

**PLANNING APPLICATIONS COMMITTEE
19 JULY 2018**

APPLICATION NO. DATE VALID

17/P1602 21/04/2017

Address/Site Lee House, 2 Lancaster Avenue, Wimbledon SW19 5DE

Ward **Village**

Proposal: Erection of a two storey extensions to existing residential care home to provide 7 additional en-suite bedrooms, internal alterations to provide improved communal areas, formation of new reception area and alterations to roof profile above former stable block and cottage and laying out of parking area.

Drawing Nos P50190/03_0001 A, 003 B, 0004 B, 0006 B, 0007 , 0010 C, 0011 C, 0020 B, 0030 A and P50190/03_0002 Rev D, Design and Access Statement, Arbouricultural Survey and Report and Tree Protection Plan (MWA TPP001) and Travel Plan

Contact Officer: Richard Allen (020 8545 3621)

RECOMMENDATION

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

CHECKLIST INFORMATION

- Heads of agreement: Yes
- Is a screening opinion required: No
- Is an Environmental impact statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice- Yes
- Site notice-Yes
- Design Review Panel consulted-No
- Number neighbours consulted – 13
- External consultants: None
- Density: n/a
- Number of jobs created: 5
- Archaeology Priority Zone: No

1. **INTRODUCTION**

1.1 This application has been brought to the Planning Applications Committee due to the number of objections received.

2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises a residential care home complex situated on the north east side of Lancaster Avenue. Lancaster Avenue is an un made dead end road which is also a private road. The main building is a three storey Victorian Villa with a former stable block to the north east corner and an 'L' shaped two storey deck accessed wing with corner tower that dates from the early 1990's. The application site is within the Merton (Wimbledon North) Conservation Area and is within a Controlled Parking Zone (VOn). The site surroundings comprise various residential plots.

3. **CURRENT PROPOSAL**

- 3.1 The main aspects of the proposal are:-
- Erection of a new two storey wing comprising six new en-suite bedrooms.
 - Enclosure of existing open area between the main building and former stable block to provide glazed entrance to Care Home.
 - Internal alterations to improve circulation within the Care Home and additional dining room space.
 - Extension of pitched roof at first floor level to 1990's wing of building.
 - Landscaping works including rationalization of garden levels to reduce steps.
 - Remodelling the existing store to create a bedroom and replacement of existing staff bedroom with a new bedroom.
- 3.2 The new two storey wing to the building would be sited alongside the north east boundary of the site and would be 16.8 metres in length and 8 metres in width. The extension would have an eaves height of 6 metres and have a pitched roof with a ridge height of 8 metres. The proposal would result in an additional 7 bedrooms being provided for the care home.

4. **PLANNING HISTORY**

- 4.1 In March 1990 planning permission and conservation area consent was granted for alterations to and erection of a two-storey rear extension and part two storey, part three storey side extension to residential home for the elderly involving demolition of existing single storey extensions to side and rear (LBM Ref.89/P1283 and 89/P1284).
- 4.2 In December 1992 planning permission was granted for the erection of a dormer window to front roof (LBM Ref.92/P0794).
- 4.3 In December 1993 planning permission was granted for the retention of roof void ventilators to north west and north east elevations of the roof (LBM Ref.93/P0401).
- 4.4 In August 2009 planning permission was granted for the erection of a brick lift enclosure on rear elevation of building (LBM Ref.09/P1472).

4.5 In March 2016 an pre-application meeting was held on-site to discuss proposed extensions and alterations to the existing residential care home (LBM Ref.0543/NEW).

5. **CONSULTATION**

5.1 The application has been advertised by conservation area site and press notice procedure. In response 29 representations have been received from local residents raising objections. The comments are set out below:-

- The property was originally run by a small private charity and was subsequently purchased by Abbeyfield in 2009. In 1990 the property was expanded with the erection of a two storey wing. The current proposal to add 6 further rooms would make that garden even smaller in an area characterised by large gardens and very little communal space would be available for residents.
- What started as a small charity run home has turned into a large commercial operation in a residential area.
- There are currently 4 -5 parking spaces for the care home and the care home has 22 staff and regular visitors. Why is more parking not provided?
- The proposal represents an intensification of use.
- The proposed extension would fail to preserve or enhance the conservation area.
- The extension to the care home will put too much pressure on parking in the area.
- Lancaster Road cannot cope with the existing traffic and the extension to the care home will make the situation worse.
- The existing traffic levels in the area are already affecting the quality of life in the area.
- The proposal represents over development of the site.
- Lancaster Road is a narrow private road with parking for residents only.
- Lee House is one of five properties in the road but seems to have taken over the road.
- The access to Lee House is insufficient for large delivery vehicles, refuse vehicles and ambulances.
- Construction works would obstruct Lancaster Road.
- Further expansion of Lee House would affect the amenities of occupiers of nearby properties.
- Lee House used to be a small home that was in keeping with the area and is now a large commercial operation.
- The applicant should undertake a full and formal parking survey.

5.2 Belvedere Estates Residents Association

The extension is very close to the boundary with 37 Lancaster Road. Although in summer the trees provide a high degree of privacy to neighbours this is not so in winter and plans show windows that would overlook neighbouring properties. In the arbouricultural report two trees, a Holm Oak T2 and a Pear T4 are recommended for removal. These trees are visible from Lancaster road and Lancaster Gardens and provide valuable screening between Lee

House and Lancaster Road. BERA is concerned, in general about the number of trees being removed to facilitate ever larger developments in the village and surrounding area. There is also no evidence of a construction management plan being submitted to minimise disturbance to neighbours during the construction period.

The trees in the garden of 37 Lancaster Road are no shown on the plans and the root protection areas of these trees would be affected by the proposed development.

5.3 Tree Officer

There are no arbouricultural objections to the proposed development providing the retained trees are protected during the course of site works. The standard tree protection conditions should therefore be imposed on any grant of planning permission.

5.4 Conservation Officer

Any comments will be reported to committee.

5.5 Transport Planning

The existing care home at Lee House provides a total of 31 bedrooms comprising 27 registered bed spaces, a staff bedroom, a guest room and two further bedrooms. Occupancy will increase from 27 residents to 34, as well as staff numbers increasing from 22 to 27.

The position on room numbers is shown below.

<u>Room Types</u>	<u>Residents</u>	<u>Guest</u>	<u>Staff</u>	<u>Unused</u>	<u>Total</u>
<u>Existing</u>	<u>27</u>	<u>1</u>	<u>1</u>	<u>2</u>	<u>31</u>
<u>Proposed</u>	<u>33</u>	<u>1</u>			<u>34</u>
<u>Net Change</u>	+6		-1	-2	

There will not be any staff or unused bedrooms on the proposed scheme with all but the guest room being occupied by residents.

5.6 Access

Lee House is currently served by two accesses off the northern side of Lancaster Avenue. The western end access is some 5m wide and serves car parking and the main building entrance and the eastern end access is some 3.3m wide and serves car parking and the service entrance to the building.

The existing western and eastern site accesses would be retained and servicing would continue to be undertaken from the eastern access.

Lee House, nos.1 and 3 Lancaster Avenue and nos. 31 and 33 Lancaster Road are members of the Lancaster Avenue Residents Association (LARA). Membership entitles all members to use Lancaster Avenue for both access and parking. Lee House therefore has rights to use the parking spaces on

Lancaster Avenue. Lancaster Avenue is not an adopted highway and so there is no public duty to maintain it or power to improve it.

5.7 Local Highway Network

All roads in the vicinity of the site are subject to a 30mph speed limit.

The local area forms part of Controlled Parking Zone VC. Restrictions are enforced from Monday to Saturday between 8:30 am and 6.30 pm with a maximum stay of 2 hours for pay and display customers. The majority of on-street parking in the vicinity of the site is dual-use and can be utilised by resident permit holders and the general public on a pay and display basis.

The number of parking bays available for Pay & Display use for at least two hours has been reviewed for walking distances of some 200m and 400m from Lancaster Avenue:

Walking Distance	Available Car Spaces			
	Pay & Display Only	Permit Holder and Pay & Display	Resident and Pay & Display	TOTAL
200m	17	29	17	63
400m	51	63	17	131

5.8 Car Parking Surveys

The applicant has carried out parking surveys on a weekday and weekend on the surrounding roads to ascertain the parking availability during peak demand for visitors to Lee House. The surveys were undertaken at 30 minute intervals between 08:00hrs -20:00hrs on Friday 19th and Saturday 20th January 2018. On street surveys were undertaken on the following public roads. Lancaster Road/Lancaster Gardens, CPZ ref. VOn – 51 spaces; High Street, CPZ ref. VC – 8 spaces; and Church Road, CPZ ref. VC – 12 spaces. The overall car parking available during the Friday survey period the maximum occupation was 87% or 81 out of the total 93 spaces available for use. There was a minimum of some 12 car spaces available at any time during the survey period. The overall car parking available during the Saturday survey period maximum occupation was 81% or 75 out of the total 93 spaces available for use. This means there was a minimum of some 18 car spaces available at any time during the survey period. In summary the parking survey indicate there are unoccupied car parking spaces (12 spaces on Friday and 18 spaces on Saturday) available for use by visitors that would more than accommodate the very small potential increase in visitors as a result of the additional rooms at Lee House. In addition there are some 16 parking bays on the High Street in Wimbledon Village some 250m from Lee House that are Pay and Display with a maximum stay of 1 hour.

5.9 Proposed Car Parking:

Car parking standards for care homes are not provided in either the Merton Local Plan or the London Plan. The Mayor of London “wishes to see an appropriate balance being struck between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use.” The available car parking on site at Lee House is not currently formalised. The proposed parking layout shows eight

marked car spaces including one disabled space. The cars can enter and leave the site in a satisfactory manner.

5.10 Travel plan

A Travel Plan is not currently implemented at Lee House. However the applicant has submitted a Travel Plan with the planning application with measures to encourage use of sustainable travel by staff and visitors. This would help reduce the existing as well as future demand for car parking and therefore benefit conditions on site and on Lancaster Avenue. The implementation of the Travel Plan will help increase the use of sustainable travel modes such as walking, cycling, public transport and car sharing by staff and visitors to Lee house and therefore reduce the demand for car parking. Visitors will also be informed of the availability of Pay and Display parking spaces in the local area that would be satisfactory for short-term parking.

5.11 Traffic Generation:

Given that the site already has consent for a care home the key consideration in traffic terms is whether the additional bedrooms proposed would generate, if at all, a level of additional traffic that would be detrimental to existing conditions. By their nature care homes are low traffic generators. The proposals include a small increase in bedrooms at Lee House as well as formalised on-site parking and new sustainable travel measures to help reduce car travel by way of the Travel Plan and cycle parking. Based on trip rates from the TRICS national traffic survey database for care homes in London an increase in six bedrooms as is proposed could generate a maximum of one or two additional vehicle movements in any one hour. In traffic terms this is not a material increase and in any case there is more than enough parking available in the local area to accommodate these.

5.12 Care staff work over three shifts to provided 24 hour care. There is a maximum of 15 staff on site at the moment and with the proposals there could be up to 18 staff on site at any one time depending on specific resident needs. This modest increase in staffing level is unlikely to have a severe impact on the existing conditions.

5.13 Servicing: In terms of servicing the applicant informs that there will be one large food delivery per week, three smaller grocery deliveries per week, two refuse collections per week and one clinical waste collection per week. Operationally the minimal increase in room numbers at Lee House would not require an increase in delivery and other service vehicles to the site above the current schedule. The additional goods required would be accommodated in the vehicles already delivering to Lee House.

Emergency Vehicles: Will operate similar to current arrangements.

Waste Collection would occur as existing. Refuse collection will take place from the Lancaster road carriageway in the same manner as the existing nearby premises.

5.14 Cycle Parking:

The London Plan 2016 sets out cycle parking standards and indicates for care homes a minimum provision of 1 space/5 staff for long stay and 1 space/20 bedrooms for short stay. The proposal would require 6 long term cycle parking spaces (secure & undercover) and 2 visitor short term cycle parking spaces.

5.15 Recommendation:

The number of person trips likely to be generated by the proposed residential units will be low and consequently the development proposals would not have a material impact on the operation of the public highway or public transport network.

Raise no objection subject to:

- The car parking areas shown on the approved plans shall be provided before the full occupation.
- Cycle parking provision (secure & undercover) to be shown on approved plans.
- The details of the travel plan should be subject to detailed agreement and monitoring over a five year period. A sum of £2,000 (two thousand pounds) is sought to meet the costs of monitoring the travel plan over five years, secured via the Section106 process.
- Demolition / Construction Logistic Plan (including a Construction Management Plan compliant with Chapter 8 of the Road Signs Manual for temporary Works) sent LPA before commencement of work be required.

6. **POLICY CONTEXT**

6.1 Adopted Merton Core Strategy (July 2011)

CS14 (Design), CS18 (Active Transport) and CS20 (Parking, Servicing and Delivery).

6.2 Sites and Policies Plan (July 2014)

DM 02 (Nature Conservation, Trees, Hedges and Landscape Features), DM H1 (Supported care Housing), DM D2 (Design Considerations in all Developments), DM D3 (Alterations and Extensions to Existing Buildings), DM D4 (Managing Heritage Assets), DM T1 (Support for Sustainable and Active Travel), DM T2 (Transport Impacts of Development), DM T3 (Car parking Standards).

6.3 The London Plan (2016)

The relevant policies within the London Plan are 7.4 (Local Character), 7.6 (Architecture) and 7.8 (Heritage and Archaeology).

7. **PLANNING CONSIDERATIONS**

7.1 The main planning considerations concern the design/visual impact upon the Conservation Area, impact on neighbour amenity, trees and parking/highway issues.

7.2 Design/Conservation Issues

The proposed works involve improvements to existing facilities at the Care Home, including provision of six additional en-suite bedrooms and formation of new entrance and a first floor link between the former stable block and the 1990's wing together with associated internal alterations.

7.3 The Wimbledon North Conservation area is characterised by mainly larger residential properties set with mature gardens. The siting of the proposed new accommodation block adjacent to the northern boundary of the site is considered to be acceptable, with the new building being a continuation of the existing wing. The separation distance between the building and the side boundaries is considered to be acceptable. The only window in the flank elevation would be to a staircase and would be obscure glazed. It is however noted that it has not been possible to respect the existing eaves level of the 1990's wing, due to the 1990's block having a very shallow roof pitch which limits the internal headroom. In order to provide adequate headroom for both ground and first floor levels of the new accommodation block vertical two storey bays have been incorporated into the garden façade. The resulting building would also have a higher ridge height than the 1990's wing albeit that in the context of the Care home complex this is considered to be acceptable with the 1990's wing becoming a link between the new wing and the taller tower feature.

7.4 The enclosure of the open area between the former stable block and the Victorian Villa with a glazed link is considered to be acceptable and would provide a clear point of entry to the Care Home, as at present the entrance is not obvious. Part of the former stable block would also provide a dedicated reception area adjacent to the glazed link for improved security. The design of the link and internal works are considered to be acceptable. The alterations to the roof of the rear section of the stable block to enable the formation of a first floor link between the former stable block and the 1990's wing to improve circulation within the building is also acceptable. The rationalization of the steps and levels within the rear garden area and raised terrace are also acceptable and would improve accessibility to the terrace and garden for the residents of the Care Home. Overall, the proposal is considered to not cause harm to the Conservation Area or character of the area.

7.5 Neighbour Amenity

The main concerns of the objections relate to intensification of use of the care home and parking issues. In terms of intensification of use the proposal involves the provision of 7 additional bedrooms which will increase the occupancy of the care home from 27 residents to 34 residents, representing a 26% increase in the number of residents at the care home. In order to care for the additional 7 residents the number of care staff would increase from 22 to

27 staff. However the staff work a shift system so of all the staff would be on site at any given time. It is therefore not considered that the additional 7 bedrooms would result in such an intensification of use to warrant refusal of the application.

- 7.6 The main aspect of the current application involves the erection of a new wing to the existing care home. The new wing would be sited alongside the north east boundary of the site. Windows to bedrooms at first floor level within the new block would face into the care home site and there would be no windows at first floor level facing the boundary with the large garden of number 36 Marryat Road. Although there would be windows within the south east elevation of the new wing, facing number 37 Lancaster Road and 1 Lancaster Gardens, the glazing within the east elevation would be obscured to prevent any overlooking and/or loss of privacy to occupiers of nearby residential properties. The other aspects of the proposal relate to improvements in the internal layout of the care home, provision of a more visible entrance and simplifying the roofs of the existing former stable block and cottage. None of these changes would have any impact upon neighbour amenity. Overall, the proposal is considered to be accommodated on the site that would not cause material harm to the surrounding neighbour amenity.

7.6 Trees

The applicant has undertaken a Tree Survey that concluded that the proposal would not harm any trees of significance. The Council's tree officer has raised no objections to the proposed development, subject to conditions being imposed on any grant of planning permission to protect existing retained trees during construction works.

7.7 Parking/Highway Issues

The main concern of the objectors relates to traffic and parking issues. The application site is an already established care home and the key consideration in traffic terms is whether the additional bedrooms would generate a significant increase in traffic generation and increase parking pressure on the local road network. The Council's Transport Planning section has examined the parking surveys undertaken by the applicant's consultant which indicates that the very small potential increase in visitors to the care home can be accommodated in the available on-street parking spaces. Several representations refer to parking conditions in Lancaster Avenue and the condition of the road. However, Lancaster Avenue is not an adopted highway and so there is no public duty to maintain it or power to improve it. Therefore since the number of person trips likely to be generated by the proposed additional bedrooms is likely to be low, the development proposal would not have a material impact on the public highway or public transport network. The proposal is therefore considered to be acceptable in terms of policies

8. **ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS**

- 8.1 The proposal does not constitute Schedule 1 or Schedule 2 development. Accordingly there is no requirement for an EIA submission.

9. **CONCLUSION**

- 9.1 The concerns of the objectors have been carefully considered. However, the proposal involves the erection of a new two storey wing to the existing care home to provide an additional 7 bedrooms, together with internal alterations to improve the layout of the care home and alterations to the roof profile of the former stable block and cottage and formalising the layout of the car park. The proposed two storey wing has been designed to protect neighbour amenity with main windows facing onto the existing garden within the care home complex. There would be no windows at first floor level facing towards the rear gardens of properties in Marryat Road or Lancaster Road and the design of the proposed extension and associated alterations to the existing care home buildings are considered to be acceptable. The proposal would result in the provision of 7 additional bedrooms for the care home and the additional traffic generation as a result of the proposal is considered to be low. However, at the present time there is no formal parking layout at the care home and the proposal provides 8 parking spaces (including a disabled space) and a condition requiring provision of secure cycle parking would assist with supporting sustainable travel for staff and visitors. Although representations have been made about traffic and car parking in the vicinity of the care home there are no adopted parking standards in either the Merton Local Plan or the London Plan and the proposed parking provision is considered to be sufficient for the proposed use. A Travel Plan for the site secured through a S.106 Agreement would also support sustainable transport initiatives. Accordingly it is recommended that planning permission be granted subject to completion of a S.106 Agreement and conditions.

RECOMMENDATION

GRANT PLANNING PERMISSION

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

1. The submission of a Travel Plan (to be monitored for a five year period) with a sum of £2,000 secured to meet the costs of monitoring the agreement.
2. The developer paying the Council's legal costs in drafting and completing the legal agreement.

and subject to the following conditions:-

1. A.1 (Commencement of Development)
2. A.7 (Approved Drawings)
3. B.1 (Approval of Facing Materials)
4. C.2 (No Additional Window or Door Openings-North and East of New Wing)

5. D.11 (Hours of Construction)
 6. F.5 (Tree Protection)
 7. F.8 (Site Supervision-Trees)
 8. H.4 (Provision of Parking –Drawing Number P50190/03_0002 Rev D)
 9. H.6 (Cycle Parking – Details to be Submitted)
 10. H.8 (Travel Plan)
 11. H.9 (Construction Vehicles)
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