

**PLANNING APPLICATIONS COMMITTEE**  
**14<sup>th</sup> JULY 2016**

<u>UPRN</u>	<u>APPLICATION NO.</u>	<u>DATE VALID</u>
	15/P4083	09/12/2015

**Address/Site:** Southey Bowling Club, 559 & 557 Kingston Road, Raynes Park SW20 8SF

**Ward:** Dundonald

**Proposal:** Demolition of existing buildings and redevelopment of site with erection of 9 x houses (3 x 2-bed dwellings & 6 x 4-bed dwellings) with new shared pedestrian and vehicular access from Kingston Road, erection of a new bowls club building and associated facilities, including a new changing room building and relocation of groundman's store using existing access to Lower Downs Road.

**Drawing No.'s:** 'Site Location Plan PL-21', 'Site Plan Bowls Club PL-01 Rev C', 'Proposed Ground Floor PL-02', 'Proposed First Floor Plan PL-03', 'Proposed Elevations PL-04 Rev B', 'Proposed Elevations PL-05 Rev B', 'Proposed Changing Rooms PL-06', 'Entrance Road Club PL-07', 'Site Section PL-08 Rev A', 'Entrance Road Residential PL-08 Rev A', '557 Kingston Road Proposed PL-11 Rev A', 'Site Plan Residential PL-12 Rev C', 'Plans Plots 1 & 2 PL-13 Rev A', 'Elevations Plots 1 & 2 PL-14 Rev B', 'Ground Floor Plots 3 to 9 PL-15 Rev B', 'First Floor Plots 3 to 9 PL-16 Rev B', 'Second Floor Plots 3 to 9 PL-17 Rev B', 'Front Elevations 3 to 9 PL-18 Rev C', 'Rear and Side Elevations 3 to 9 PL-19 Rev C', 'Site Plan PL-20 Rev D', 'Site Location Plan PL-21'

**Contact Officer:** Felicity Cox (020 8545 3119)

---

**RECOMMENDATION**

**Subject to any resolution at Full Council on 13th July pertaining to the issue of affordable housing contributions, grant permission subject to a S106 obligation/ Unilateral Undertaking and conditions.**

---

## **CHECKLIST INFORMATION**

- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Statement been submitted: No
- Press notice: No
- Site notice: Yes
- Design Review Panel consulted: No
- Number of neighbours consulted: 96
- External consultations: 0
- Controlled Parking Zone: Yes

### **1. INTRODUCTION**

- 1.1 This application is being brought to the Planning Applications Committee due to the level of public interest in the proposal.

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

- 2.1 The application site is backland plot (5,600 square metres) that is located to the rear of houses fronting Kingston Road, Abbott Avenue and Lower Downs Road. Vehicular access to the site is currently via a driveway from Lower Downs Road. Pedestrian access to the site is also available via a pedestrian/bicycle path that links Abbott Avenue and Kingston Road.
- 2.2 The site is currently used by the Southey Bowling Club and includes a bowling green and multiple club buildings that are single storey in scale. Excluding the bowling green, the majority of the site is hardstanding and buildings, with some scattered trees which are not covered by a Tree Preservation Order. The existing clubhouse building (211 square metres gross internal space) is located at the western apex of the site, backing onto the path and has a licensed bar. The Club currently has approximately 160 Members (around 60 being playing Members). Other timber changing room/pavilion buildings surround the bowling green, located at the eastern end of the site. A maintenance store and water reservoir are also located at that end of the site. A car parking area for approximately 30 cars is located in the middle of the site.
- 2.3 The site also includes the dwelling at 557 Kingston Road, which abuts the pedestrian/bicycle path and has a frontage to Kingston Road along its southern boundary. The site is currently used for multiple letting, however was once used as a doctor's residence, whereby a three storey side extension was built to provide the surgery practice accommodation. This three storey extension is quite at odds with the host dwelling and does not make a positive impact on the streetscene due to its scale and design.
- 2.4 The application site is not in a conservation area. The site is located in a controlled parking zone. The PTAL for the site varies from 4 on the Kingston Road frontage to 2 where dwellings, the subject of this application, are to be built.

- 2.5 The bowling green is the only part of the site designated as open space under the Sites and Policies plan. The entire site is designated in the Merton Sites and Policies Plan 2014 as 'Site Proposal 74'. The site proposal identifies the site for potential residential development however safeguards the bowling green stating that there should be no loss of sporting facilities for which there is demand.
- 2.6 The adjoining built form is wholly Edwardian terrace residences, two storeys in scale. Many of these dwellings have converted their lofts with roof dormers to create additional living accommodation within the roofspace.
- 3. CURRENT PROPOSAL**
- 3.1 The current proposal is to construct a new clubhouse building at the western end of the site adjacent to the existing bowling green. The clubhouse building in the eastern part of the site will be demolished to allow for nine new dwellings to be constructed, comprising 3 x 2-bed dwellings & 6 x 4-bed dwellings.
- 3.2 The bowling green will remain undisturbed and continue to be used between April to September during daylight hours. A new, single storey changing room pavilion is also proposed in the northern corner of the site. The intended hours of operation for the new clubhouse are 11am to 11pm Monday to Saturday and 12pm to 10:30pm on Sunday.
- 3.3 A new, two storey 340.5m<sup>2</sup> clubhouse is proposed adjacent to the southern side of the bowling green. The clubhouse will be served by 19 car parking spaces laid in tarmac and a further overflow area of 14 spaces laid in grasscrete. The upper floor will have access to a balcony overlooking the bowling green. In addition to internal stairs and lift, an external staircase will also lead down from the balcony and be positioned on its south-western side. Accommodation within the clubhouse will include (Ground floor) lounge bar, cellar, Store room, kitchen and sanitary accommodation; (First floor) function room with bar, sanitary accommodation, store room and balcony.
- 3.4 The clubhouse will be constructed from red brick with rendered feature panels and glass balustrades, and will have grey, profile metal sheeting to the new roof. It is noted that the eastern and western wings of the clubhouse building will have a flat roof, whilst the main body of the clubhouse will feature a hipped roof. The building will have an eaves height of 4.9m (this is also the maximum height of the eastern and western wings) and a peak roof height of 6.7m above ground level.
- 3.5 The changing room building will also be constructed from red face brick and metal roof sheeting, and will feature a monopitch roof that slopes down towards the rear boundary of the residential properties fronting Lower Downs Road. The building will have an eaves height of 2.4 metres and maximum roof height of 3.2 metres. No openings are proposed to the rear (eastern) or side elevations, with the only opening being the entrance door which will front the bowling green.

- 3.6 The redevelopment of the site involves the removal of several outbuildings used by Southey Bowling Club. One pre-fabricated garage is proposed to be taken apart and reassembled/relocated to the northern corner of the site, by the water tank and behind the new changing room building. Its appearance will not alter. This building is used by the groundsman looking after the bowling green.
- 3.7 The Bowling Club will continue to be serviced via the existing access lane from Lower Downs Road. The layout allows for larger mini-buses and refuse vehicles to enter that part of the site, turn and leave in a forward gear.
- 3.8 In terms of the new residential development, a total of 9 houses are proposed (2 semi-detached and 7 arranged in two terraced blocks), served by 16 car parking spaces. The proposal will have a density of 43 dwellings per hectare, or almost 227 habitable rooms per hectare (hr/h). Each dwelling has been provided with private garden space of 50m<sup>2</sup> or greater. Single storey detached stores will be provided in each back garden to allow for the secure storage of at least 2 bicycles/dwelling.
- 3.9 The end dwellings closest to the rear boundaries of dwellings fronting Abbott Avenue and Kingston Road are proposed dwellings No. 2, 3 and 9. These dwellings are two storeys in height with a hipped roof, and will have an eaves height of 4.8m and ridge height of 7m. Proposed dwellings no. 1 and 4-8 will increase in height to accommodate an additional storey within gabled roofs, with a proposed eave height of 5.9m and ridge height of 8.45m.
- 3.10 The new dwellings will be finished with red brick face (different to that used for the clubhouse), with feature bricks used for soldier courses/cills and the roofs clad with plain grey clay roofing tiles.
- 3.11 No 557 Kingston Road will be retained in residential use as a 3 bedroom dwelling house. The three storey side extension is proposed to be demolished and the side elevation made good.
- 3.12 Access to the new dwellings will be via a new access from Kingston Road which will be formed by demolishing the three storey extension at No. 557 Kingston Road. The access will incorporate the existing pedestrian/cycle path, creating a single shared pedestrian and vehicular access from Kingston Road whilst maintaining through access for pedestrians/bicycles to Abbott Avenue. The layout separates the residential and the bowls club land uses, and does not provide for through access from Lower Downs Road through to Kingston Road.

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

- 4.1 The site has the following relevant planning history relevant to this application:

09/P0328 - ERECTION WITHIN CLUB GROUNDS OF A MARQUEE, SIZE 10 METRES x 4 METRES x 3 METRES HIGH – Grant permission subject to

conditions

02/P0859 - ERECTION OF SINGLE STOREY MALE AND FEMALE CHANGING ROOMS - Grant Permission subject to Conditions

93/P0179 - ERECTION OF SINGLE STOREY DETACHED TOILET BLOCK - Grant permission subject to conditions

MER443/68 - SINGLE STOREY EXTENSION - Grant permission subject to conditions.

WIM6979 - ERECTION OF AN INDOOR BOWLING RINK, LOCKER, BUFFET AND TOILET ACCOMODATION – Grant permission subject to conditions

## **5. CONSULTATION**

5.1 96 neighbouring properties were consulted by letters and a site notice was displayed.

5.2 Twenty-eight objections were received from local residents raising concerns relating to:

- Proposal is contributing to overdevelopment of new residential development in the area
- Loss of light and loss of views from new buildings;
- Consultation period run over December, disadvantaging residents from submitting due to holiday period;
- New housing will damage the historic elements of the Southey Bowling Club which is providing jobs and entertainment for local residents;
- Adverse impact on house prices;
- Moving and enlarging the clubhouse will increase noise and disturbance, particularly due to increased functions and larger facility;
- Loss of privacy and overlooking from clubhouse balcony;
- Overshadowing and loss of daylight/sunlight from clubhouse;
- Clubhouse is overbearing and out of scale in comparison with existing buildings in the Southey Bowling Club;
- Clubhouse is too close to surrounding residential properties and will be visually overbearing;
- Negative impact on character of the area by diminishing the visibility of the green spaces and 'openness' of the bowling club;
- Increased security issues due to increased use of car parking area associated with bowls club facility and potential unsocial behaviour;
- Issues of road safety at the access point along Lower Downs Road;
- Deeds of the bowling club restrict how the grounds can be used;
- Detrimental impact on bat species in the area;
- Would result in loss of conifer trees;
- Insufficient parking spaces provided for the bowls club which will lead to overspill parking on Lower Downs Road and surrounding streets;
- Conditions requested to restrict ability of function rooms being rented to

third parties, restrict hours of liquor licence and restrict social activity in the club house to only summer months;

- Construction works will cause disruption and noise to residents, including traffic controls during construction;
- Pedestrian alleyways at rear of adjoining properties owned by individual freeholders and alterations to boundary fencing should be discussed with individual freeholders;
- Three storey height is overly large and bulky and will lead to overlooking;
- No provision of affordable housing;
- Light pollution from new lighting
- Standard hours of construction requested;
- Insufficient social services to accommodate additional residents, including schools, surgeries, open spaces etc.
- Lack of consultation from developers with neighbours;
- Proposed new access road from Kingston Road inadequate and will put pedestrian safety at risk by overrunning existing pedestrian path;
- Existing pedestrian/bicycle cutway is a public footpath and not owned by the applicant;
- Parking permits should not be available to incoming residents so to prevent additional parking stress from development;
- Relocated club changing rooms are too close to back gardens and will increase noise due to members congregating.

5.3 Re-consultation was undertaken following submission of revised plans. In addition to the comments above, objectors raised the following additional concerns:

- Location of clubhouse bin store will affect neighbour amenity due to odours, noise during collection and the visual impact from the store walls;
- Parking survey inadequate due to days and time of day it was undertaken;
- Amended access to Kingston Road unsafe for pedestrians and should be a separate vehicle and pedestrian access way provided
- Will disrupt in residents right to quiet enjoyment of their property.

## 6. **POLICY CONTEXT**

6.1 NPPF - National Planning Policy Framework (2012):  
Part 6 Delivering a wide choice of high quality homes.  
Part 7 Requiring Good Design.

6.2 London Plan Consolidated (2015).  
3.3 Increasing housing supply;  
3.4 Optimising housing potential;  
3.5 Quality and design of housing developments.  
5.3 Sustainable design and construction.  
6.9 Cycling

7.4 Local character  
7.6 Architecture  
London Housing Supplementary Planning Guidance 2016

- 6.3 Merton Sites and Policies Plan (July 2014).  
DM O1 Open Space  
DM D2 Design considerations in all developments  
DM T3 Parking
- 6.4 Merton Core Strategy (2011).  
CS 4 Raynes Park Sub-Area  
CS 8 Housing choice;  
CS 9 Housing provision;  
CS 13 Open space, nature conservation, leisure and culture  
CS 14 Design;  
CS 15 Climate change;  
CS 18 Active transport;  
CS 20 Parking, servicing and delivery.
- 6.5 Supplementary Planning Guidance:  
Merton Council Supplementary Planning Guidance – New Residential Development (1999)

## **7. PLANNING CONSIDERATIONS**

- 7.1 The main planning considerations include assessing the principle of development, the impact on designated open space, the need for additional housing and housing mix, design and appearance of the proposed buildings, the standard of the residential accommodation, the impact on residential amenity and impact on car parking and traffic generation.

### Principle of Development

- 7.2 The Sites and Policies Plan 'Site Proposal 74' allocates the use of the site for bowls club, residential and open space. The application proposes new residential development in the western section of the site, and retains and enhances the bowling green open space and bowls club facility in the eastern section of the site. The proposed use is therefore in line with the allocated use of the site under the Sites and Policies Plan and therefore the principle of the redevelopment of the site for residential purposes and an improved bowling club is considered acceptable.

### Open Space & Leisure

- 7.3 Core Planning Strategy CS13 and Policy DM O1 of the Merton Sites and Policies Plan 2014 seeks to protect and enhance open space and to improve access to open space. Policy CS13 seeks to safeguard the existing viable cultural, recreational and sporting facilities, and supports proposals for new and improved facilities. Policy DM 01 states that open space should not be built on and any development proposals within designated open spaces should be respectful of the character, appearance and function of the open space.

7.4 The only part of the site designated as open space is the bowling green, on which development is not proposed. The new clubhouse and ancillary buildings to be located around the green will provide for an improved bowling club facility that will create additional social and recreational opportunities in accordance with Policy CS13.

7.5 The proposal is considered to be a of suitable design that would not harm the amenity of neighbours and maintains the visual amenity of the bowling green by being of an appropriate scale, height and massing. The new residential buildings are also of a complementary scale, and have been sited sufficient distance from the bowling green to ensure the visual amenities and character of the open space are maintained. The proposal is therefore considered to comply with Policy CS13 and DM 01.

#### Need for Additional Housing and Housing Mix

7.6 Core Planning Strategy Policy CS9 encourages the development of additional dwellings within residential areas in order to meet the London Plan target of 42,389 additional homes per year from 2015-2036 (Merton - 411 per year). The National Planning Policy Framework 2012 and London Plan policies 3.3 & 3.5 promote sustainable development that encourages the development of additional dwellings locations with good public transport accessibility.

7.7 The section of the site where the new dwellings are proposed has a PTAL ranging from 2 to 4 (1 being the lowest and 6 being the highest) which is considered to be good and is surrounded by residential development. The current proposal would help provide a mix of dwelling types within the local area and would make a contribution to housing targets in an area of good public transport accessibility, and therefore is in accordance with Policy CS9.

#### Character and Appearance

7.8 London Plan policies 7.4 and 7.6, Core Strategy policy CS14 and SPP Policies DMD2 and DMD3 require well designed proposals that will respect the appearance, materials, scale, bulk, proportions and character of the original building and their surroundings.

7.9 Policy CS 4 of the Core Strategy requires that development respect local character and amenity in the surrounding residential neighbourhoods of Raynes Park. Core Planning Strategy CS18 of the Core Strategy states that residential development should achieve appropriate densities on a site-by-site basis having regard to the London Plan density matrix and the design requirements of Core Planning Strategy CS 14. Policy CS 4 defines the character of the residential neighbourhoods surrounding the town centre of Raynes Park, in which the subject site is located, as being suburban in nature.

7.10 The new residential dwellings are considered to complement the character, scale, design and massing of the surrounding two storey terrace dwellings. The density of the proposal complies with the suggested density allowances for Suburban Settings detailed within Table 3.2 Density matrix of the London Housing SPG for Suburban settings for sites with a PTAL between 2 to 3 (35 -

65 units/ha). The proposed housing has been designed as semi-detached and terraced housing with gardens to the front and rear of the dwellings that reflects the surrounding suburban character of Raynes Park.

- 7.11 The proposed materials have taken cues from the elevational treatment of surrounding housing, in addition to the use of gabled and hipped roof forms that complements the pitched roofs of surrounding housing. The buildings have achieved an acceptable building massing by stepping down the height of the end houses no. 2, 3 and 9 to be two storeys where the new buildings are closest to the rear gardens of the surrounding residential development.
- 7.12 As shown in the provided sections, the eaves and ridge height of these end dwellings will be a minimum 1.3m and 1.75m respectively below the eaves and ridge heights of the surrounding terrace dwellings. Where the roofline increases in height towards the centre of the site for dwellings no. 1 and 4-8, the ridge of the roof will remain 450mm below the ridge height of the surrounding dwellings. Therefore, the proposed housing is of a commensurate scale and height to the adjoining residential dwellings.
- 7.13 The dwellings with living accommodation proposed within the third storey will accommodate these rooms within the roof of the dwellings, and therefore has a similar appearance to the surrounding terrace dwellings that incorporate living accommodation within the loft space and rear dormers.
- 7.14 The new clubhouse building is two storeys in scale and features a simple modern form with articulated building elements and a hipped roof form. The use of material variation has been proposed to break up perceived the mass of the building as it faces the bowling green and housing to the rear, reinforced by vertical emphasis given to windows.
- 7.15 The proposed scale, massing and appearance of the building is considered to be respectful of the surrounding two storey residential built form. As shown in the provided sections, the eaves and maximum roof height of the clubhouse will respectively be 4m and 2.2m below the ridge height of the surrounding residential dwellings. Similarly, the single storey ancillary shed and changing room facility are considered to be of a moderate scale that is not be visually overbearing on the adjoining dwellings or bowling green.
- 7.16 It is therefore considered that the proposal will not harm the character and appearance of the area in accordance with the above policies.

#### Neighbouring Amenity

- 7.17 SPP policy DMD2 states that proposals must be designed to ensure that they would not have an undue negative impact upon the amenity of neighbouring properties in terms of loss of light, quality of living conditions, privacy, visual intrusion or noise.
- 7.18 To address concerns raised regarding overshadowing, visual intrusion and loss of daylight and sunlight, the design has been amended to reduce the building height of houses 2, 3 & 9, which will be adjacent to the rear

boundaries of 27-31 and 37-39 Abbott Avenue and 541-545 Kingston Road, to two storeys. The roof profile and consequently the building height of the new clubhouse has also been revised, now proposing a flat roof on the eastern section of the clubhouse closest to residential dwellings at 58-68 Lower Downs Road, and changing the roof over the main body of the clubhouse from an asymmetrical roof to a hipped roof.

- 7.19 The Merton SPG: New Residential Development states that to ensure sufficient daylight, sunlight and outlook, the flank wall of a new development, where it has a height of two storeys, must achieve a distance of 16 metres from the habitable windows of the adjoining dwelling. The amended proposal has achieved this separation distance and has significantly reduced any perceived visual intrusion by reducing the height and building mass of the dwellings closest to the site boundaries. The new clubhouse is also considered to have sufficient separation and be of an appropriate scale to maintain acceptable outlook from adjoining dwellings.
- 7.20 Overshadowing studies have been provided by the applicant. Whilst the shading studies show that there will be some overshadowing from houses 2, 3 & 9 and the clubhouse facility, no more than 50% of the garden area of the adjoining dwellings at 58-68 Lower Downs Road, and 25-31 and 37-39 Abbott Avenue will be prevented from receiving sunshine by the new clubhouse and dwellings on 21<sup>st</sup> March. Sections have also been provided demonstrating that the windows of the nearest habitable rooms of no. 29 & 39 Abbott Avenue, 43 Kingston Road and 62 Lower Downs Road will continue to receive levels of natural light that meet the adopted BRE guidance.
- 7.21 To ensure no loss of privacy, the windows of the dwellings have been oriented to the front and rear of the dwellings. This will direct outlook from the new dwellings towards the bowling club and the new residential car park. The flank elevations which will adjoin the rear garden boundaries of the adjoining dwellings feature minimal windows. The windows proposed on the upper storey flank elevations are to stairwells or bathrooms only, and as such are not considered to result in a loss of privacy into the adjoining dwellings and their gardens.
- 7.22 Similarly, the windows and balcony of the new clubhouse building have been oriented towards the bowling green and southern and western elevations, and is considered to achieve sufficient separation from surrounding residential dwellings to not result in undue overlooking.
- 7.23 Overlooking from houses 1 & 2 into the rear gardens of dwellings to the west of the site (41-55 Abbott Avenue/1-3 Kingston Road) has been addressed by re-orienting these houses to face east (towards the new residential car spaces), thereby increasing the setback of the dwellings from the nearest residential boundaries to the west. It is considered the revised setback and layout will ensure sufficient privacy is maintained to the rear gardens of 41-55 Abbott Avenue/1-3 Kingston Road whilst still allowing for a sufficient degree of passive surveillance over the pedestrian/bicycle path.

7.24 Noise from the new clubhouse building has also been identified as a concern of residents. The intended hours of operation for the new clubhouse are 11am to 11pm Monday to Saturday and 12pm to 10:30pm on Sunday. The applicants have stated the capacity is not expected to increase above the current 160 members and maximum capacity during matches on the bowling green, when other clubs visit to play a match will remain at 56. Whereas some 12-14 social events are currently staged at the clubhouse per year, the Club would like to expand this to 24 as a means of raising revenue to help sustain the club, including to continue to run a monthly coffee morning, with the intention building to a monthly luncheon club for the elderly in the community. The new clubhouse function rooms would be available to the local community to hire.

7.25 It is noted that the new clubhouse facilities will only be a 22m<sup>2</sup> net increase in floor area on the existing clubhouse facility and is not considered to be a substantial expansion to the bowling club but rather allows for improved facilities that better serve the needs of members and the community. Whilst there may be increased social functions on the site, the new building will be appropriately insulated to noise as secured by condition; therefore, it is not considered the proposal would result in an undue impact upon the living conditions of neighbouring properties nor would it result in undue noise intrusion. It is recommended that a condition be applied restricting use of the balcony after 21:00 hours during the bowling season (beginning of April to September) to further ensure the amenities of residents is maintained.

Standard of residential accommodation

7.26 Policy DM D2 and DM D3 of the Site and Polices Plan states that all proposals for residential development should safeguard the residential amenities of future occupiers in terms of providing adequate internal space, a safe layout and access for all users; and provision of adequate amenity space to serve the needs of occupants. Policies CS 8, CS9 and CS14 within the Council's Adopted Core Strategy [2011] states that the Council will require proposals for new homes to be well designed.

7.27 Policy 3.5 of the London Plan 2015 states that housing developments should be of the highest quality internally and externally and should ensure that new development reflects the minimum internal space standards (specified as Gross Internal Areas) as set out in Table 3.3 of the London Plan (Amended March 2016).

7.28 The proposed dwellings all meet the minimum gross internal floor area requirements of the London Plan, as shown in the following table. Both the single and double bedrooms comply with the nationally prescribed Technical Housing Standards.

House No.	Bedroom/Spaces	GIA Proposed (m2)	GIA Required (m2)
House 1	4b, 6p	114.4	112
House 2	2b, 3p	70	70

House 3	2b, 3p	70	70
House 4	4b, 6p	114.4	112
House 5	4b, 6p	113.4	112
House 6	4b, 6p	114.4	112
House 7	4b, 6p	114.4	112
House 8	4b, 6p	114.4	112
House 9	2b, 3p	70	70

7.29 SPP policy DMD2 requires that for all new houses, the Council will seek a minimum of 50 square metres as a single usable regular amenity space. The proposed dwellings have been designed with a minimum private rear garden space of 50m<sup>2</sup> (on average each dwelling will be provided with 56.9m<sup>2</sup>) and therefore comply with this policy.

7.30 It is therefore considered that the proposed dwellings would provide a satisfactory standard of accommodation in accordance with the above policy requirements.

#### Trees

7.31 The proposal involves the retention of nine trees on site and the removal of three conifer trees within the middle of the site (currently enclosed by hardstanding) which are not considered to be of high amenity value. Replacement planting of eight new trees is proposed, to be secured through a landscaping/planting scheme condition. Those trees whose trunk is outside the site but whose canopies overhang the application site will be safeguarded along with the retained trees during construction, which will be secured by condition. Soft landscaping is further proposed to reinforce the distinction between the public and private realms and to enhance the visual amenities of the area.

#### Transport and parking

7.32 Core Strategy policy CS20 requires that development would not adversely affect pedestrian or cycle movements, safety, the convenience of local residents, on street parking or traffic management.

7.33 Sites and Policies Policy DM T3 states that development should only provide the level of car parking required to serve the site taking into account its accessibility by public transport (PTAL) and local circumstances in accordance with London Plan standards unless a clear need can be demonstrated. The PTAL for the site varies from 4 on the Kingston Road frontage to 2 where the residential dwellings are to be built, and is within a parking control zone.

7.34 The residential dwellings will be provided with 16 car parking spaces, inclusive of 4 disabled car spaces and 4 electric car charging spaces. LBM Transport and Highways have commented that the layout and provision of car parking spaces is acceptable and in accordance with London Plan standards. Transport officers have also commented that the new trips generated by the nine new residential dwellings will have an insignificant impact upon the local road and transport network.

- 7.35 Access to the new dwellings will be via a new shared surface space that would extend from Kingston Road to the rear boundary of 557 Kingston Road. The access will incorporate the existing pedestrian/bicycle path that the applicants have advised is 'unregistered'. Transport and Highways officers have advised that with suitable material treatments to clearly identify that vehicular traffic is not dominant and pedestrians should be given priority, the shared access arrangement is acceptable subject to a condition securing provision of final designs. The developer will need to obtain the relevant legal rights to allow vehicular passage over the pedestrian footpath and conversion of it into a shared surface to enable the development to proceed. Transport and Highways officers have further commented that the applicant will need to enter into a s278 agreement with the LBM's Highways Team for the reconstruction and widening of the existing vehicle crossover before the housing development is occupied and this may reasonably be controlled via a condition.
- 7.36 As the site is within a controlled parking zone, the grant of planning permission would be subject to a Section 106 agreement to the effect that the occupiers of the new dwellings and the dwelling at 557 Kingston Road would not be eligible for parking permits. This is to ensure that no additional parking stress results from the proposed development.
- 7.37 The clubhouse will be provided with 19 standard parking bays and 14 overflow bays, inclusive of 4 disabled bays. There are no minimum parking standards for leisure facilities. In response to concerns raised by residents and LBM Transport and Highways, the applicants supplied a parking survey to demonstrate that the level of parking provision would be sufficient.
- 7.38 Transport and Highways officers have reviewed the parking survey and advised that whilst there does appear to be considerable parking stress in some of the roads in the immediate vicinity of the site, this is primarily due to the fact that these roads have no parking controls and are surrounded by roads that do have parking controls so as a result there is displacement and very limited parking availability. This parking stress does not seem to be a result of the bowling club's activities. The parking survey reveals that there is a significant number of available parking spaces in the wider area of the site
- 7.39 LBM Transport and Highways have commented that there is available parking capacity in the surrounding streets to accommodate the limited number of vehicles that might overspill from the car park within the bowling club site on certain special events, and overall the level of parking provision for the facility is acceptable and would not adversely impact on parking stress in the area. The proposal overall is not expected to have a significant impact on the local road or transport network and is therefore considered to comply with the above policies.
- 7.40 It is recommended that a robust parking management strategy and travel plan are conditioned as part of the planning decision, inclusive of monitoring and

review mechanisms that allow the Council to take appropriate measures to manage any parking or congestion issues that might arise from the site.

#### Refuse storage and collection

- 7.41 Policy CS20 of the Core Strategy [July 2011] states that the Council will seek to implement effective traffic management by requiring developers to incorporate adequate facilities for servicing to ensure loading and unloading activities do not have an adverse impact on the public highway.
- 7.42 The submitted plans have demonstrated that a refuse vehicle will be capable of entering, manoeuvring and exiting the site via the new Kingston Road access to facilitate collection on-site for the new dwellings. A refuse vehicle is also capable of accessing the site from Lower Downs Road to enable collection of bins from the bin store adjacent to the new clubhouse. Transport and Highways have advised that the proposed refuse collection is acceptable.

#### Cycle storage

- 7.43 Core Strategy Policy CS 18 and London Plan policy 6.9 call for proposals that will provide for cycle parking and storage. A new dwelling of two or more bedrooms would be expected to provide a store for at least 2 bicycles.
- 7.44 The proposed plans show each dwelling will be provided with a secure and accessible cycle store within the private rear garden, capable of accommodating 2 bicycles in accordance with the London Plan standards.
- 7.45 The new clubhouse will be provided with 4 Sheffield pattern cycle storage racks. LBM Transport and Highways have advised that the level of cycle parking for both the new dwellings and bowling club is acceptable.

#### Affordable Housing

- 7.50 LDF policy CS.8 seeks the provision of a mix of housing types including affordable housing. Financial contributions towards affordable housing for schemes creating between 1 and 9 additional units are sought under the terms of adopted policy. In May this year the Court of Appeal decision upheld the Government's position that local planning authorities should not pursue requirements for affordable housing financial contributions on small sites (1-10 dwellings). In the event that Full Council (13th July) resolves that the Council considers Merton should currently stop seeking affordable housing contributions from small sites of 10 homes / 1,000 square metres or less within planning decisions then no contribution would be sought on this application. In the event that such a resolution is not endorsed then permission would be granted subject to the completion of a S106 to secure such a financial contribution.

## **8. CONCLUSION**

- 8.1 The proposed redevelopment of the site will provide for improved facilities for the bowling club that will increase opportunities for leisure and recreation in the borough. The proposal will also provide for nine new dwellings in an area of good public transport accessibility that is commensurate with the residential

character of the surrounding area as well as the green space designation of the bowling green. The new buildings have been designed to complement the design, bulk, massing and proportions of housing fronting Kingston Road, Lower Downs Road and Abbott Avenue. The design of the dwellings meets minimum standards required for Gross Internal Area and private open space, and is considered to provide an acceptable standard of accommodation for future occupiers. The proposal is not considered to result in adverse amenity impacts on neighbours, and is therefore recommended for approval.

### **RECOMMENDATION**

Subject to any resolution at Full Council on 13th July pertaining to the issue of affordable housing contributions, grant planning permission completion of a Section 106 obligation covering the following heads of terms:

1. Provision of financial contribution towards affordable housing (subject to full Council resolution).
2. No. 557 Kingston Road and the nine new dwellings at 559 Kingston Road are to be permit free residential units
3. The developer agreeing to meet the Council's costs of preparing [including legal fees] the Section 106 Obligations [to be agreed].
4. The developer agreeing to meet the Council's costs of monitoring the Section 106 Obligations [to be agreed].

And subject to conditions.

### **Conditions:**

Officers note that where standard conditions preclude implementation or occupation of the development before details are approved or implemented or are specific to a particular use such conditions would be amended in this instance so as to distinguish between the two mutually distinct proposed land uses (residential and recreational).

- 1) A1 Commencement of works
- 2) A7 Built according to plans;
- 3) B3 External materials to be approved;
- 4) B4 Details of surface treatment;
- 5) B5 Details of Walls/Fences
- 6) C01 No Permitted Development (Extensions) – Class A & B of GPDO

Notwithstanding the provisions of Class A and B of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order with or without modification), no extension, enlargement or other alteration of the dwellinghouses other than that expressly authorised by this permission, shall be carried out without planning permission first obtained from the Local Planning Authority.

7) C02 No Permitted Development (Windows and Doors)

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development)(England) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no window on the flank elevations of the new dwelling houses or dormer on any elevation other than those expressly authorised by this permission shall be constructed without planning permission first obtained from the Local Planning Authority.

8) C07 Refuse & Recycling (Implementation)

9) D01 Hours of Use

The bowling clubhouse hereby permitted shall operate only between the hours of 1100 to 2300 Monday to Saturday and 1200 to 2230 on Sundays.

10)D03 Restriction on Music/Amplified Sound

11) D04Soundproofing of building

12) D06 Kitchen Ventilation Extract Systems

13) D10 External Lighting

14) F01 Landscaping/planting scheme

15) F04 Tree survey approved

16) F05 Tree Protection

17) F08 Site Supervision

18) H03 Redundant Crossovers

19) H04 Provision of Vehicle Parking

20) H01 New Vehicle Access – Details to be submitted

No development shall commence until details of the shared vehicular and pedestrian access from Kingston Road have been submitted in writing for approval to the Local Planning Authority. The details shall include on a plan full details of the surface treatment. No works that are subject of this condition shall be carried out until those details have been approved, and the development shall not be occupied until those details have been approved

and completed in full.

21) H07 Cycle Parking to be implemented

22) H08 Travel Plan

23) H09 Construction Vehicles

24) H17 Drainage

25) Non-standard Condition

No part of the new dwelling houses hereby approved shall be occupied until evidence has been submitted to the council confirming that the development has achieved not less than the CO2 reductions (ENE1), internal water usage (WAT1) standards equivalent to Code for Sustainable Homes level 4. Evidence requirements are detailed in the "Schedule of evidence required for Post Construction Stage from Ene1 & Wat1 of the Code for Sustainable Homes Technical Guide. Evidence to demonstrate a 25% reduction compared to 2010 part L regulations and internal water usage rates of 105l/p/day must be submitted to, and acknowledged in writing by the Local Planning Authority, unless otherwise agreed in writing.

Reason: To ensure that the development achieves a high standard of sustainability and makes efficient use of resources and to comply with the following Development Plan policies for Merton: policy 5.2 of the London Plan 2015 and policy CS15 of Merton's Core Planning Strategy 2011.

26) Non-Standard Condition

Other than for the purposes of maintenance and in the case of an emergency, the bowling clubhouse balcony hereby permitted shall not be used between the hours of 2100 to 1100 Monday to Sunday.

Reason: To safeguard the amenities of surrounding area and to ensure compliance with the following Development Plan policies for Merton: policy 7.15 of the London Plan 2015, policy CS7 of Merton's Core Planning Strategy 2011 and policy DM EP2 of Merton's Sites and Policies Plan 2014.

27) Non-Standard Condition

No part of the residential development hereby approved shall be occupied until the applicant has entered into a S278 agreement with London Borough of Merton's Highway Team for the reconstruction and widening of the existing vehicle crossover.

Reason: In the interests of the safety of pedestrians and vehicles and to comply with the following Development Plan policies for Merton: policies CS18 and CS20 of Merton's Core Planning Strategy 2011 and policies DM T2, T3, T4 and T5 of Merton's Sites and Policies Plan 2014.

## 28)NPPF Informative

---

To view Plans, drawings and documents relating to the application please follow [this link](#)

Please note that this link, and some of the related plans, may be slow to load