth of 7.0m before the upper element of the hotel building facing to Willard Street commences. This section would have a height of 8.0m. However, given the separation from the boundary of the red line site of 11.0m and the back garden depth of the Queenstown Road properties, it is considered that in the most part, the form, massing, size and impact of this scheme and its relationship with the boundary and with Queenstown Road can be considered to be very similar to the existing buildings on the site. The greatest difference between the existing and proposed development is the shape of the two developments. The existing buildings incorporate a gable end while the proposed development proposes a rectangular form. The gable end form allows for a better outlook as it allows views either side of the ridge forming the highest part of the development. Nevertheless, it is considered in this particular application, the developer has sought to minimise sense of enclosure and loss of outlook by the introduction of the setbacks from the boundary with Queenstown Road, the inclusion of a courtyard area and the design objective to ensure that the built form at the closest point of conflict on this site is comparable to the current form of development. Regard should be hard to the material planning considerations and benefits associated with this application which would be achievable if planning permission were to be granted. It is recommended that in this case, that the scheme would on balance be acceptable in relation to the policy that seeks the protection of residential amenity.

**Privacy and overlooking**

9.29 The proposed development would be surrounded by existing residential development to its northern and eastern elevations (Shore House) and to its western elevation (Queenstown Road and Wandsworth Road). An element of the floor plan projects closer to the rear of Queenstown Road wrapping around
an internal courtyard. This part of the proposed development has no windows facing the rear elevations of Queenstown Road and as a result there would be no impact on residential amenity. The flat roofs of this lower part of the development are not designed to be accessible to guests or non-guests and a condition can be imposed on any planning permission to prevent access to this space or any of the development’s flat roofs for purposes other than fire escape or emergency. The recessed element facing Queenstown Road and overlooking this courtyard is approximately 24m away from the rear elevations of properties in Queenstown Road and is considered to be sufficiently distant from these properties. The rear windows of the frontage block would face into the courtyard but, due to their alignment are not considered to give rise to an unacceptable level of overlooking towards any properties in Queenstown Road. Windows in the south facing elevation into the courtyard would be angled inwards to the courtyard to prevent unacceptable overlooking into the residential properties in Wandsworth Road.

9.30 As already stated, planning permission has been granted for the erection of an extension to a public house known as Inigo at 642 Wandsworth Road, which is the immediately adjacent development to the north. This extension features a staggered extension with a less pronounced projection at the upper levels. At the first floor level of Inigo, the extension projects beyond the rear elevation of the frontage block and the bedroom that would be accommodated within this extension would also be served by a balcony which would also project beyond the rear elevation at this point. As such, the balcony would not be immune from overlooking from windows that overlook the courtyard from the hotel. This would be particularly apparent from windows at the upper levels of the hotel.

9.31 In this case, therefore, it is considered that suitable mitigation that would overcome this impact could be applicable in this case through a requirement for all glazing overlooking the courtyard to be fabricated with obscured glazing which would be retained for the duration of the proposed development. This requirement would be secured through an appropriate planning condition.

9.32 The north elevation of the hotel faces towards Shore House and is separated from the development by mature deciduous trees. The site boundary to Shore House separation distance is approximately 36m which is sufficient to overcome any concerns regarding loss of privacy. The flank elevation overlooking Shore House to the east and Willard Street features windows. In this case, the elevation distance between the proposed development and Shore House is approximately 25m which is acceptable in this case without any further mitigation measures.

Noise and disturbance

9.33 In assessing development proposals, local planning authorities are required to ensure that development does not cause unacceptable noise nuisance and/or general disturbance to existing residents. Where subsequent intensification or change of use may result in greater noise and/or general disturbance, planning policy recommends the use of appropriate conditions to mitigate the impact of a development proposal.

9.34 Although the development proposes flat roofs only one of these would have
access from an internal part of the hotel and would be for maintenance purposes. As stated a condition would be imposed on any permission to prevent the use of any flat roof for any purposes except for maintenance or emergency.

9.35 There are no external areas at ground floor (with the exception of the car park) which would allow guests to overspill from the restaurant that would be provided within the hotel. The application proposes that the hotel would operate under a 24 hour operational basis. However, given the noise nuisance and anti social behaviour concerns expressed by residents and the necessity of ensuring that late night uses do not cause harm to residential amenity in a residential area, it is considered that it would be prudent to secure by way of condition a restriction on the hours of use and access by members of the general public who are not guests of the hotel.

9.36 The application provides for a plant area at the basement level to the frontage building and also a basement level substation which would function as the development’s energy centre. Given the restaurant and kitchen facilities within the hotel, it is expected that there will be a need for the filtration, ventilation and extraction of odours and emissions. For the kitchen, the extract system will be wholly contained at basement level and will involve carbon and/or electric filtration and silencers. This will vent and extract out into the basement car park. The extraction system will therefore not vent out into or towards off site residential areas.

9.37 It is proposed that the hotel operator will use the flat roof areas of the hotel to locate the bedroom ventilation plant and the AC external condensing units. The kitchen and bedroom ventilation plant will be attenuated as necessary to ensure compliance with the noise level restrictions. At pre-application stage, the applicant was advised that noise levels reaching the nearest residential receptor will need to be at least -5 dBA below the measures background level. As a result, conditions shall be imposed on the permission advising that all plant equipment, trunking, extraction and ducting shall be submitted to and approved by the Local Planning Authority and that it shall not exceed as stipulated noise level. The flat roof areas of the hotel will be used for the location of plant and will be screened as appropriate. The details of the efficacy and the appearance of the screen will be secured through any planning condition on a permission.

10 Traffic and transport

10.1 The transport implications of a proposed development are regulated by Policy S4 of the Core Strategy (2011) and Policies 9 and 14 of the UDP (2007). The relevant provisions of these policies have been considered in an assessment of the subject application and the specialist advice of Council’s Transport Planning team sought. The NPPF advises that transport considerations should underpin sustainable development. Mixed use development is promoted and the need to travel should be minimised by placing sites of high trip demand and generation close to a wide range of transport facilities.

10.2 The site is situated within the London Borough of Lambeth, 60m from the border of the London Borough of Wandsworth. The site is located on Wandsworth
Road (A3036) to the east of its junction with Queenstown Road, Cedars Road and Lavender Hill. Wandsworth Road is a London Distributor Road and the site is in close proximity to the A3, A23 and A24. The road is subject to a combination of single yellow line and double yellow line parking restrictions with no loading permitted apart from a designated and marked parking and loading bay directly outside of the site.

10.3 There are no public car parks within close proximity to the site and local roads are controlled by Controlled Parking Zones.

10.4 The site is located in a Passenger Transport Accessibility Level (PTAL) 4 area which equates to good access to public transport. The site is well served by buses with a bus stop westbound towards Clapham Junction immediately outside of the site and eastbound towards Central London a short distance to the east. There are also bus stops in Queenstown Road and Lavender Hill which also serve the site.

10.5 The site is located within a short bus ride from Clapham Junction station and Wandsworth Road station, with Vauxhall underground station further to the northeast.

10.6 Vehicular access is proposed via a new access on Willard Street, which is a no through road which currently only provides access to the neighbouring estate. An existing vehicular access to the rear of the site would need to be removed and the kerb reinstated. An electric sliding gate is proposed which is considered appropriate. Adequate visibility is available at the junction of Wandsworth Road and Willard Street, although vehicles parked in the loading bay may limit the visibility. However, it is considered that the parking bay would be in such infrequent use that the impact on safety would be negligible.

10.7 The proposed Premier Inn development would provide for 92 rooms with ancillary restaurant, bar and kitchen. There are no specific rooms, facilities and venues for other possible uses which a hotel can be used. The hotel is principally aimed at the budget to mid budget market serving a District Centre, responsive to ongoing development within the Vauxhall Nine Elms Battersea Area and local transport links.

10.8 The proposed development would provide for 18 car parking spaces with 2 spaces dedicated to disabled motorists (forming 11% of the overall provision). All parking would be provided within the basement of the site which is accessed off Willard Street which is a one way street. The basement parking area which would also accommodate the cycle parking storage and the sub station would be of a size sufficient to allow vehicles to manoeuvre around internally and then egress from the site back into Willard Street in forward gear. It was considered that the ratio of car parking to rooms at 0.195 space per room is sufficient to accommodate the parking demand and to discourage guests from driving to the site. The London Plan advises in paragraph 6A.8 that in locations with a PTAL of 4 – 6, on site parking provision should be limited to operational needs, parking for disabled people and that required for taxis, coaches and servicing. Developments should also provide one coach parking space per 50 hotel rooms and it is considered that the retention and use of the on street parking bay
10.9 The Premier Inn development is, according to the submitted Transport Assessment likely to generate a peak demand of 28 spaces overnight assuming that all rooms are occupied by guests. However the applicant has advised that estimated occupancy levels within the hotel would be 70% of 92 rooms at an average occupancy rate of 1.6 persons per room equating to 103.4 guests.

10.10 In order to support the Transport Assessment and the Draft Travel Plan which has also been submitted with the application, the applicant has assessed trip generation on the basis of comparable sites in London including a Premier Inn in Richmond and a Premier Inn in Kew as well as a Novotel in Greenwich. All the sites have a similar PTAL level to the application site. These sites differ in that they are located in areas of unrestricted parking and it is anticipated that the parking restrictions in force for this site would attract fewer guests arriving at the site in a private car unless they have booked a space through the hotel’s car parking booking scheme.

10.11 Based on the site comparables, the proposed development would generate 10 two way movements per AM peak hour and 14 per PM peak hour with 117 two way vehicle movements during a typical day. It is considered that this would have a negligible impact on the local highway network.

10.12 The transport assessment has considered a worst case scenario in relation to the occupancy levels of the development and the implications of overspill parking within the locality. It assumes that the proposal would create an overspill demand of 10 vehicles into the local highway network. The applicant’s parking stress assessment for local roads (including Lavender Hill, Queenstown Road, Wandsworth Road, Mackay Road, The Chase, Victoria Rise and Cedars Road) suggests that parking stress in these local roads do not exceed 68% with approximately 60 spaces available for general needs parking. However, this calculation does not include single yellow lines.

10.13 When this element of the on street parking availability is removed, the parking stress is increased from 68% to 89%. Nevertheless, single yellow restrictions are only in force between 0700 and 1900 at a time when the applicant’s Transport Assessment anticipates that the demand for private vehicle parking would be met entirely by the on site car parking provision. However, transport planners have been consulted on this application and officers have considered that the scope of the applicant’s parking stress assessment does not sufficiently extend into the local highway network within the London Borough of Wandsworth and as a result, it is highly likely that the parking stress would be significantly less than reported by the applicant.

10.14 The applicants have indicated that the hotel operator would operate a parking management strategy which will include a booking system for guests. Furthermore, the applicant will be required through the Travel Plan to ensure that guests are advised through the hotel website and information available at the hotel that no dedicated car parking will be available on local streets and that residents should be respectful of the parking needs of local residents.
The submitted information indicates that 14 delivery and waste collection vehicles are expected to service the site each week, equating to an average of 2 arrivals per day. The Transport Assessment suggests that all servicing requirements could be met by the existing loading bay directly outside the site which permits loading Monday to Saturday between 0700 – 1900 for a maximum of 30 minutes. The largest vehicle expected to serve the site is a 12m rigid vehicle which can be accommodated within the loading bay. The loading bay on Wandsworth Road could also be used by coaches which would accord with the requirements of the London Plan for a coach parking space to be provided for coach parking.

Cycle parking is provided within the basement car parking area which is considered to be compliant with London Plan standards. The parking facilities would be covered and would be secured. Further cycle parking for staff is available in the locality with TfL docking stations and pre-existing cycle stands.

A Draft Travel Plan has been provided which would be secured by way of condition with a Travel Plan monitoring fee secured by a Section 106 agreement should planning permission be granted.

Refuse and waste management

Policy S8 of the Core Strategy places a requirement on developments to contribute to the sustainable management of waste. Specific guidance is set out within the Council’s ‘Waste and Recycling Storage and Collection Requirements’ guidance (2006). In addition, policies 9 and 14 of the UDP and Policy S4 of the Core Strategy (January 2011) seek to ensure that proposals for waste collection and servicing strategies have a minimal impact on the performance and safety of the highway network.

All waste and recyclables would be stored within a purpose built refuse storage area located in the basement area. This area has a floor area of 35sq.m. The Council’s current technical guidance for the provision of refuse storage in new development is set out in the Refuse & Recycling Storage Design Guide. This document sets out a requirement that 1.5cu.m of storage would be required for each 20 guests within a hotel development. Although the hotel has total bedspace capacity of 300 the applicant has advised that estimated occupancy would be 103. As such, 7.5cu.m of refuse storage would be required for this development. This equates to 7,500 litres. This would require 7 Eurobins which would be easily accommodated within the identified storage area in the basement. Their estimated space requirement would be 22.5sq.m.

The applicant has stated that there would be three collections per week under a private contract. The use of a static or portable compactor will enable the expected refuse generation to be processed in a limited space.

The applicants have advised that prior to the collection of refuse, employees will transfer the refuse to the kerbside in Wandsworth Road for collection from the loading bay on street.
11.5 The applicant has also advised through the sustainability statement that waste generation will be minimised through recycling and effective management of the operation of the hotel. In the absence of a detailed waste management plan submitted with the application, that it would be necessary to secure this for the approval of the Local Authority, prior to the commencement of development. This would set out in more precise detail, the nature of the containers, the methodology for collection and access to the site for collection and the nature of the waste and recyclables production within the hotel.

11.6 Given that the facility would be constructed within an enclosed location inside the footprint of the property imperceptible to the streetscene, it is considered that the proposed development would also accord with the updated London Borough of Lambeth Refuse and Recycling Storage Design Guide which promotes discreet and well screened, accessible and secure locations for refuse storage which do not prejudice the character and appearance of the surrounding area.

It is therefore considered that the proposed refuse storage would comply with the requirements of policy S8 of the Adopted Local Development Framework Core Strategy.

12 Sustainability

12.1 Policy S7(a) of the Core Strategy requires all major developments to achieve a reduction in carbon dioxide emissions in line with London Plan targets. The London Plan requires developments to make the fullest contribution to tackling climate change by minimising carbon dioxide emissions, adopting sustainable design and construction measures and prioritising decentralised energy, including renewable technologies. Policy 5.2 sets out a minimum carbon reduction requirement in buildings of 40% below the Target Emissions Rate outlined in the national Building Regulations Part L. The London Plan states that that a development proposal should contribute to this by minimising carbon dioxide emissions in accordance with the Mayor’s energy hierarchy (‘Be Lean, Be Clean, Be Green’).

12.2 Saved Policy 35 of the UDP states that all development proposals should show how they incorporate sustainable design and construction principles. The Council’s SPD on Sustainable Design and Construction. Given that the proposed development is for the construction of a new build hotel, the development would be subject to a BREEAM Assessment. The Council aspires development to attain a standard of ‘excellent’ with ‘very good’ as a minimum.

12.3 An application for a major development is required to demonstrate, through a detailed energy assessment, how these targets are to be met within the framework of the Mayor’s energy hierarchy. The concept of the energy hierarchy proposes that in the first instance passive energy efficiency measures such as building layout and orientation and certain active measures such as the use plant with higher efficiency or the use of heat recovery ventilation systems, should be employed to reduce energy demand as far as is feasible (Be lean). If it is not possible to achieve the regulatory requirements through these measures, the hierarchy then requires that the use of decentralised energy
systems and Combined heat and Power (CHP) should be compared (Be clean). Finally there a requirement to evaluate the possible application of renewable technologies such as solar panels or heat pumps (Be Green).

12.4 An energy statement has been prepared to support this planning application. It seeks to demonstrate that the proposed scheme would enable the scheme to achieve a policy compliant level of environmental performance and sustainability through increased energy efficiency, reduced CO$_2$ emissions, the generation of efficient energy and low or zero carbon technology.

12.5 The statement demonstrates the reductions achieved through each stage of the energy hierarchy below and beyond the target emission rate. As a result of the Be Lean step, the reduction is 2.3%. After the application of the Be Clean step, the reduction is a cumulative 24.5% and after the application of the Be Green step, the cumulative reduction is 29.6%. The overall reduction exceeds the reduction required through the 2010 – 2013 period in relation to the implementation of policy 5.2 of the London Plan which seeks a reduction of 25%. However, it clearly falls below the 2013 – 2016 time period reduction of 40%. However, as the application was submitted prior to the 1 October 2013 date for the uprating of the policy requirement to 40% it is considered that the originally submitted value of 29.6% would be acceptable. Furthermore, the applicants submitted a further statement that suggested that the development could achieve a reduction of 40.2% with a gas heating baseline figure.

12.6 A range of measures will be incorporated into the redevelopment to ensure that the site will operate with the optimum sustainability attributes. In relation to the ‘Be Lean’ obligation within the hierarchy, the new build element of the development would benefit from enhanced insulation. The building elements will be selected to achieve a 40% improvement on the current Building Regulations u-Values. The development will be provided with an air source heat pump for the purposes of heating and cooling and the building will be mechanically ventilated. Measures to reduce the energy usage associated with lighting and water consumption will also be introduced.

12.7 A micro CHP is proposed and thermal storage will be provided to ensure that the unit can run for a minimum of 17 hours per day which would provide 45% of the hot water load. However, depending on occupancy, the CHP could provide 60% of the domestic water load.

12.8 The applicant has also investigated the possibility of the site being connected to a District Wide Heating Network and a plant room at the basement level in the frontage building has been identified for this purpose.

12.9 These two measures fall under the be clean element of the hierarchy and their consideration within this scheme allows it to conform with the requirements of policy 5.2 of the London Plan.

12.10 In relation to the Be Green element of the hierarchy, the development must seek to demonstrate that a variety of renewable technologies have been considered in order to contribute to renewable energy generation.
12.11 The use of biomass boilers were rejected on the basis that they would generate their own environmental pollution impacts and would not be efficient in the context of an existing CHP system. Ground source heat pumps were also rejected on the grounds that a large number of bore holes would need to be dug into the ground which would also be impracticable. Solar thermal panels, integrated with the CHP would not provide an efficient or effective system and has therefore not been considered for this application. Solar Photovoltaic installations have also been considered, however, the use of the roof for plant equipment and the orientation of the roof would limit the space that would be available for the use of such equipment to realise a feasible option for solar photo voltaic cells. Wind turbines have also been discounted on the basis that the site’s location would not allow for an efficient wind stream to maximise the capabilities of this technology.

12.12 Air Source heat pumps have been considered to be the most effective technology available for this development on the basis of its performance and versatility.

12.13 The applicant has carried out a BREEAM Pre-Assessment using a bespoke model for a new build hotel. The proposal has been scored on the basis of a variety of categories. The pre-assessment score for the development is 60% which exceeds the 55% minimum for Very Good. As the development progresses to the pre-occupation assessment (which would be secured by condition) the applicant has advised that the development may achieve an enhanced score and therefore possibly an excellent rating. A condition will be imposed on any permission which would seek to ensure that an excellent rating is achieved by the development.

13 Crime prevention/secure by design

13.1 Saved Policy 32 of the UDP requires that development should enhance community safety. Development will not be permitted where opportunities for crime are created or where it results in an increased risk of public disorder. Policy S9(f) of the Core Strategy requires the Council to improve and maintain the quality of the built environment and its liveability by creating safe and secure environments that reduce the opportunities for crime, the fear of crime, antisocial behaviour, having regard to Secured by Design standards.

13.2 The Council’s Crime Prevention Design Advisor has considered the proposed development and has advised that the development would need to introduce measures for guests’ personal security and their possessions. In addition, the largely inactive frontage to Willard Street may lead to opportunities for theft, although Willard Street is already in use for access to and from Shore House.

13.3 Notwithstanding these considerations however, the scheme proposes the demolition of buildings which have no interactive relationship to the streetscene and has fallen into disrepair. Existing openings have been boarded up and the flank to Willard Street provides opportunities for rough sleeping, loitering and anti social behavior. The proposed redevelopment would eliminate these concerns. The Crime Prevention Design Advisor does not raise any objection to the scheme subject to the imposition of conditions requiring compliance with the Secured by Design accreditation scheme.
13.4 The officer considers that the scheme would be acceptable from a crime prevention perspective. Such support is based on the applicants submitting and complying with a suitable management and maintenance planning, ensuring that the development is constructed to and implemented in compliance with Secured by Design principles and ensuring that adequate lighting and CCTV is introduced.

13.5 Subject to these considerations, the scheme would be compliant with Saved Policy 32 of the Unitary Development Plan.

14 Flood risk

14.1 Policy S6 of the Core Strategy advises that the Council will work in partnership with the Environment Agency in order to manage and mitigate flood risk. The site lies within an area that is deemed by the Environment Agency as having a low environmental risk from flooding. It follows that the site and development does not pose an unacceptable risk in terms of flooding.

14.2 The applicant has provided a flood risk assessment which states that the site lies partially within Flood Risk Zone 3a. A large part of the site falls outside of the area of residual risk in the likelihood of failure of the flood defences or for an event greater than that which the flood defences could withstand. The Strategic Flood Risk Assessments for Wandsworth and Lambeth indicate that the development is not at risk of flooding for the breach and overtopping conditions that may occur. The lower ground floor car park area has been designed to be water resistant to prevent groundwater flooding. Furthermore, a Sustainable Drainage Strategy has been prepared which would demonstrate that the development is neutral in respect of the anticipated surface water run off associated with the site.

14.3 The Environment Agency has been consulted on this planning application and a response has been received setting out no objection to the scheme. The proposed development would therefore be compliant with policy S6 of the Adopted Local Development Framework Core Strategy and the National Planning Policy Framework.

15 Section 106 and Community Infrastructure Levy

15.1 Policy 16 of the UDP and Policy S10 of the Core Strategy, supplemented by other local development plan policies and the Council’s SPD on s106 planning obligations, set out the circumstances in which the Council will seek planning obligations from a developer to mitigate the potential social and environmental impacts of a scheme. Obligations under the Community Infrastructure Levy (CIL) Regulations (2010) will also be sought.

15.2 The following financial contributions, or direct works to the value of, will be secured by way of s.106 to mitigate against the environmental and social impacts of the development in accordance with the requirements of Policy S10 of the Core Strategy and the Council’s SPD on s106 planning obligations. It is advised however, that officers continue to negotiate the exact contributions at
the time of writing and it is possible that this could be amended. It is recommended that Members resolve to allow officers to continue negotiating the exact terms of the Section 106 agreement post decision. In any case, updates and developments to the contributions may be presented to Members in the form of an amendment table prior to the Planning Applications Committee.

- Parks and open spaces: £68,075.20
- Libraries and public art (the cultural contribution): £52,997.50
- Sports and leisure: £1,855.44
- Local Training in Construction: £33,125
- Revenue Contributions: £6,807.52
- Monitoring: £4,840.54
- Travel plan: £1,000

15.3 A draft travel plan has been submitted to support this planning application. The applicants have indicated their willingness to provide a completed travel plan, with a £1000 monitoring fee through the Section 106 agreement.

15.4 The applicant will also make a financial contribution under the Mayor’s CIL scheme. This contribution does form part of the Lambeth development plan policy obligations and, is to be secured and monitored by the Council on behalf of the Mayor. In respect of this application and based on a levy of £35 per sq.m, the payment required has been calculated to be

16 Landscaping, arboriculture and bio diversity.

16.1 The site at 638 – 640 Wandsworth Road consists almost entirely of the existing pool hall building. The building is broadly split into three parts with three separate sections of pitched roof. The only external areas on site are narrow strips of hardstanding and bare ground at the rear and along the eastern side of the building. Vegetation is limited to some ruderal species (such as weeds) and introduced shrubs.

16.2 Directly to the north of the site, is a small area of amenity grassland with some mature trees. The overall ecological value of the habitat types identified on the site is low. The site has been assessed for the presence of bats, badgers, newts, reptiles, mice, birds and other animals. No presence of any of these species was found. However, in respect of bats, the building in its current form does present entry and exit points for bats and roosting opportunities.

16.3 The Parks and Open Spaces Officer has recommended that the applicant should provide an updated ecological assessment for protected species for the approval of the Council prior to the commencement of the development. The applicant should also be advised to carry out a watching brief for protected species on the site.

16.4 An arboricultural assessment and tree survey was prepared to consider the implications of the proposed development on five trees situated within the grassed amenity area directly to the north of the site. The crowns of three of
these trees oversail the boundary wall of the development at a height of 6m and above. Pruning back the branches of these trees will be necessary to allow the development to proceed and to create an adequate space for post occupation use. Although the root protection zone areas of these trees project into the site is more than likely – due to the site’s difficult conditions – that the roots would proliferate within the area to the north of the site and not within the site. Excavation may uncover some roots within the site however, the arboricultural assessment considers that the impact on the roots would be minimal and the trees will be able to survive following the construction period.

16.5 Two trees of the five are to be removed due to their proximity to the boundary and the retained trees will survive subject to appropriate pruning and maintenance and integrate with the development and the existing surroundings.

16.6 There is very little opportunity for the provision of new landscaping on the site due to the extensive built footprint across the red line area and the provision of a car park to the rear.

17  Conclusions

17.1 In conclusion, it has been established that the key issues for consideration within this application are the acceptability of the loss of the rear parts of the building which would constitute demolition within a Conservation Area, the public benefits that would be accrued as a result of the development in the context of the National Planning Policy Framework in preserving a heritage asset; the likelihood of the proposed development in generating employment, redeveloping a derelict site, the transport implications and the likely impact on residential amenity of the surrounding occupiers.

17.2 The proposal results in the demolition of buildings within a conservation area, the loss of which would cause significant harm. However, in this case, it is considered that there would be a substantial public benefit that would arise through the refurbishment and restoration of the frontage building both internally and externally. The original Temporance Hall building is considered to have local historical and architectural merit and is also a local landmark. Therefore, in line with the NPPF guidance, the significant public benefit is considered outweigh the harm created through the loss of the heritage assets.

17.3 The proposed development would generate additional jobs and added vitality and viability to a district centre. The proposal would also bring back into general public use a site which has become derelict, abandoned and unattractive within the streetscene and the conservation area.

17.4 The proposed scheme has also been assessed on its impact on residential amenity given the proximity of neighbouring properties within Queenstown Road and Wandsworth Road. Although some loss of daylight is to be expected in association with the proposals, it is considered that the level of loss is expected to be noticeable but should be considered to be expected given the urban environment that the site is located. The Local Planning Authority should be
expected to consider a degree of flexibility in considering the impact on amenity associated with this scheme. Furthermore, in relation to the sense of enclosure and loss of outlook that could be considered to occur, the proposed development has sought to replicate the massing and form of the current buildings particularly in close proximity to the neighbouring residential properties. The form, massing and layout endeavours to replicate existing built forms to the rear of the site.

17.5 Transport officers are of the view that the on site car park, the local highway network and the current transport infrastructure to be able to provide the capacity for parking and servicing that the proposed development would generate. Furthermore, the site is serviced by an on street parking bay which would be retained and subject to appropriate controls would realistically cater for the needs of the development. The scheme is considered to be acceptable in all other respects.

17.6 It is therefore considered on balance that the development is compliant with the relevant policies of the development plan and, there are no other material planning considerations of sufficient weight that would dictate that the application should nevertheless be refused. Subject to the satisfactory completion of a Section 106 agreement and the compliance with conditions, the proposed development would be acceptable.

18 Recommendation (13/02357/FUL – The Planning Permission)

18.1 (A) Grant conditional planning permission subject to conditions and the satisfactory completion of a Section 106 agreement.

18.2 (B) To delegate the authority of negotiating and agreeing the final Heads of Terms for the Section 106 agreement to the Assistant Director of Planning and Development for completion by 28 March 2014. If the Section 106 agreement is not completed in this time, the application shall be refused.

Conditions

1 The development to which this permission relates must be begun not later than the expiration of three years beginning from the date of this decision notice.

Reason: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.)

2 The development hereby permitted shall be carried out in accordance with the approved plans listed in this decision notice, other than where those details may be superseded by details as may be approved pursuant to the requirements of the listed planning conditions.

Reason: To ensure that the development is implemented in accordance with the approved planning consent.
3  No impact piling shall take place until a piling method statement (detailing the type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface water or sewerage infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority.

Reason: To ensure that the development causes no harm to any nearby sewers, waterways or the London Aquifer (Core Strategy Policy S6).

4  No development shall take place until detailed elevational drawings, together with samples and a schedule of all materials to be used in the elevations, balconies, roofing and joinery of the development hereby permitted are submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out solely in accordance with the approved details. An informative is attached regarding the use of materials.

Reason: To safeguard and enhance the visual amenities of the locality. (Saved policies 33, 40, and 47 of the adopted Unitary Development Plan (2007) and policy S9 of the Core Strategy (2011) refer.)

5  The ‘as proposed’ elevations of the retained historic frontage building are not approved. A detailed design (1:50, 1:20 and 1:10 scale drawings) for the authentic refurbishment and restoration of those elevations shall be submitted to the Council – based on a detailed measured and photographic survey of the buildings, the 1967 survey drawings and any other relevant evidence. No work to these elevations (other than the removal of the hoardings and their fixings to facilitate survey) shall commence on the frontage building until this matter is approved by the Council in writing.

Reason: To ensure that the proposed restoration and refurbishment of the frontage building preserve and enhances the character and appearance of a landmark building and to ensure that the scheme delivers the public benefits to offset the substantial harm caused by the demolition of the buildings to the rear of the site (Policies S1 and S9 of the Local Development Framework Core Strategy, policies 33, 36 and 47 of the Adopted Unitary Development Plan (2007) Policies saved beyond 5 August 2010 and not superseded by the Local Development Framework Core Strategy (2011) and the National Planning Policy Framework Core Strategy (2012).)

6  No demolition of the rear buildings shall take place until the applicant/developer has recorded those parts of the building which are to be demolished in the course of redevelopment.

Reason: To ensure that features of architectural importance within a building are recorded before their demolition (Policy 47 of the Adopted Unitary Development Plan (2007) Policies saved beyond 5 August 2010 and not superseded by the Local Development Framework Core Strategy (2011) and policy S9 of the Adopted Unitary Development Framework Core Strategy(2011).
7 No development shall take place until detailed drawings of the fenestration of the development hereby permitted are submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out solely in accordance with the approved details. An informative is attached regarding fenestration.

Reason: To safeguard and enhance the visual amenities of the locality. (Saved policies 33, 40, and 47 of the adopted Unitary Development Plan (2007) and policy S9 of the Core Strategy (2011) refer.)

8 A travel plan shall be submitted to and approved in writing by the local planning authority prior to the uses hereby permitted commencing. The measures approved in the travel plan shall be implemented prior to the uses hereby permitted commencing and shall be so maintained for the duration of the uses, unless the prior written approval of the local planning authority is obtained to any variation.

Reason: To ensure that the travel arrangements to the uses within the building are appropriate and to limit the effects of the increase in travel movements (Saved Policy 9 of the UDP and Policy S4 of the Core Strategy refers)

9 No development shall take place until a method of construction statement which sets out details of how construction of the development hereby permitted will be managed, including:

a) means to ensure construction impacts on neighbouring occupiers are minimised,
b) means to mitigate impacts,
c) details of how neighbours will be consulted during the construction process,
d) and details of how consultation and coordination of construction activities with other developers in the Waterloo area will take place

have been submitted to and approved in writing by the local planning authority. These details shall include the use of a banksman and shall ensure that there is no unacceptable obstruction to Wandsworth Road. Construction works, including parking, deliveries and storage, shall take place solely in accordance with the approved details.

Reason: To avoid hazard and obstruction being caused to users of the public highway and local businesses and in the interest of public safety (Policies 9 and 31 of the Adopted Unitary Development Plan (2007) Policies saved beyond 5 August 2010 and not superseded by the Local Development Framework Core Strategy (2011) and policy S4 of the Local Development Framework Core Strategy (2011).

10 No plumbing or pipes, other than rainwater pipes, shall be fixed to the external faces of buildings.

Reason: To ensure the design quality of the development (Saved UDP policies 31, 33, 36, 40, 45 and 47 and Core Strategy Policies S9).

12 Full details of the lighting of all external areas of the development (including the public realm/highway and all landscaping and amenity areas) shall be submitted to and approved in writing by the Local Planning Authority before the use of the site
commences. The approved lighting shall be installed before the commencement of the use, and maintained thereafter.

Reason: To ensure that the external areas of the development are suitable for purpose and in the interests of minimising opportunities for crime and impact upon neighbouring amenity (Core Strategy Policies S9 and Saved Unitary Development Plan Policies 7, 9, 32 and 39).

13 Notwithstanding the provisions of Article 3 and Class A of Part 2 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order) no gates, fences, walls or other means of enclosure other than those shown on the approved plans (including those which may be agreed pursuant to other conditions of this consent) shall be erected at the site without the prior approval of the Local Planning Authority.

Reason: To ensure the Local Planning Authority suitable control over the details of the development (Core Strategy Policies S4, S9 and Saved Unitary Development Plan Policies 9, 32 and 39).

14 At least 10% of the hotel accommodation shall be wheelchair accessible.

Reason: To secure appropriate access for disabled people, in accordance with London Plan Policy 4.5.

15 There shall be no means of vehicular access to the development other than from Willard Street as shown on the approved drawings.


16 Within 3 months of the new/altered access being brought into use all other existing access points not incorporated in the development hereby permitted shall be stopped up by raising the existing dropped kerb and reinstating the footway verge and highway boundary to the same line, level and detail as the adjoining footway verge and highway boundary.

Reason: To avoid hazard and obstruction being caused to users of the public highway and local businesses and in the interest of public safety (Saved Policies 9 and 31 of the Revised Deposit Unitary Development Plan (2007) and Policy S4 of the Core Strategy refer)

17 Details of a waste management plan, incorporating provision for refuse storage and recycling facilities on the site, detail of the disposal of cooking oil, and detail of a contingency plan should the turntable fail to operate shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the development hereby permitted. The refuse storage and recycling facilities shall be provided in accordance with the approved details prior to commencement of the use and shall thereafter be retained as such for the duration of the permitted use.
Reason: To ensure that adequate provision is made for the storage of refuse and the provision of recycling facilities on the site, in the interests of the amenities of the area. (Saved Policies 9 and 33 of the adopted Unitary Development Plan (2007) and policy S8 of the Core Strategy (2011) refer.)

18 The disabled car parking spaces hereby permitted shall be designed, laid out and permanently allocated for use by disabled persons only. The space shall be used solely for this purpose and no other.

Reason: To ensure parking provision is available for people with disabilities, in accordance with the provisions of saved Policy 14 of the Unitary Development Plan and Policy S4 of the Core Strategy.

19 Prior to the commencement of the relevant building works, full details of internal and external plant, equipment, and trunking, including building services plant, ventilation and filtration equipment, and exhaust ducting / ventilation, shall be submitted to, and approved in writing by, the local planning authority. All flues, ducting and other equipment shall be installed in accordance with the approved details prior to the use commencing on site and shall be retained for the duration of the use.

Reason: To safeguard the amenity of local residents, in accordance with the provisions of saved UDP Policies 7 and Policy 7.15 of the London Plan.

20 Noise from any mechanical equipment or building services plant shall not exceed the background noise level when measured outside the window of the nearest noise sensitive or residential premises, when measured as a L90 dB(A) 1 hour.

Reason: To safeguard the amenity of local residents, in accordance with the provisions of saved UDP Policies 7 and Policy 7.15 of the London Plan.

21 There shall be no amplified sound, speech or music used in connection with the commercial premises hereby approved which is audible above background noise levels when measured outside the nearest residential property.

Reason: To safeguard the amenities of future residential occupiers and the surrounding area (Policies 7 and 29 of Lambeth's Unitary Development Plan and Policy S2 of Lambeth's Core Strategy).

22 The development shall be constructed to meet at least BREEAM 'Very Good' as a minimum. No occupation of the development hereby approved shall occur until a BREEAM Post Construction Review certificate and summary score sheet (or such equivalent standard that replaces this) has been submitted to and approved in writing by the Local Planning Authority to show that 1) a Very Good rating has been achieved and that 2) all mandatory criteria required for an Excellent rating have been achieved.

Reason: To ensure sustainable design and construction (Policy 35 of Lambeth's Unitary Development Plan and Policies S7 and PN2 of Lambeth's Core Strategy).
23 No occupation of the building hereby approved shall occur until evidence (e.g. photographs, installation contracts and as-built certificates under the National Calculation Method) to show that the development has been constructed in accordance with the details outlined in the approved energy strategy (or alternative strategy which has been agreed by the Local Planning Authority) has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the development achieves energy efficiency and carbon reduction measures in line with the requirements of saved UDP Policy 34 and policy S7 of the Core Strategy.

24 No occupation of the development shall commence until full details of how the development has been designed to allow for future connection to an area wide heat network (should one become available) has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure an appropriate contribution to tackling climate change by prioritising decentralised energy (Section 5 of the London Plan and Core Strategy Policy S7).

25 Prior to the relevant works, details of the proposed access shall be submitted to and approved in writing by the Local Planning Authority. No other part of the development shall be occupied until the new means of access has been sited, laid out and constructed in accordance with the approved details.

Reason: In order to minimize danger, obstruction and inconvenience to users of the highway and of the access (Saved Policy 9 of the UDP and Policy S4 of the Core Strategy).

26 The scheme for parking, manoeuvring, and the loading and unloading of vehicles shown on the submitted plans shall be laid out in accordance with the approved details prior to the initial occupation of the development hereby permitted and that area shall not thereafter be used for any other purpose, or obstructed in any way.

Reason: To enable vehicles to draw off, park and turn clear of the highway to minimise danger, obstruction and inconvenience to users of the adjoining highway (Saved Policy 14 of the adopted Lambeth Unitary Development Plan and Policy S4 of the Core Strategy applies).

27 Prior to the occupation of the development full details of cycle parking shall be submitted to and approved in writing by the Local Planning Authority. The details of cycle parking approved shall be provided in advance of the first occupation of the development and retained thereafter for the duration of the permitted use.

Reason: To ensure adequate cycle parking is available on site and to promote sustainable modes of transport. (Saved Policies 9 and 14 of the UDP and Policy S4 of the Core Strategy).

28 No part of the development hereby permitted shall be occupied until a detailed strategy for the management of deliveries and servicing has been submitted to and approved in writing by the local planning authority. The strategy shall include measures to avoid localised congestion, parking on footways and damage to buildings caused by vehicles.
The applicant shall detail a booking system to be operated for the service yard which will co-ordinate the arrival of deliveries to ensure that all associated vehicles can be accommodated within the site with no need to wait on the adjoining highway and also set out a robust enforcement regime to ensure that no unauthorised use occurs. Deliveries and servicing shall thereafter be carried out solely in accordance with the approved details.

Reason: To avoid hazard and obstruction being caused to users of the public highway (Policy 9 of the Saved Unitary Development Plan 2007 and Policy S4 of the Core Strategy).

39 A Travel Plan shall be submitted to and approved in writing by the Local Planning Authority prior to the use hereby permitted commencing. The measures approved in the Travel Plan shall be implemented prior to the use hereby permitted commencing and shall be so maintained for the duration of the use, unless the prior written approval of the Local Planning Authority is obtained to any variation.

Reason: To ensure that the travel arrangements to the site are appropriate and to limit the effects of the increase in travel movements (London Plan Policies 6.3 and 6.13, Core Strategy Policies S4 and Saved Unitary Development Plan Policy 9).

30 Prior to the occupation of the development, details of a Coach and Taxi Management Strategy shall be submitted to and approved in writing by the Local Planning Authority. This should set out an appropriate means of managing taxis and coaches and identify measures to control the set down and pick up of passengers in order to avoid any obstruction to Newnham Terrace, ensure that no parking occurs within the site except for within the consented disabled bays, ensure that the drop-off area accessed from Newnham Terrace is used for short term drop-off and pick-up only, allows the free movement of taxis through the site and identifies appropriate locations for the drop-off and pick-up of coach passengers. The site shall thereafter be permanently managed in accordance with the approved details unless the prior written approval of the local planning authority is obtained to any variation.

Reason: To avoid hazard and obstruction being caused to users of the public highway and in the interest of public safety (UDP Policy 9 and Core Strategy Policy S4).

31 The use of the development shall not commence until a security and crime prevention strategy is submitted to and approved in writing by the Local Planning Authority. The strategy shall demonstrate how the development meets 'Secured by Design' standards and the relevant Counter Terrorism Physical Protection Measures and shall include full detailed specifications of the following:

a) Means of enclosure,
b) CCTV provision,
c) External lighting provision,
d) Specifications of all external door, windows and glazing.
e) Internal access control
f) Crime prevention measures to mitigate theft/pickpocketing

The approved measures are to be implemented in full and retained thereafter for the duration of the use.
Reason: To ensure that satisfactory attention is given to security and community safety (Saved UDP Policy 32 and Core Strategy S9).

32 Other than for hotel guests, the use of the ancillary ground floor restaurant/bar hereby permitted shall only operate within the following times:

06.00 Hours to 24.00 Hours - Monday through to Sunday

Reason: To ensure that no nuisance or disturbance is caused to the detriment of the amenities of adjoining occupiers or of the area generally. (Policy 7 of the London Borough of Lambeth Unitary Development Plan (2007): Policies saved beyond 5 August 2010 and not superseded by the LDF Core Strategy January 2011).

33 Notwithstanding the indications given in the plans hereby approved, the windows to be inserted into the elevations of the proposed development facing the rear of Queenstown Road and the rear of 642 – 650 Wandsworth Road, shall be non opening and glazed with obscure glass to a specification to be agreed with the Local Planning Authority and shall be permanently maintained thereafter as non opening and obscured glazed


Recommendation (13/04350/CON – The Conservation Area Consent

A) Grant conservation area consent subject to conditions.

B) That if the Local Planning Authority resolves to refuse the planning application (13/02537/FUL), the Conservation Area Consent application should be refused on the grounds that there is not a suitable comprehensive redevelopment scheme for the site which would benefit from planning permission. The loss of the existing buildings on the site would be harmful to the character and appearance of the Conservation Area.

Conditions

1 The development to which this permission relates must be begun not later than the expiration of three years beginning from the date of this decision notice.

Reason: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990. (As amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2 The building shall not be demolished before a contract for the carrying out of works of redevelopment of the site has been made and planning permission has been granted for the redevelopment for which the contract provides.
Reason: To ensure that premature demolition does not take place before development works start in order to safeguard the character and appearance of this part of the Conservation Area in accordance with Policy 47 of the saved Unitary Development Plan: Policies as saved beyond the 5th August 2010.