

## PLANNING APPLICATIONS COMMITTEE 20<sup>th</sup> April 2017

<u>APPLICATION NO.</u>	<u>DATE VALID</u>
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16/P4741	21/12/2016
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**Address/Site :** 641 Kingston Road, Raynes Park, SW20 8SA

**Ward** Dundonald

**Proposal** Application for change of use from a Public House (Use Class A4) to a 21-room hotel (Use Class C1) including 1 x 1 bed (managers flat) dwelling and demolition of existing taxi business within curtilage.

**Drawing No's** Site location plan and drawings 2-GA 100 REV A, 2-GA 101 REV D, 2-GA 102 REV C, 2-GA 103 REV B,, 2-GA 104 REV B, 2-GA 201 REV B, 2-GA 202 REV B, 2-GA 301 REV A, 2-GA 302 REV A & 2-GA 303 Energy strategy (ACL-4101-03-02 – Energy Statement rev1.pdf, 07-02-2017) & Clement Acoustics, Noise Exposure Assessment Report 9157-NEA-01RevisionC 16 Feb 17

**Contact Officer** Leigh Harrington (020 8545 3836)

**RECOMMENDATION:**  
**GRANT PLANNING PERMISSION subject to conditions**

### CHECKLIST INFORMATION

- Heads of agreement: None
- Is a screening opinion required: No
- Is an Environmental Statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Design Review Panel consulted - No
- Number of neighbours consulted - 318
- Press notice - No
- Site notice - Yes
- External consultations - No
- Density - N/A
- Number of jobs created 5/6

### 1. INTRODUCTION

- 1.1 This application is brought before the Planning Applications Committee due to the level of objection.

## **2. SITE AND SURROUNDINGS**

- 2.1 The application site comprises a vacant public house, previously known as the Junction Tavern and now called the Railhouse. When in operation the pub had a large open plan saloon bar across the ground floor, with a small rear kitchen. A basement of 106 sqm provides ancillary storage whilst the two upper floors provide ancillary staff accommodation with up to 6 bedrooms, 2 lounges, 3 bathrooms and 3 kitchens.
- 2.2 The building is located adjacent to the 5m high railway embankment, close to Raynes Park Station. The site is approx. 70 m east of Skew Arch, one of the main pedestrian routes underneath the railway linking north and south sides of Raynes Park. The site lies at the end of a small terrace of buildings, with adjoining offices at 639 Kingston Road and residential flats at 637. A motor workshop is located at 631 Kingston Road. Properties on the opposite side of Kingston Road are a minimum of 20m away, with mostly commercial units at ground floor and either flats or offices at first and second floors. The nearest building on the other, (north) side of the railway is a five storey block of flats at Langham Court, approx. 55m distant.
- 2.3 The building is adjacent to land designated as SINC and Green Corridor on the railway embankment. There are no trees on the site.
- 2.4 The site is not within either an Archaeological Priority Zone (APZ) or Conservation Area and is not shown to be at significant risk of flooding. Kingston Road is a London Distributor Road carrying heavy traffic loads and a bus stand is located directly in front of the site. The site enjoys very good access to public transport (PTAL level 5/6) and whilst it is not in a controlled parking zone (CPZ), it is closely surrounded by 5 CPZs

## **3. CURRENT PROPOSAL**

- 3.1 The proposal is for the change of use from public house (Use Class A4) to a 21-room hotel (Use Class C1) including 1 x ancillary 1 bed dwelling and demolition of existing taxi business within the site curtilage.
- 3.2 The change of use of the building to a hotel has been previously granted by members at a meeting of the Planning Applications Committee and subsequently under delegated powers but neither scheme was implemented. The proposed increased height on the eastern end as well as structural issues with implementing some features of the design of the extant permission were such that they could not be addressed by means of non-material amendments and consequently this proposal was submitted.

- 3.3 Externally, the small two storey mini cab office building would be demolished and the space used for a brick finished three storey rotunda style side extension to the west of the existing building and to provide space for a service vehicle manoeuvring area. A new mansard style third floor would be added across the top of the existing building.
- 3.4 For this application there would be no new building works to the existing basement.
- 3.5 The ground floor would provide the main entrance lobby for guests, staff facilities and office and residential accommodation for the hotel manager. A plant room that will accommodate a gas fired CHP unit would be situated at the rear between the main building and the railway line with refuse facilities situated at the rear and cycle store for staff and guests on the Kingston Road elevation. The manager's accommodation would be supplied with a small external amenity area to the rear and a cycle store on the front elevation.
- 3.6 The first floor would be given to provide seven guest rooms and linen facilities to the rear whilst the second and third floors would also provide seven bedrooms each.
- 3.7 Compared with the two previously approved schemes that were essentially identical to each other, the changes for this proposal are;
- The turret feature has been replaced by a flat roofed rotunda.
  - The three storeys run the full length of the building and do not drop down at the eastern end as before.
  - The existing building has been rendered entirely on the upper floors with exposed brickwork only on the rotunda.
  - Changes are required for the plant room and the emergency means of escape.
  - There will be no new basement element
  - There will not be a pub use.

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

- 4.1 07/P0392 Planning permission granted for the formation of a vehicular crossover
- 4.2 10/P2578/NEW pre application submission for change of use and extension to existing A4 public house to a C1 hotel and A3 restaurant.
- 4.3 11/P0247 - Refurbishment of existing building, involving retention of public house (Class A4) at ground floor, with provision of new restaurant facility; change of use of upper floors from ancillary staff accommodation to a hotel with 21 rooms (Class C1). The proposal also involves a new external rear fire escape staircase, extensions to the side, rear and roof of the building and alterations to off street parking, involving new dropped kerbs.

This application was presented to a Planning Applications Committee on 19/05/2011 and permission was granted subject to the completion of a Section 106 obligation covering the provision of financial contribution towards public realm improvements in connection with the Raynes Park Local Centre Enhancement Plan to the sum of £10,000. The application was required to go to committee because of the requirement for a S106 obligation. This agreement was never signed and the application was subsequently withdrawn.

- 4.4 13/P3335 Planning permission granted for change of use of detached building (to the side of the main pub building) to provide a minicab office (sui generis) including alterations to elevations of building.
- 4.5 14/P0728 Planning permission granted for the refurbishment of existing building, involving the retention of the public house (A4) at ground floor and the retention of the first floor extension to the building, change of use of ground floor into two areas one public house and restaurant (A3) the other hotel reception lobby, change of use of upper floors into hotel (C1) with 21 rooms. Also involves a new external rear fire escape staircase, three storey side and rear extensions to the building and alterations to off street parking, involving removal of existing dropped kerbs.

## **5. CONSULTATION**

- 5.1 The application was advertised by means of neighbour notification letters and a site notice.
- 5.2 17 letters of objection have been received from local residents and supported by Councillor Bull raising the following concerns:-
- The Transport Statement is misleading, guests will come by car and parking is unrestricted at weekends and evenings and therefore up to 21 extra cars will inconvenience local residents.
  - Raynes Park does not need another hotel.
  - Site is not fit for a hotel purpose.
  - Proposal does not like a hotel and will attract the wrong sort of people.
  - Site is ring fenced for Cross Rail 2.
  - The site should be used for car free residential use.
- 5.3 Highways officers raised no objection subject to conditions.
- 5.4 Transport planning advised that the refuse stores were suitably located, the cycle parking provision accorded with London plan standards, swept path analysis shows the site can be safely serviced by vehicles entering and leaving in forward gear and the proposals will not generate a significant negative impact on the performance and safety of the surrounding highway network or its users. A recommendation for approval is supported.

- 5.5 Network Rail made no comment.
- 5.6 Metropolitan Police Designing out Crime Officer. Following initial comments from the officer to improve the security and safety of the building the details raised were satisfactorily addressed by the applicant with the submission of revised plans and no objections were raised.
- 5.7 Climate change officers were satisfied that the development should achieve BREEAM 'Very good' and that the CO<sub>2</sub> savings represented the maximum level of savings achievable on the site. Conditions relating to District Heat Networks and CHP Networks were recommended.
- 5.8 Environmental Health officers were consulted and as a result further information was provided relating to noise impacts. No objections were raised subject to conditions relating to noise and site contamination.

## **6. POLICY CONTEXT**

- 6.1 The relevant policies in the Council's Adopted Sites and Policies Plan (July 2014) are:  
DM D1 (Urban design)  
DM D2 (Design considerations)  
DM D3 (Alterations and Extensions to Buildings)  
DM EP2 (Reducing and mitigating noise)  
DM R5 (Food and drink uses)  
DM R6 (Culture, arts and tourism development)  
DM T2 (Transport impacts of development)
- 6.2 London Plan 2015  
4.5 (London's visitor infrastructure)  
6.9 (Cycling)  
6.13 (Parking)  
7.4 (Local character)
- 6.3 Merton Core Strategy 2011  
CS 4 Raynes Park Local Centre  
CS 14 Design  
CS 15 Climate change

## **7.0 PLANNING CONSIDERATIONS**

- 7.1 The main planning considerations include the principle of re-developing the building for hotel accommodation, design and impacts on streetscene, neighbour amenity, noise, car parking, servicing and highway safety
- 7.2 Principle of Development

The proposal for a hotel use, albeit with the retention of the existing pub use, has previously been granted by members in 2011 and subsequently under delegated powers in 2014 and therefore the principle of the change of use to a hotel has the endorsement of the Council. Planning policies have not changed since the last decision. SPP policy DM R5 seeks to restrict the loss of public houses unless it can be shown that they are not economically viable and that there are alternatives located within the local area. This proposal does not include the retention of the public house use and although the site has been a public house since the 1800s it ceased trading in June 2010, reopened for 18 months closing again in 2014 and the site has not been occupied since. It is noted that there are several other pubs/ bars within a short walk of the site including The Edward Rayne, The Raynes Park Tavern and The Cavern, all fronting Coombe Lane.

- 7.3 Notwithstanding objections to the effect that no further capacity was required, policy 4.5 of the London Plan seeks to achieve 40,000 net additional hotel bedrooms by 2036. As with the nearby Travelodge, the hotel use provides a service for visitors to both the locality and central London and additional customers for other local shops and services. With excellent mainline rail connections to central London, suburban hotels such as this one can increase the range of opportunities for visitors offering a lower cost option to central London hotels.
- 7.4 Design/Appearance and Impact on Streetscene  
Core strategy policy CS14 and SPP Policy DMD3 require well designed proposals that will respect the appearance, materials, scale bulk, proportions and character of the original building and its surroundings. The site and buildings are adjacent to a railway embankment and are on a busy main road, within a mixed use area where nearby buildings have a wide range of architectural styles and dates of build. Notwithstanding the loss of the distinct symmetrical form of the original building as a result of the proposals, the scheme nevertheless involves appropriate scale and massing with the raised mansard roof having a more subservient feel than simply adding an additional floor that followed the existing outline. As a matter of judgement officers consider that the extended building would not appear overbearing or unduly bulky in terms of the Kingston Road streetscene, particularly given its location adjacent to the high level railway embankment and in relation to the three storey buildings immediately opposite the site. Both end terrace buildings on the opposite side of Kingston Road, at the junction with Carlton Park Road, have turret style features at roof level and the rotunda element seeks to complement these. Demolition of the double height mini cab office building at the western end of the site is not considered an issue.
- 7.5 In relation to materials the existing rendered finish to the first and second floor would be retained but the mansard element would be finished in zinc whilst the new three storey element would be finished in exposed facing brickwork with glazed panels on the top floor of the rotunda element. It may be considered that the proposed redevelopment would make a positive contribution to the

streetscene, meeting the policy requirements to respond to and re-inforce locally distinctive patterns of development, whilst respecting siting, proportions and height of surrounding buildings.

- 7.6 Internally the layout has been amended to respond positively to the comments of the Police Designing Out Crime Officer so as to improve the security and safety of the hotel and its residents. The proposed hotel layout provides 21 en-suite bedrooms, over the three upper floors, all of them with good levels of daylight and natural ventilation. The bedrooms front Kingston Road and the internal facilities would provide both business visitors and tourists with suitable short stay accommodation with easy access to Central London. The layout and size of the manager's flat meets internal and external space standards and meets dedicated cycle storage standards.

7.7 Neighbour Amenity

A public house has occupied the site since the 19th century and the current scheme for the hotel use is not likely to result in increased noise levels that might harm neighbour amenity. The increased height of the building still raises no undue issues in terms of overlooking or privacy, given the separation of at least 20m between the application site and any flats on the upper floors on the opposite side of Kingston Road. Officers consider that the extended building results in minimum visual intrusion and impact for existing neighbouring occupiers, thus complying with the principles of policy DM D2 of the Adopted SPP 2014.

7.8 Noise

SPP policy DM EP 2 requires consideration with proposals for where new noise-sensitive development would be incompatible with existing activities. Such development should not normally be permitted in areas which are - or are expected to become -subject to unacceptably high levels of noise. Noise-sensitive development should not normally be permitted where high levels of noise will continue throughout the night; especially during the hours when people are normally sleeping (23.00 to 07.00). Residential and hotel uses are noise sensitive and in this case the bedrooms have been situated on the Kingston Road elevation furthest from the railway line.

- 7.10 Recognizing that the site is in a location that experiences high levels of railway noise, the scheme has been submitted with a Noise Assessment that has made various design recommendations to mitigate the impact of noise on residents from the railway, road and plant and machinery and conditions to ensure compliance with these measures are recommended. The report also investigated the impact of vibration but found that the results were "significantly below the 'low probability of adverse comment' limits. Therefore vibration levels measured would not be expected to constitute a concern for this development".

- 7.11 In addition to safeguarding measures for the occupiers of the hotel, it is

recommended that the premises should be subject to conditions restricting construction and delivery times. Officers are therefore satisfied that the scheme will provide an appropriate standard of accommodation for hotel visitors and would raise no undue issues in respect of neighbour amenity.

7.12 Traffic and Parking

Transport Planning Officers confirm the site has very good public transport accessibility and is not inside a CPZ, although it sits in the centre of a number of them. The quantum of accommodation, i.e. 21 hotel bedrooms remains the same as in the previously approved schemes and therefore there are no changes between the three applications that would justify a refusal of planning permission on the grounds of transport impacts. The hotel would not offer function or event facilities and therefore nothing to suggest that large numbers of people would attend events here. Those staying at the hotel would be aware that there would be no parking available in the locality and the site is very well provided for by train and bus links.

- 7.13 The new hotel use will continue to require regular deliveries for laundry and refuse collections etc and a new dedicated off street loading bay is therefore to be provided at the side of the building and this will improve the existing arrangement of just one off street car parking space. Proposed cycle parking spaces comply with minimum standards. The site is not located within a Cross Rail 2 safeguarded site.

**8. SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS**

- 8.1 The proposal does not constitute Schedule 1 or Schedule 2 development. Accordingly, there are no requirements in terms of an Environmental Impact Assessment (EIA).

**9 CONCLUSION**

- 9.1 The proposals to redevelop the site are in accordance with adopted SPP policies, which seek to make more effective use of previously developed land and to ensure appropriate land uses are secured to meet the needs of communities. The redevelopment of the site to provide 21 hotel rooms has been approved previously and the principle differences between this proposal and those previously approved are that the proposal will not retain the pub use, provides a small unit residential for a manager and has some exterior design changes, none of which are considered to raise any policy issues that would warrant the refusal of a scheme that could help stimulate business on the south side of Raynes Park centre. The proposal is therefore recommended for approval subject to appropriate conditions.

**RECOMMENDATION**

Grant planning permission subject to conditions



### **Conditions**

1. A.1 Commencement of development for full application
2. A.7 In accordance with the approved plans Site location plan and drawings 2-GA 100 REV A, 2-GA 101 REV D, 2-GA 102 REV C, 2-GA 103 REV B,, 2-GA 104 REV B, 2-GA 201 REV B, 2-GA 202 REV B, 2-GA 301 REV A, 2-GA 302 REV A & 2-GA 303. Energy strategy (ACL-4101-03-02 – Energy Statement rev1.pdf, 07-02-2017) & Clement Acoustics, Noise Exposure Assessment Report 9157-NEA-01RevisionC 16 Feb 17
3. B.1 External materials to be approved
4. B.4 Details of site/surface treatment
5. B.5 Details of walls/ fences
6. C.6 Details of refuse storage
7. Non standard  

‘Unless otherwise agreed in writing by the Local Planning Authority, no part of the development hereby approved shall be used or occupied until a Post-Construction Review Certificate issued by the Building Research Establishment or other equivalent assessors confirming that the non-residential development has achieved a BREEAM rating of not less than the standards equivalent to ‘Very Good’ has been submitted to and acknowledged in writing by the Local Planning Authority. The submission shall also include confirmation that the development will deliver the carbon savings outlined with the approved energy strategy (ACL-4101-03-02 – Energy Statement rev1.pdf, 07-02-2017).’ 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 2011 and policy CS15 of Merton's Core Planning Strategy 2011.
8. Non standard  

‘No development shall commence until the applicant submits to, and has secured written approval from, the Local Planning Authority on evidence demonstrating that the development has been designed to enable connection of the site to an existing or future district heating network, in accordance with the Technical Standards of the London Heat Network Manual (2014).’ Reason: To demonstrate that the site heat network has been designed to link all building uses on site (domestic and non-domestic) and to demonstrate that sufficient space has been allocated in the plant room for future connection to wider district heating in accordance with London Plan (2015) policies 5.5 and 5.6.
9. Non standard  

‘Unless otherwise agreed in writing by the Local Planning Authority, no part of the development hereby approved shall be used or occupied until evidence has been submitted to the council that the developer has uploaded the appropriate information pertaining to the sites Combined Heat and Power (CHP) system has

been uploaded onto the London Heat Map (<http://www.londonheatmap.org.uk/>)'

Reason: To ensure that the development contributes to the London Plan targets for decentralised energy production and district heating planning. Development Plan policies for Merton: policy 5.2,5.5 of the London Plan 2011 and policy CS15 of Merton's Core Planning Strategy 2011.

10. D.5 Soundproofing of Plant and Machinery; Noise levels, (expressed as the equivalent continuous sound level) LAeq (10 minutes), from any new plant/machinery from the commercial use shall not exceed LA90-10dB at the boundary with the closest residential property.

11. Non standard;

Due to the potential impact of the surrounding locality on the development the recommendations to protect noise intrusion into the building as specified in the Clement Acoustics, Noise Exposure Assessment Report 9157-NEA-01RevisionC 16 Feb 17 shall be implemented as a minimum standard for all aspects included in the report prior to occupation of the development . Reason; To protect the amenity of occupiers from noise pollution in accordance with policy DM EP2 of the adopted Sites and Policies Plan 2014

12. D.8 Deliveries (between 8am and 8pm any day)
13. D. 11 Hours of construction
14. F.9 Hardstandings
15. H.1 New Vehicle Access
16. H.3 Redundant Crossovers
17. H.4 Provision of Vehicle servicing area
18. H.6 Cycle Parking
19. H.9 Construction Vehicles
20. H.12 Delivery and Servicing Plan (including details of the size of service vehicles and timing of deliveries)
21. M.1 Contaminated Land – Site investigation
22. M.2 Contaminated Land – Remedial measures
- 23 . M.3 Contaminated Land – Validation report

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