SUMMARY

This report seeks the Neighbourhood Committee's views on an application 11/14797/FUL for the demolition of four existing residential houses and the provision of a three storey care home development (Class C2), comprising 92 residential units with associated parking and landscaping prior to consideration of the application by the Development Control Committee.

The application is still under consideration and the period set aside for public consultation is currently underway. Further information will be circulated to the Neighbourhood Committee following an assessment upon the receipt of any further consultation responses. The proposal raises a number of considerations which are set out below in the main body of the report.

RECOMMENDATION

It is RECOMMENDED that the Committee expresses its views on the application so that the Development Control Committee can consider them when it determines this planning application.

REASON FOR RECOMMENDATION

To enable the Neighbourhood’s views to be considered

SITE AND SURROUNDINGS

1. The site is located on the southern side of Coombe Lane West and comprises 4 x two-storey detached houses (Nos. 190, 192, 194 and 196 Coombe Lane West), some of which have accommodation within the roof space. The surrounding area is mainly residential in character with the residential developments of Devey Close and Warbank Lane located to the north, the Fullers Garage on Beverley Way to the east, Malden Golf Course (Metropolitan Open Lane and a Site of Nature Conservation Importance) to the south and the New Victoria Hospital to the west of the site. The site is within a Strategic Area of Special Character and is within 50 metres of protected species (Mistletoe) and 100 metres of a Greenspace Information for Greater London (GiGL) Habitat area (Malden Golf Course).
PROPOSAL

2. The application proposal involves the demolition of four existing residential houses and the provision of a three storey care home development (Class C2 use) comprising 92 residential units.

3. The proposed building would be arranged over four floors (with the top floor of accommodation provided within the roofspace) and would appear two storeys in height (with accommodation in the roofspace) as viewed from Coombe Lane West. Car parking would be provided to the front of the site, accessed from Coombe Lane West, with 22 provided undercroft and 10 (including 2 disabled spaces) at ground floor surface level (a total of 32 spaces). A store for 12 cycles would be provided to the front of the site with landscaped areas also proposed to the front, side and rear of the building.

CONSULTATIONS

4. Neighbour Notification - Site and press notices have been displayed and 83 neighbours have been notified - 11 objections have been received raising the following concerns:
   (a) Inappropriate development resulting in a loss of low density housing.
   (b) Overdevelopment of the site.
   (c) The proposed scale and height of the building is not in keeping with the character of the local area.
   (d) Visually intrusive and an eyesore.
   (e) Increase in burden on local healthcare services.
   (f) Loss of trees and greenery
   (g) Inadequate parking provision.
   (h) Increase in traffic and congestion.
   (i) Prejudicial to highway safety
   (j) Adverse impact on car and public transport travel on Coombe Lane West.
   (k) Community engagement has not been properly undertaken.
   (l) Impact on local wildlife.

5. Borough Environmental Health - there is a history of noise complaints made against the Hospital, which this site borders, but not from the western side and no complaints have been made to Environmental Health (EH) from the occupiers of 190 Coombe Lane West. On that basis and from the circumstances of the proposed occupiers of the development EH would not anticipate them to suffer any loss of amenity from activities at the Hospital site. Noise from traffic dominates the area and while this can be designed out it should be conditioned. Conditions relating to site works, hours of construction and noise should be attached to any permission granted.

6. Borough Valuer - no response received. Any response to be reported to Committee as late material.

7. Climate Change and Sustainability - a Sustainability Statement should be produced to outline all of the proposed measures to ensure the development is as sustainable as it can be. As part of this a Code for Sustainable Homes Assessment should be carried out. In order to minimise the environmental impact of the proposed development it is recommended that the development meets the requirements set out in the BREEAM Multi-residential or Bespoke sustainability assessment methodology. Details of how this will be achieved should be submitted to the Planning Authority in the form of a preliminary BREEAM Assessment carried out by an accredited BREEAM assessor. An
interim design stage certificate should then be submitted to the Planning Authority prior to construction of the development to ensure the targeted BREEAM level has been achieved. A post completion check should be carried out once the development is complete prior to occupancy and a final BREEAM certificate should be displayed within the development.

8. Community Services - no response received. Any response to be reported to Committee as late material.

9. Green Spaces - no response received. Any response to be reported to Committee as late material.

10. London Ambulance Service NHS Trust - no response received. Any response to be reported to Committee as late material.

11. London Borough of Merton - no response received. Any response to be reported to Committee as late material.

12. Neighbourhood Traffic Engineer - there is no parking requirement in the London Plan for a registered care home. Provision has been made for 32 cars including 2 disabled parking bays. It is considered that this provision is adequate for staff and visitors. The applicant states that there will be between 25 and 30 staff on duty at any one time within the home.

13. The proposed cycle parking is acceptable. The applicant should be willing to extend this facility should it become well used. The proposed access onto Coombe Lane West is 5.5m and an acceptable width and location. It is noted that a Stage 1 Road Safety Audit has been completed of this access point. Sightlines at the access allow for a 4.5m x 90m visibility splay in both directions.

14. A lamp column (ref. LC66) and the cabinet for a Automatic Traffic Counter are located within the sightlines for the visibility splay and should be relocated towards the back of the highway boundary. This is to allow for sufficient inter visibility between vehicles exiting from the proposed access and Coombe Lane West. Sufficient visibility between vehicles exiting the access and pedestrians should be provided. An inter visibility splay of 2.8m X 3.3m should be provided.

15. The applicant will be required to enter into a section 278 agreement with regard to the construction of the access on the public highway. The proposed crossover and access to the electricity substation on the western boundary of the site is not acceptable. Access to the electricity substation should be from No.188 Coombe Lane West as is thought to be currently provided.

16. The proposals will result in the need to landscape the public highway between Beverly Way and the Western boundary of 190 Coombe Lane West. Should approval be given the applicant should provide detailed plans of the proposed landscaping which should be approved in writing prior to construction.

17. As part of the development the developer will be asked to enter a S106 Agreement to fund local highway improvements and these will include:-

18. Widening of the footway along Coombe Lane West from the access to New Victoria Hospital to Beverly Way to a minimum width of 2m;

19. The construction of a refuge island on Coombe Lane West located between the proposed access and Warbank Lane. This is to enable pedestrians to have a safer route between the nearest bus stop for the 265 on Beverly Way and the care home;

20. To provide enhanced travel conditions it is proposed that the Developer fund the introduction of Countdown (Live Bus journey time info from TfL) for both the eastbound and westbound stops at New Victoria Hospital on Coombe Lane West; and

21. The road condition of Coombe Lane West should be monitored to ensure that
concentration of Site Traffic does not adversely affect the condition of the roads surface and it is proposed that a pre-condition survey is undertaken. This will be included in the S106 agreement with the condition that any damage attributed to the Site Works will be repaired by the Developer on substantial completion of the site works.

22. Conditions relating to access and visibility, travel plan, sustainable drainage, levels and a working scheme and informatives relating to vehicle crossover alterations, material deliveries, vehicular provisions, road condition survey, highway cleaning and disruption to the highway should also be attached to any permission granted.

23. Transport for London - TfL is the Highway Authority for the A3 Beverley Way which forms part of the Transport for London Road Network (TLRN). It is therefore concerned with any development which could affect the safety or performance of the TLRN and has therefore reviewed this proposal accordingly.

24. TfL has no objection in principle to the above application provided the comments alluded to below are addressed;

25. It is acknowledged that the reduction in the number of accesses and location of the new access away from Beverley Way would reduce potential traffic conflicts and enhance road safety. TfL would expect the proposed access to meet the current highway design specifications and sight line standards before approval by the Highway Authority upon satisfactory completion of a Safety Audit.

26. Finally, TfL recommends that should the Local Planning Authority be minded to approve this application, it should be conditioned with the provision of an approved Developer's Construction Logistic Plan with construction vehicle swept paths drawings confirming their safe utilization of the proposed access arrangement.

27. Policy and Implementation - loss of family housing is the main policy consideration for this application. It is noted that this proposal is for the loss of conventional housing and gain of non-conventional housing. Policy H3 of the UDP states that the loss of residential land and buildings to other uses will be resisted. This is reiterated in both Policy 3.14 of the London Plan and Policy DM14 of the emerging LDF Core Strategy. Furthermore, the Strategic Housing Market Assessment 2009 (SHMA) identifies a significant requirement for family housing over the lifetime of the Core Strategy in Kingston.

28. However, the SHMA also identifies a need for more specialist accommodation (such as for the frail elderly) within the Borough. Therefore this application would concur with the requirements of UDP Policy STR3 Housing Need which seeks to ensure that all residents of the borough enjoy a standard of accommodation to meet their needs, including older people who need specialist housing.

29. London Plan Policy 3.14b states that the loss of housing, including affordable housing, should be resisted unless the housing is replaced at existing or higher densities. This proposal for 90 units would result in a net gain of 86 units. Weight should be given to the fact that this proposal would deliver higher density accommodation than the existing provision (despite being non-conventional).

30. In addition it is considered that a care home would be acceptable given that Policies 3.16 and 3.17 of the London Plan further support the provision of high quality health and social care appropriate for a growing and changing population, particularly in areas of under provision, or where there are particular needs.
31. It is therefore considered that the principle of the loss of the existing houses to provide such a provision could be justified as this proposal would contribute to improving the borough’s housing stock whilst meeting an identified need.

32. Trees and Landscape - the site is very prominent on a major gateway site into the Borough of Kingston. The proposal will significantly alter the landscape character of the Gateway. As such, the opportunity should be taken to enhance the public realm to a similar scale as the building. The building footprint should be set back at least 8m from the eastern boundary of the site and at least 4m from the southern boundary of the site.

33. The eastern boundary facing the dual carriageway should have a 10m buffer zone of new woodland tree planting. The style of the building will sit satisfactorily in this landscape, but not the scale. There should be a lot more new tree planting generally on the site. New large woodland trees should also be included in the scheme, particularly on the eastern and southern boundaries.

34. A revised proposed landscape scheme, including details of species, densities and a 5 year maintenance plan by a qualified Landscape Architect should be submitted.

35. Fire and Civil Defence Authority - no response received. Any response to be reported to Committee as late material.

36. Thames Water Development Control - no objection to proposal on surface water drainage or sewage infrastructure grounds. Prior approval for works may however be required from Thames Water prior to development taking place if the developer proposes to discharge to a public sewer.

37. Waste and Recycling - no response received. Any response to be reported to Committee as late material.

ASSESSMENT

38. The main considerations material to the determination of this application are:

- Principle of Proposed Development
- Impact on Character of Area
- Impact on Neighbour's Residential Amenity
- Highways and Parking
- Trees
- Legal Agreements
- Sustainability
- Other Material Considerations

Principle of Proposed Development

39. Policy H3 of the UDP states that unless there are exceptional circumstances, the loss of residential land and buildings to other uses will be resisted. This is reiterated in both Policy 3.14 of the London Plan and Policy DM14 of the emerging LDF Core Strategy.

40. Notwithstanding this, Policy CS2 of the UDP does support improvements in the provision of facilities for the care in the community of people including those resulting from ageing where the accommodation is suitable for their needs; appropriate day care and other services are provided to support their living more independently; they are sited with convenient access to transport, shops and open spaces (where possible); and in the case of residential
accommodation it can be satisfactorily located with convenient access
to local community services. Policy DM21 of the emerging LDF Core
Strategy also encourages such a provision.

41. Policies 3.16 and 3.17 of the London Plan further support the
provision of high quality health and social care appropriate for a
growing and changing population, particularly in areas of under
provision or where there are particular needs. In relation to provision,
the Kingston Upon Thames Strategic Housing Assessment 2009
(First Draft, April 2009) identifies a need for more specialist
accommodation (such as for the frail elderly) within the Borough with
population projections indicating that the number of people aged 60 or
over is set to increase by 49% and by 43.3% for those aged 85 or
over across the Borough over the next 20 years. The Kingston upon
Thames Infrastructure Delivery Plan 2011 also identifies a priority
need within the Borough for 'extra care' sheltered housing for older
people, provision for people with learning and physical disabilities and
respite care facilities.

42. The 2009 assessment identifies that 13,525 of all households in the
Borough (21% of the total) contain only older people (defined as
those over the state pension eligibility age) and a further 7.2% contain
both older and non-older people. The majority of these are in the
owner-occupied sector. It also finds that a relatively high proportion of
social rented accommodation (some 255 households) within the
Borough also contains older people only (31.5%). The assessment
concludes that the overwhelming majority of older person only
households are comprised of one or two people yet over half of these
reside in accommodation with three or more bedrooms. It suggests
that 'there could be potential scope to free up larger units for younger
families if the older households choose to move into suitable smaller
units' and this 'may present some opportunity to reduce under-
occupation'. The application is also supported by a 'Needs
Assessment' report.

Impact on Character of Area

43. Policies STR6 and BE11 of the UDP seek to achieve a high quality
built environment in the borough. This will be achieved by conserving
and enhancing the existing environment and requiring that a high
standard of design for new developments is achieved which is
appropriate to the character of the surroundings. The proposal, if it is
to comply with the above policies, should be of an appropriate design,
appearance and sitting and should not cause an unacceptable harm
to the visual quality and character of the locality. In that respect Policy
BE11 requires that due regard should be given to the relationship to
adjoining properties, the avoidance of visual intrusion and materials.

44. Policies CS8 and DM10 of the LDF Core Strategy further advise that
proposals should relate well to their surroundings and be of a high
standard of design to achieve a more attractive, sustainable and
accessible environment.

45. The area surrounding the application site is characterised by a variety
of design styles and forms with a mixture of buildings predominantly
residential in use and two storeys in height. From the Council's
records it would appear that the four existing two-storey houses on
the site were built sometime between the late 1930's and early 1940's
The houses are neither statutorily nor locally listed and of limited architectural merit making a limited contribution to the character of the street scene of Coombe Lane West.

46. The site itself, however, is part of a key entrance gateway to the Borough. The current approach is a high quality tree-lined route, with greenery and natural habitats in scale with the large highway infrastructure, and adjacent, mainly residential buildings. The proposed replacement building would be arranged over four floors (with the top floor of accommodation provided within the roofspace) and would appear two storeys in height (with accommodation in the roofspace) as viewed from Coombe Lane West. It would have a broad 'H' shape, with 2 blocks running on a north-south axis connected by a central block running east to west. The building would have a pitched roof with the eastern end being gable ended. It would be traditional in its design being built in red brick/render with a clay tiled roof. The building would be set back approximately 6 to 12 metres from the front boundary of the site and would respect the prevalent building line of the buildings on the southern side of Coombe Lane West.

**Impact on Neighbours’ Residential Amenity**

47. Policy H1 of the UDP seeks to safeguard residential amenities in terms of noise and disturbance, privacy and safety, outlook, and daylight. Policy BE12 of the UDP reinforces these sentiments, whilst also seeking (amongst other things) avoidance of noise, vibration and other disturbance. This is reiterated in Policy DM10 of the emerging LDF Core Strategy.

48. The nearest neighboring residential properties are in Davey Close and War bank Lane to the north and Beverley Way to the southeast. The proposed building would be set back approximately 28 meters from the nearest residential property in Davey Close, 48 meters from the nearest in War bank Lane and 21 meters from the nearest property in Beverley Way. The proposal would not breach either the '25 degree' or '45 degree' tests, as taken from these properties in compliance with British Research Establishment (BRE) guidance.

49. The impact of the development upon the residential amenities of neighbouring properties in Devey Close, Warbank Lane and Beverley Way will need to be considered.

**Highways & Parking**

50. One of the criteria identified in Policy BE12 is that all development must be provided with adequate off-street parking. Car parking and cycle standards are referred to in Policy T20 and set out in Appendix 1 (Car Parking Standards) of the Council’s UDP. These standards reflect the need to ensure new developments do not adversely affect road safety and amenity, whilst still promoting sustainable development. Policy T21 further states that planning permission will not be granted for development likely to result in an increase in on-street parking where it would adversely impact upon traffic flows, bus movement, road safety, the amenities of local residents or the local environment.
51. The site has a Public Transport Accessibility Level of 1b (very poor) and is not particularly well served by public transport. There is no parking requirement in the London Plan for a registered care home. Provision has, however, been made for 32 cars including 2 disabled parking bays and 12 cycle spaces. The application states that there will be between 25 and 30 staff on duty at any one time within the home. The Council's Neighbourhood Traffic Engineer has raised no objection to the proposal and considers that the level of car and cycle provision proposed is adequate for staff and visitors.

52. An Interim Travel Plan has also been submitted with the application which sets out an action plan of measures and targets which aim to reduce car trips to the site by staff and visitors. The travel plan submitted is currently in draft form and has not yet been agreed with the Council's Climate Change and Sustainable Travel Section. Where the application to be recommend for approval, a condition requiring the submission and approval of an agreed travel plan prior to any development taking place would be considered appropriate.

Trees

53. Policy BE9 of the UDP states that the Council will endeavour to maintain and improve the quality of the local environment by ensuring that developments minimise the loss or damage to trees. As stated earlier, the site forms part of a key entrance gateway to the Borough, which is a high quality tree-lined route, with greenery and natural habitats in scale with the large highway infrastructure, and adjacent buildings.

54. The application proposes the removal of 60 trees of which 1 has been identified as Category B (moderate quality), 34 as Category C (low quality) and 25 as Category R (should be removed for sound arboricultural or forestry management reasons) within the Arboricultural Impact Assessment submitted. These are to be replaced with semi-mature replacement tree planting

Legal Agreements

55. A legal agreement would be required for the environmental, public highway/public footpath improvement works likely to be required as part of the proposal. The Council will also seek to secure contributions towards health and social care, community safety and visitor management, sustainable travel and climate change mitigation measures within the Borough in accordance with the Council's adopted Planning Obligations Supplementary Planning Document (Planning Obligations SPD), which forms part of its Local Development Framework.

Sustainability

56. The proposed development would need to demonstrate compliance with the Mayor's Sustainability Strategy for reducing carbon emissions and the buildings energy demand through the use of sustainable design strategies. The development would be expected to achieve BREEAM 'Excellent' in accordance with the requirements of Policy 5.2 of the London Plan and Policy DM1 of the emerging LDF Core Strategy. Where the application to be recommend for approval
this would be secured by condition.

**Other Material Considerations**

57. The site is within 50 metres of protected species (Mistletoe) and 100 metres of a Greenspace Information for Greater London (GiGL) Habitat area (Malden Golf Course). An Ecological Assessment has been submitted with the application which concludes that there is no reason to suggest that any ecological designations, habitats of nature conservation interest or any protected species will be significantly harmed by the proposals.

**BACKGROUND PAPERS** held by Michael Cassidy (author of this report)
Tel. 020 8547 5352
Email dc@rbk.kingston.gov.uk

Application file 11/14797/FUL
Relevant Committee reports and related papers/correspondence
Ward: Coombe Hill

Description of Proposal: Demolition of four existing residential houses and the provision of a three storey care home development (Class C2), comprising 92 residential units with associated parking and landscaping

Plan Type: Full Application

Expiry Date: 20/01/2012

Previous Relevant History

None.
UDP Policies

NATIONAL POLICIES - PPGS/PPSS
PPG13 Transport
PPG24 Planning and Noise
PPS01 Delivering Sustainable Development
PPS03 Housing
PPS04 Planning for Sustainable Economic Growth
PPS09 Biodiversity and Geological Conservation

UNITARY DEVELOPMENT PLAN
BE1 Strat Areas of Spec Char + Prot of Key V
BE10 Grass Verges
BE11 Design of New Buildings and Extensions
BE12 Layout and Amenity of Buildings and Exts
BE19 Areas of Archaeological Significance
BE9 Trees and Soft Landscaping
CS2 Facilities for Care in the Community
H1 Protection of Residential Amenities
H2 Res and other Uses in Residential Areas
H3 Change from Residential Use
MW3 Energy Efficiency & Conservation in Devs
MW7 Noise
OL11 Sites of Nature Conservation Importance
OL11A Species Protection
OL4 Metropolitan Open Land
RES3 Determination of Planning Applications
RES8 Community Benefit
STR6 Conserving + Enhancing the Built Env
STR7A Biodiversity
T1 Transport Safety
T13 Facilities for People with Disabilities
T15 Cycling
T20 Compliance with Car Parking Standards
T21 New Development and On-Street Parking

LONDON PLAN JULY 2012
LP 2.7 Outer London: economy
LP 5.1 Climate change mitigation
LP 5.2 Minimising carbon dioxide emissions
LP 5.3 Sustainable design and construction
LP 5.7 Renewable energy
LP 6.3 Assessing effects of development on tran
LP 6.9 Cycling
LP 7.2 An inclusive environment
LP 7.3 Designing out crime
LP 7.4 Local character
LP 7.5 Public realm
LP 7.6 Architecture
LP 8.2 Planning obligations

LDF CORE STRATEGY CORE POLICIES
Basic Information:

Total Site Area  1588sq m