



London Borough of Sutton

Recommendations for Local Centre and Other Town Centre Use Policy Changes

Strategic Planning

Environment and Neighbourhoods

January 2015



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Contents:

I Introduction	5
1. Changes to the Existing Boundaries of Existing Local Centres	5
2. Additional of Three New Shopping Parades to Local Centres	6
3. Policy Change to Remove Larger Local Centres	7
4. Hot Foot Takeaways	8
5. Residential Development	9
6. Public Houses	10
7. Social, Business and Community Uses	11
8. Improvements to the Public Realm	12
9. Bookmakers	12
10. Pay Day Loan Shops and Pawnbrokers	13

Appendix 1: Changes to the existing boundaries of existing local centres

Appendix 2: Proposed new Local Centres

Appendix 3: Proposed Town Centre Network

Appendix 4: Location of Hot Food Takeaways

Appendix 5: Public Houses within the London Borough of Sutton

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I. Introduction

I.1 In May 2014, the council conducted a review of its 27 local centres, as defined in the Appendix to the Site Development Policies DPD. The results of this review and an analysis of the vitality of the local centres are set out in the “Local Centres Study” (May 2014). However, a number of issues arose from the study and this paper sets out eight recommendations for changes to Local Plan policy. The recommended changes cover local centre issues and town centre use issues.

I.2 The eight changes are as follows:

1. Changes to the boundaries of existing Local Centres;
2. The addition of three new shopping parades as Local Centres;
3. A policy change to remove the distinction between Larger Local Centres and Local Centres
4. A policy change regarding Hot Food Takeaways;
5. A policy change regarding residential development;
6. A policy change regarding public houses
7. A policy change regarding social and community uses
8. A policy change regarding improvements to the public realm

I.3 Finally, two issues which can be controversial were considered but it is recommended that no policy changes are necessary. These issues are:

9. Bookmakers;
10. Pay day loan shops and pawnbrokers;

1. Changes to the Existing Boundaries of Local Centres

1.1 The local centre boundaries were last reviewed prior to the adoption of the 2003 Unitary Development Plan and since then a number of changes have taken place. For instance, some commercial uses have been lost to residential uses within the existing local centre boundary and so these buildings no longer fulfil the function of a local centre. Some commercial, social and community uses have been established adjacent to existing local centre boundaries and warrant inclusion. In addition, the council considers it would be prudent to include community uses within local centres and give them some form of policy protection. These uses can generate significant footfall to local centres and so add to the vitality of a local centre.

1.2 Therefore, to take account of the changes on the ground and in policy, it is proposed that the boundaries of the following local centres are amended:

- a) Belmont
- b) Middleton Circle
- c) Stafford Road
- d) Stonecot Hill
- e) Wrythe Green
- f) Angel Hill
- g) Church Hill Road
- h) Hillcrest Parade
- i) London Road (Hamilton Avenue)
- j) London Road (Staines Avenue)

- k) Manor Road
- l) Oldfields Road
- m) Stanley Park Road
- n) Upper Mulgrave Road
- o) Westmead Road
- p) Wrythe Lane

1.3 The maps showing the recommended changes to the boundaries are set out in Appendix 1.

2. New Local Centres

2.1 In addition to surveying the existing local centres in May 2014, other shopping parades not currently designated as local centres were surveyed to ascertain if they merited designation as a local centre.

2.2 The following shopping parades were surveyed with the following comments:

Table 1: Shopping Parades surveyed as Potential Local Centres

Shopping Parade	Footprint (sq m)	Includes a basic shop	Adj to railway station
Lind Road/Lower Road Sutton	4,191	Yes	No
Collingwood Road, Sutton (southern end)	487	Yes	No
Sutton Common Road, Sutton (by The Harvester)	335	Yes	No
Sutton Common Road, Sutton (Sutton Common Station)	405	Yes	Yes
Dorchester Road Worcester Park	Recent loss of units to residential makes the parade very small		
Butter Hill Carshalton	Recent loss of units to residential makes the parade very small		
Carshalton Road, Sutton (by The Nightingale)	973	No	No
West Street Carshalton	1,495	No	No
North Street, Carshalton (Carshalton Station)	1,441	Yes	Yes
Demesne Road Wallington	325	Yes	No

2.3 In the absence of any up-to-date criteria to determine the threshold for becoming a local centre, it was decided to create the following criteria:

1. More than 700sqm in footprint; (because the footprint size shows it is notable parade)
2. The presence of a basic shop proves because this shows the parade is serving its hinterland)

3. Adjacent to a railway station.
(because these parades should have a high footfall from commuters and, with the growing trend of “click and collect”, it is expected that, in the future, it may be possible for commuters to be able to buy goods during the day and pick them up in the evening)

2.4 It was decided if a centre met two of three criteria, it should be included as a local centre. Applying the above criteria and the two-from-three requirement, the following shopping parades could be designated as local centres:

1. Lind Road and Lower Road (on criteria 1 and 2)
2. North Street (Carshalton Station (on criteria 1, 2 and 3); and,
3. Sutton Common Station (on criteria 2 and 3)

2.5 Appendix 2 shows the three recommended new local centres.

3. Removing the Distinction between Larger Local Centres and Local Centres

3.1 Currently the only distinction in policy between larger local centres and local centres is that “the council will grant permission for appropriately-sized supermarkets within larger local centres” (Site Development Policies DPD, Policy DM38). The policy is silent about supermarkets in local centres.

3.2 Furthermore, the centres designated as larger local centres are not necessarily the largest local centres, as Table 2 and 3 show:

Table 2: Largest Local Centres, by number of units

Rank	Centre	No of units
1	Stafford Road	114
2	Stonecot	64
3	Belmont	44
4	Westmead Road	40
5	Lind Road/Lower Road	38
6	Middleton Circle	35
7	Church Hill Road	35
8	Upper Mulgrave Road	34
9	Banstead Road	33
10	Wrythe Green	32
11	Plough Lane	29
12	Manor Road	29

Centres in red denote existing Larger Local Centres

Table 3: Largest Local Centres, by floorspace

Rank	Centre	Floorspace (sq m)
1	Stafford Road	11,471
2	Westmead Road	7,632
3	Stonecot	7,250
4	Lind Road/Lower Road	4,191
5	Roundshaw	3,957

6	Church Hill Road	3,886
7	Belmont	3,670
8	Upper Mulgrave Road	3,471
9	Wrythe Green	2,845
10	Middleton Circle	2,773
11	Manor Road	2,445
12	Banstead Road	2,429
18	Plough Lane	1,802

Centres in red denote existing Larger Local Centres

- 3.3** In light of these facts, it is recommended that the distinction between larger local centres and local centres is removed. Appendix 3 shows the recommended new Town Centre Network Map.

4. Hot-Food Takeaways

- 4.1** On average, hot-food takeaways (Class A5 in the Use Classes Order) comprise one in nine units across the 27 local centres and have been increasing at a rate of one per year across the 27 centres. They are often considered an undesirable use because (1) they encourage unhealthy eating; and, (2) they are often unsightly premises and can generate noise, disturbance, traffic, litter and odour.
- 4.2** On the other hand, they are (1) convenient and cheap, especially for those people who work shifts or have two jobs or are in houses of multiple occupation where access to cooking facilities is not easy; (2) they are not the only purveyors of unhealthy food as many restaurants and cafes sell greasy food and often offer it as a takeaway ancillary service; and, (3) hot-food takeaways include delivery services (for pizza etc) which are not litter generating and do not attract teenagers.
- 4.3** In 2013, the council investigated hot-food takeaways. It found the following:
- There were 158 hot-food takeaways in the borough. 20 were in Sutton town centre, 41 in district centres, 79 in local centres, and 18 outside local centres;
 - In 2010, the National Obesity Observatory ranks Sutton 18th out of 32 boroughs in terms of having the most fast food outlets per 100,000 population; and,
 - There is only one takeaway which seemed to be located particularly conveniently for school children, opposite Wallington County Grammar School for Boys and outside a local centre. The results of a study comparing the location of secondary schools with the location of hot-food takeaways are shown in Table 4 and Appendix 4.

Table 4: Secondary Schools and Location of Hot-Food Takeaways

Schools	No of Hot Food Takeaways within a 400-metre radius of a school
Nonsuch Girls School	0
Cheam High School	3 (all within Church Hill Road LC)
Glenthorne High School	1 (within Sutton Common Road LC)
Greenshaw High School	0
Carshalton Boys Sports College	2(all within Wrythe Lane LC)
Carshalton Girls School	9 (4 within Wrythe Green LC)
St Philomena's School	4 (3 within Carshalton Rd & Beynon Road Local Centres)
Sutton Grammar School	7 (all within Sutton Town Centre)
Stanley Park School	0
Wallington Girls School	0
Wilson's School	0
John Fisher School	0
Wallington Country Grammar School	2 (1 within Manor Road Local Centre)
Overton Grange School	0

- 4.4** Therefore, most the borough's hot-food takeaways are where they should be – in centres and hot-food takeaways are not a major issue in the borough, compared to other, particularly inner London, boroughs. Measures such as a 400-metre exclusion zone around schools (as set out in the Waltham Forest Hot-Food Takeaway SPD) would achieve little as many of the hot-food takeaways are not particularly near schools and, where they are, that is because the school is near a commercial centre.
- 4.5** However, in some centres, most notably Sutton Common Road, there are issues regarding over-concentration, and in other centres, notably the Wallington end of Stafford Road, there are issues regarding clustering. Over-concentration and clustering limit residents' access to a wider range of retail services and facilities, including access to healthier food options. They also create cumulative residential amenity issues regarding servicing, odour, noise and litter. Therefore, there are some planning reasons for limiting hot-food takeaways. Table 5 shows the local centres with the highest proportion of A5 uses.

Table 5: A5 Units in a Local Centre as a Percentage of Total Units – Highest Scorers

Local Centre	A5 Units	Total Units	% of A5 Units
Sutton Common Road	6	24	25%
The Chase	5	22	23%
Oldfields Road	4	18	22%
Gander Green Lane	2	9	22%
Roundshaw	2	9	22%
Erskine Road	2	11	18%
London Road (Hamilton Av)	2	21	18%
Wrythe Green	5	31	16%

- 4.6 Therefore, it is proposed that any future policy should include an element which
- Limits the total percentage of A5 units in a centre to 20%; or,
 - Limits the total number of A5 uses in a frontage (ie the shops between two side roads) to 3.

NB: Subsequently further amended at a Local Plan Task and Finish Group

5. Residential Development

- 5.1 In recent years, some centres have seen residential development expand into the previously commercial area. This can lead to a disjointed centre, which could result in the decline of the centre. In limited cases, it can revitalise a grouping of vacant units but this is rarely the case in Sutton where the vacancy rate is only 7%. Therefore, it may be advisable to protect the current commercial activities from further residential encroachment, albeit that the government is temporarily allowing retail premises and offices to convert to residential uses. Table 6 sets out the centres with the highest residential units as a percentage of total units within the centre.

Table 6: Residential Units in a Local Centre as a Percentage of Total Units – Highest Scorers

Local Centre	Residential Unit Percentage
London Road (Staines Avenue)	24%
Belmont	23%
Angel Hill	21%
Church Hill Road	14%
Westmead Road	13%
Stafford Road	12%

- 5.2 Unfortunately, Government policy now allows the conversion of shops (A1), professional services (A2) and offices (B1) to residential uses under permitted development rights with a prior approval. The terms of the prior approval regime provide reasonable grounds for the council to refuse prior approvals for A1 and A2 uses converting to residential uses but not B1 uses. Therefore, the council is limited in how it can stop additional residential units in local and town centres. However, it is proposed that any future policy should have a presumption against A1, A2, A3 (restaurants and cafes) and A4 (pubs) converting to residential uses in town centres unless the applicant provides evidence that the unit has been extensively marketed in its current lawful use for 12 months at an appropriate rate for the location and condition of the premises.

6. Retention of Public Houses

- 6.1 Public Houses are features of the street scene as landmark buildings and often play a major part of the identity of a particular locality. They also perform important social and community functions. However, a number of public houses have closed or have been threatened with closure in recent years as a result of (1) the alcohol duty escalator; (2) the economic slowdown; (3) aggressive profit targets by pubcos; (4) alcohol being sold as a loss leader in supermarkets; and (5) the smoking ban.

- 6.2** In 2007, there were 69 public houses across the borough. Since then, six have closed and are in a new use, four have permission to convert to another use, three are closed and not being refurbished and 54 are still operating. This represents a loss of approximately two pubs per year across the borough.
- 6.3** Given the identity many bring to an area, their community value and the fact that the Mayor of London encourages boroughs to bring forward policies to maintain, manage and enhance public houses (Further Alterations to the London Plan, Paragraph 4.48A), it is desirable to include a pub protection policy in a future Local Plan. However, introducing a pub policy is problematic. Firstly, they can be demolished without a planning permission and, secondly, they have permitted development rights to convert to A3 (restaurants and cafes), A2 (professional services) and A1 (shops).
- 6.4** It is considered that the identity value and local distinctiveness that pubs give to an area is the first and foremost reason for protecting pubs with their social and community value a close second. Therefore, it is proposed that the pubs marked with an asterisk in Appendix 5 become subject to an Article 4 Direction which would prevent their demolition and change of use. It is considered these pubs with asterisks are those which provide significant identity value and local distinctiveness to an area. The Article 4 Direction would then be supported by a planning policy which resists their loss as social and community facilities unless extensive marketing has taken place for a period of 12 months at a rate appropriate for location and condition of the premises,. If this marketing shows that there is no prospect of the pub continuing in its current use, the pub will be encouraged to change to another commercial use. Those asterisked pubs would not be permitted to be demolished, only to convert.

NB: Pub policy was further amended at Local Plan Task and Finish Group meeting

7. Social and Community Uses in Local Centres

- 7.1** It is likely that future policy for Sutton town centre and the district centres will result in a reduction in the shopping focus (A1) of centres and an increase in service and leisure provision. This is to reflect increased internet shopping, where shops are likely to become showrooms rather than retail outlets, and the general trend towards shopping as a day out or leisure activity. While local centres' function will remain primarily centred on day-to-day needs, there is no reason why policy cannot be similarly liberalised to allow more service and community uses in local centres, especially given that they are usually better served by public transport than their hinterlands. For instance, doctors, dentists and crèches are far more conveniently located in local centres than converted suburban houses in the middle of housing estates and gyms and meeting halls are highly suitable uses in local centres.
- 7.2** Therefore, it is proposed that a policy element advocating A2, A3, A4, B1 and certain D1 (non-residential institutions) and D2 (assembly and leisure) uses in local centres should be formulated not only to move these uses to more accessible locations but also to ensure footfall in local centres which will, in turn, aid the vitality of the existing shops. The D1/D2 uses will have to be selected to ensure they generate footfall and not car use as local centres rarely have the capacity to accommodate significant car parking.

8. Improvements to the Public Realm

8.1 Some of the local centres suffer from a poor public realm which detracts from the desirability to use them and, in turn, threatens the vitality of the centre.

The most common features which detract from the public realm are:

- Poor pavement treatments;
- Low quality shopfronts;
- Excessive railings and street clutter;
- Poor road crossings; and,
- Lack of division between parking and pedestrian areas.

8.2 Should finance become available either through grant funding or the Community Infrastructure Levy, there may be scope improving the public realm in some of the local centres. An improvement to the public realm of a local centre is a relatively low-cost, high-visibility intervention by the council.

9. Bookmakers

9.1 As Table 7 shows, the number of bookmakers increased from 31 to 35 between 2006 and 2014. However, this headline figure masks a number of trends. Firstly, betting shops in Sutton Town Centre and the District Centres have increased whereas the number in Local Centres has decreased. This is probably due to declining shop rental rates in the Sutton and the District Centres enabling bookmakers to move shops from Local Centres to bigger centres. Secondly, in Sutton and District Centres, some bookmakers have moved to more prominent premises on the high street, thereby increasing their profile and hence concerns about them. Thirdly, while the number of bookmakers in Local Centres has declined, in three instances, bookmakers took over adjacent vacant premises, thereby doubling their footprint in the Local Centre. Therefore, in terms of floorspace, bookmakers in Local Centres may not have declined.

Table 7: Bookmakers in the London Borough of Sutton

Location	2006	2014
Sutton	6	8
Carshalton	1	2
Cheam	1	1
Hackbridge	1	1
North Cheam	2	2
Rosehill	2	2
Wallington	2	4
Worcester Park	2	3
Local Centres	13	11
Outside Any Centre	1	1
TOTAL	31	35

9.2 Despite the increase in the total number of bookmakers, the borough does not have as many betting shops as other boroughs. Table 8 shows the population per betting shop in various London boroughs and it shows a distinct inner London/outer London divide.

Table 8: Population per Betting Shop in London Boroughs which have conducted research (2013)

Borough	Bookmaker/Population	Population per Shop
Wandsworth	52/301,648	5,800
Kingston	27/156,358	5,791
Merton	35/198,217	5,663
Croydon	64/360,230	5,629
Sutton	35/188,695	5,391
Lewisham	71/273,342	3,850
Haringey	66/253,236	3,827
Hackney	64/244,433	3,819
Barking & Dagenham	50/184,901	3,698

9.3 Therefore, given this evidence, it is considered that a policy limiting the number of betting shops is not necessary.

10. Pay Day Loan Shops and Pawnbrokers

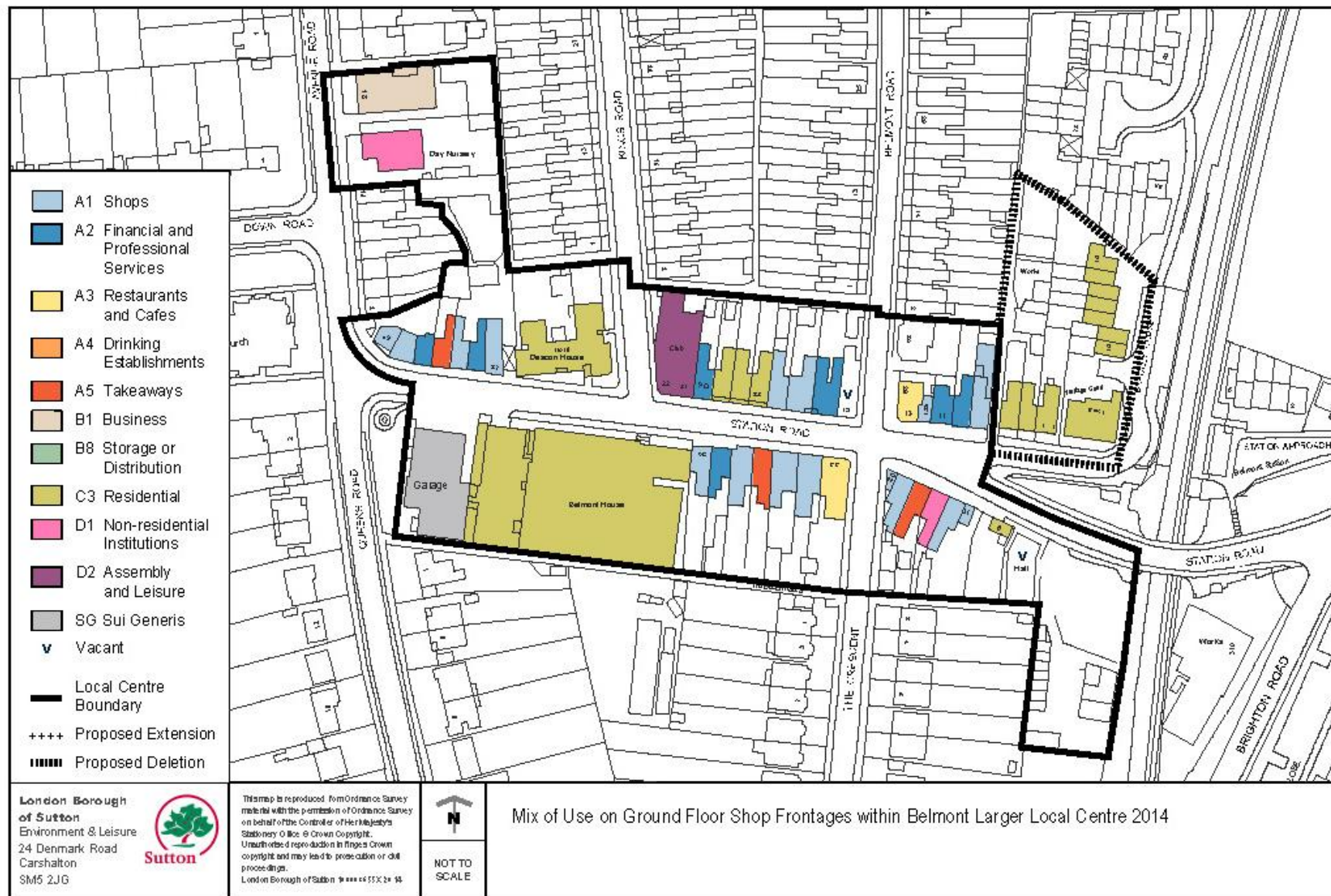
10.1 The distinction between pay-day loan shops, pawnbrokers and shops which cash cheques for commission is difficult to identify. In recent years, certain companies have begun to offer all three services. Within the London Borough of Sutton, there are 7 such companies within Sutton Town Centre, one in North Cheam and one at Middleton Circle Local Centre.

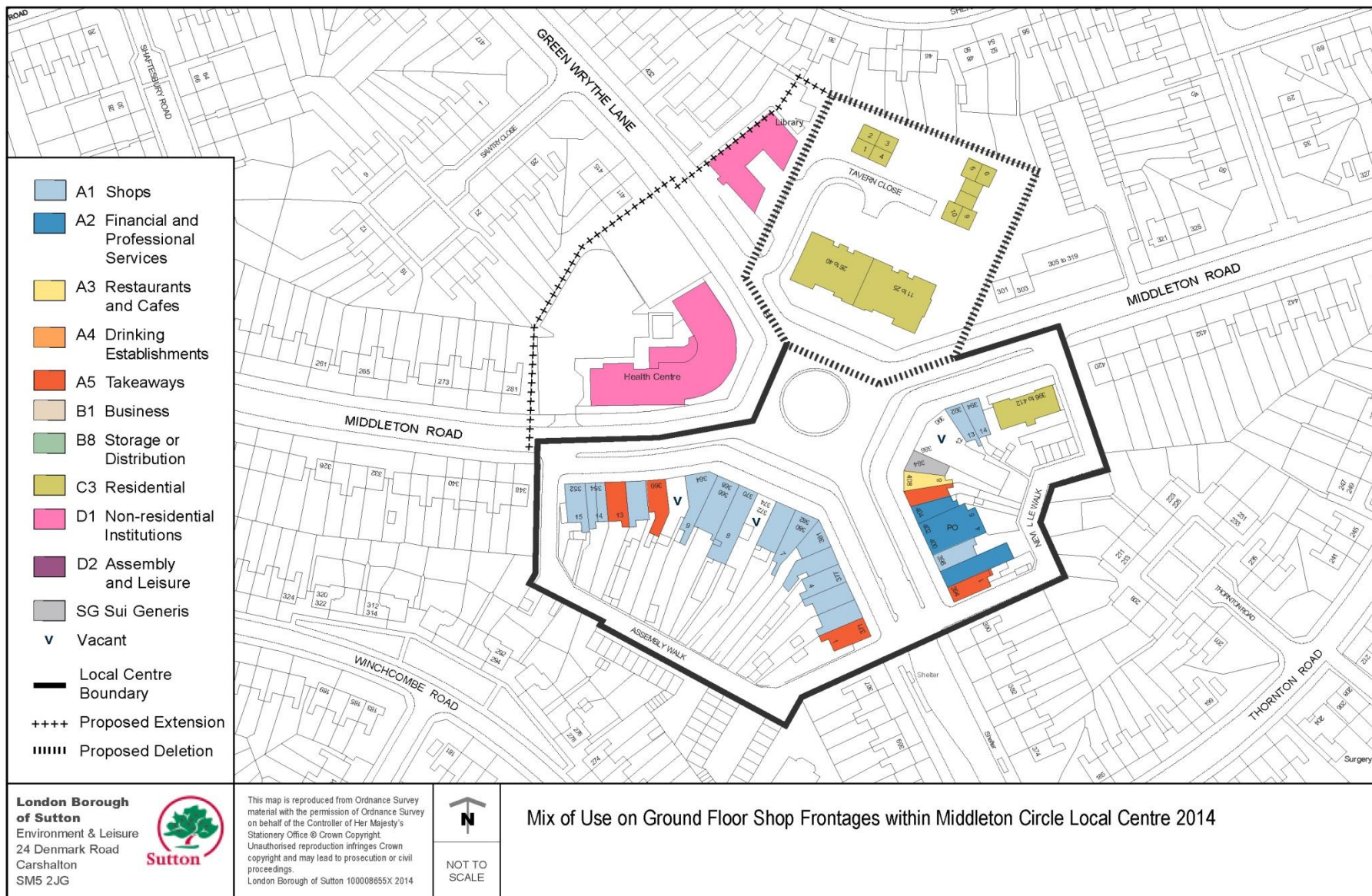
10.2 Unsurprisingly, the growth of such shops is inverse to the growth of the national economy and so there has been a proliferation in recent years. There has also been a particular clustering towards the northern end of Sutton High Street.

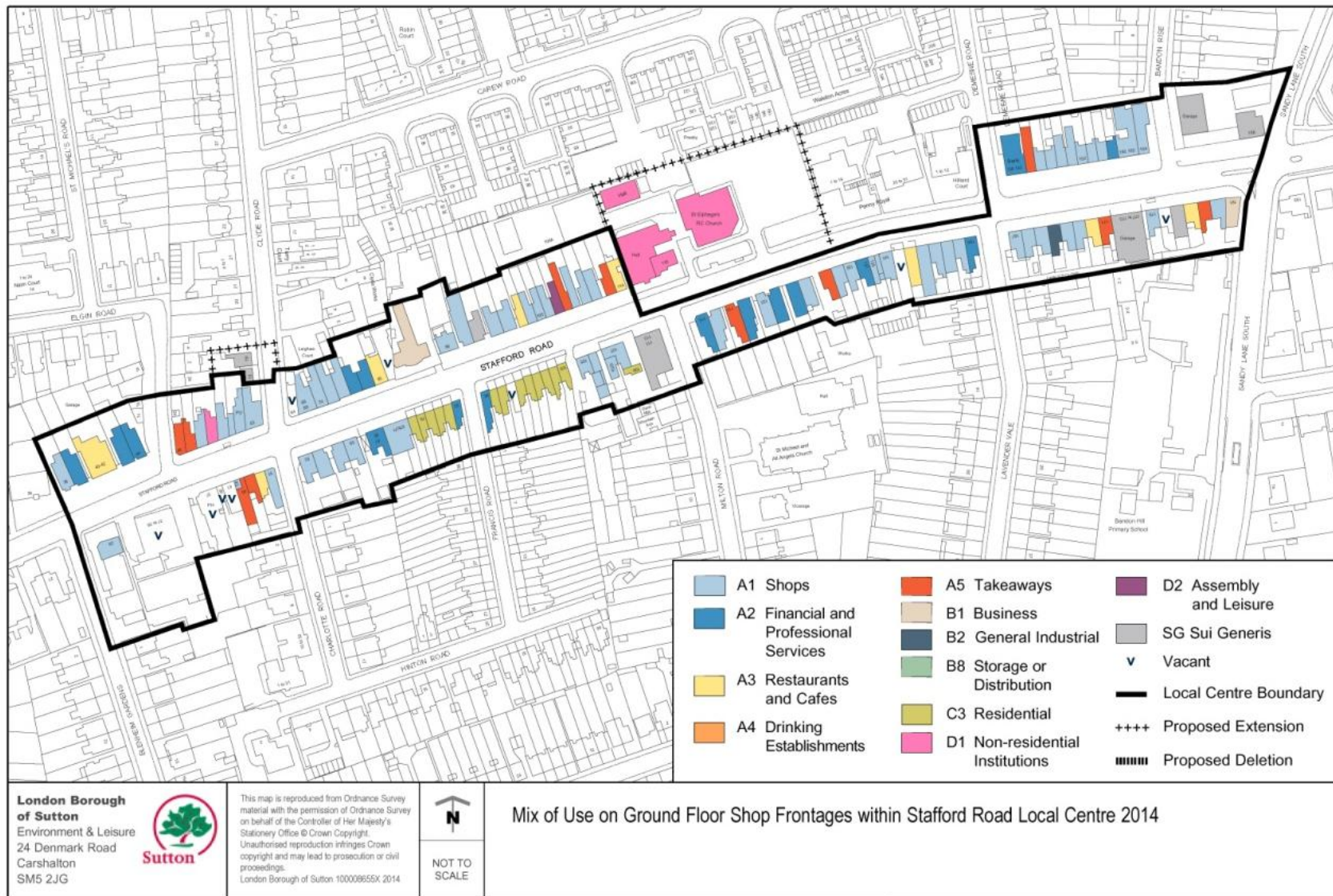
10.3 However, there are reasons to believe their growth is a short-term phenomenon. Firstly, the national economy is beginning to improve and, secondly, in November 2014, the Financial Conduct Authority moved to limit pay-day loans to 0.8% per day and cap total fees and charges at 100% of the initial loan. This may reduce much of the profit generated by such companies.

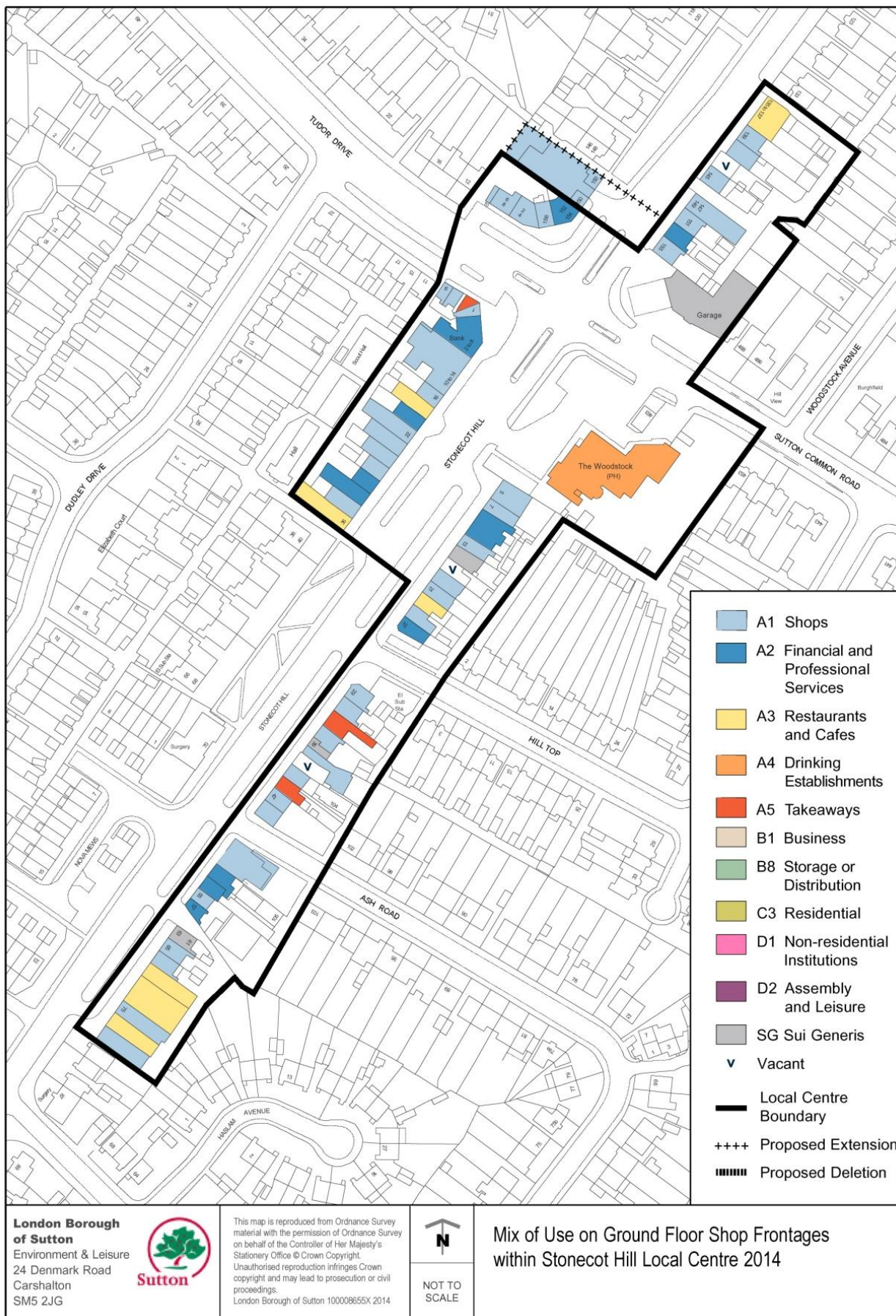
10.4 Therefore, given these two factors, it is proposed not to introduce any special planning policy measures to limit such shops. A further factor, particular to Sutton, is that the development on a new Sainsburys at the northern end of the High Street will help to regenerate that end of the town centre, raising shop rental levels and pricing these shops off the high street.

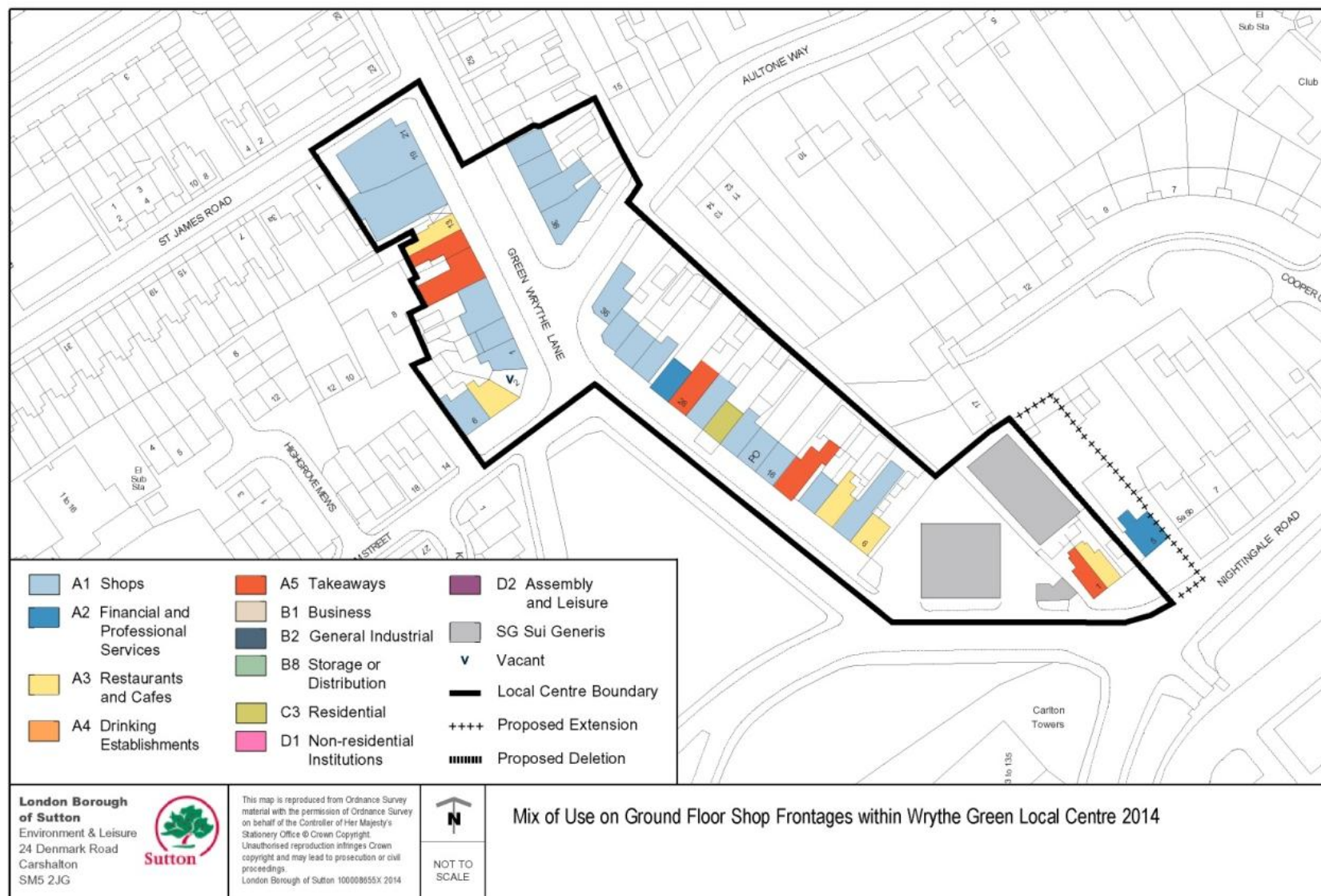
APPENDIX 1:
Changes to Boundaries of Existing Local Centres

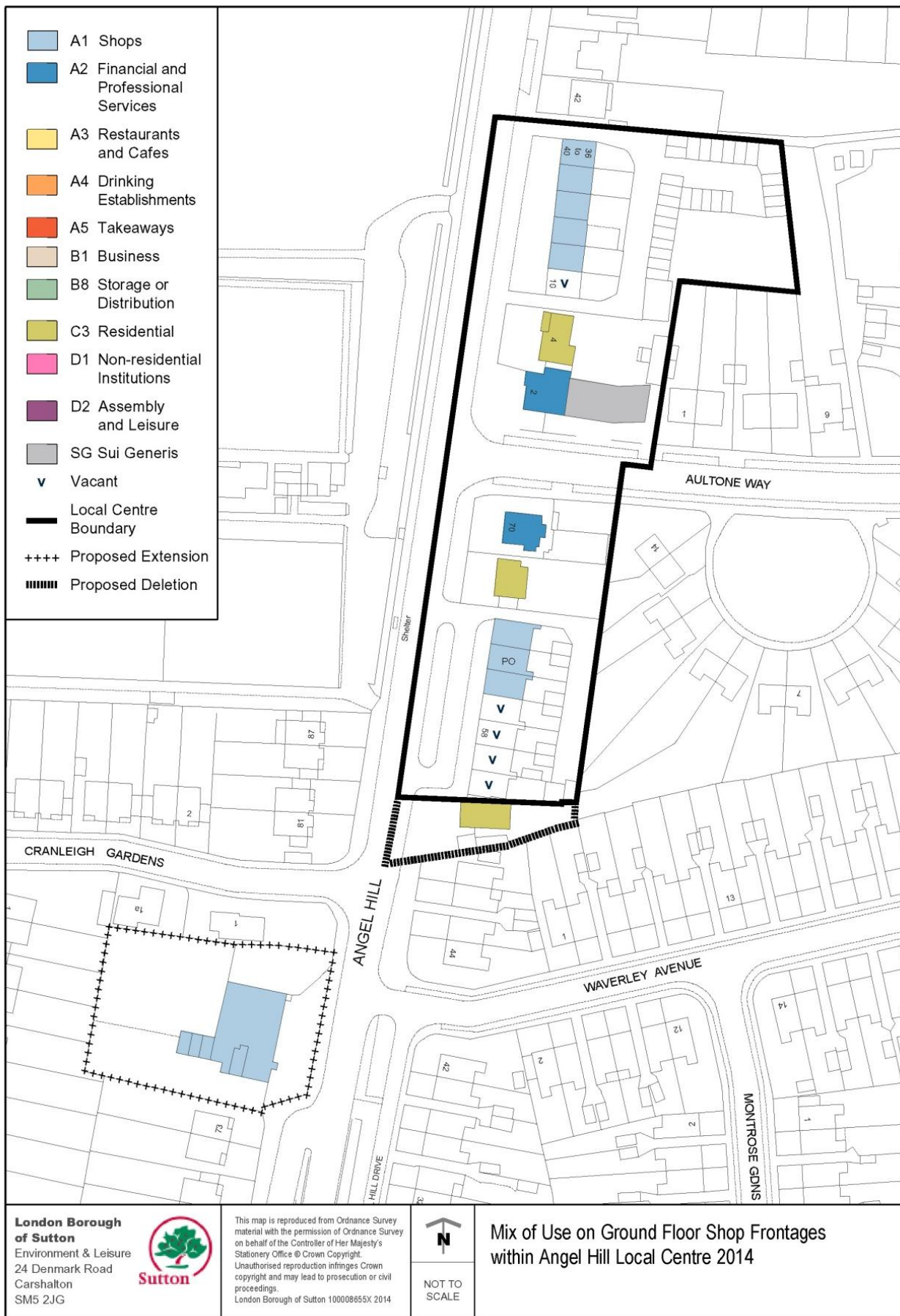






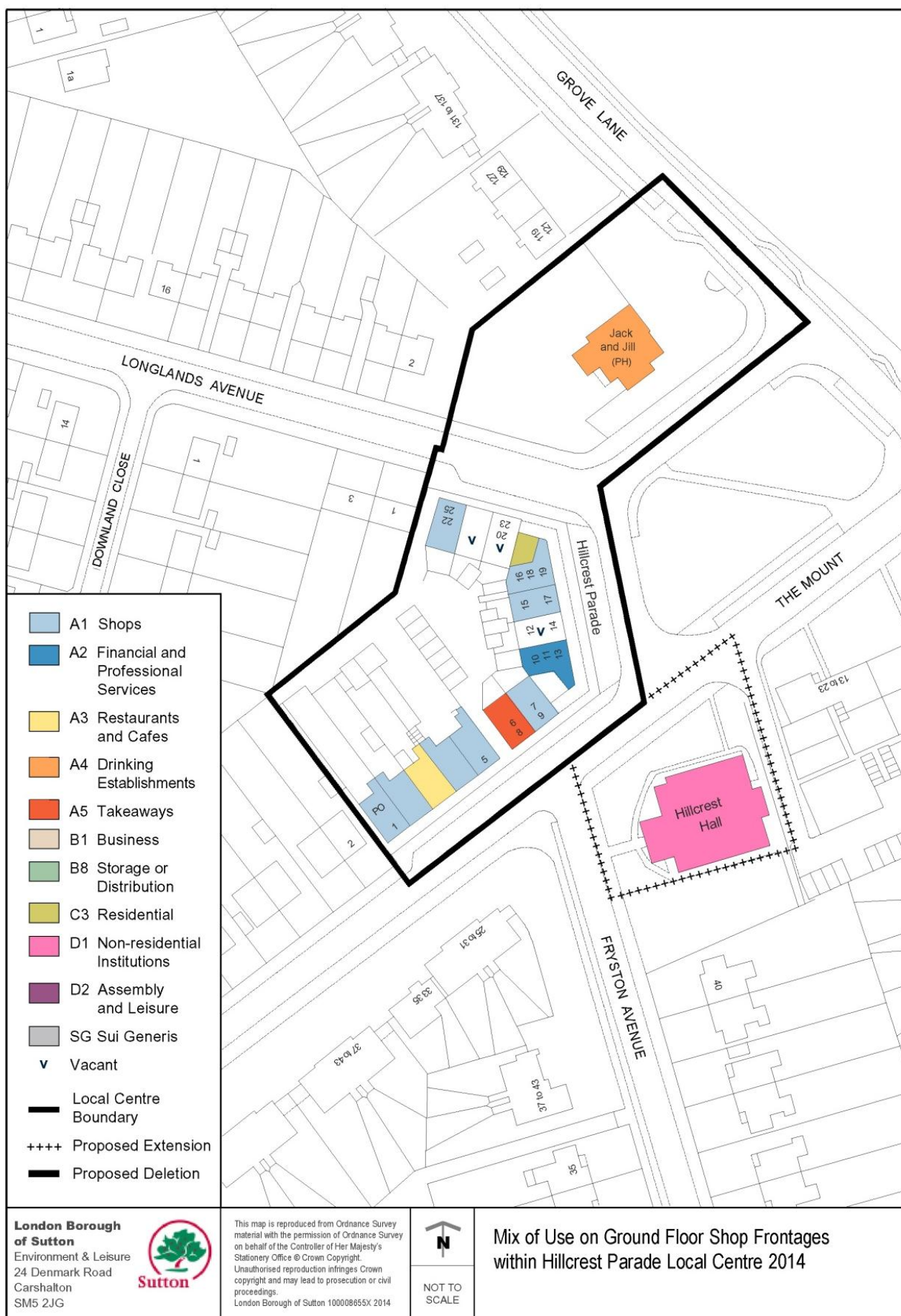


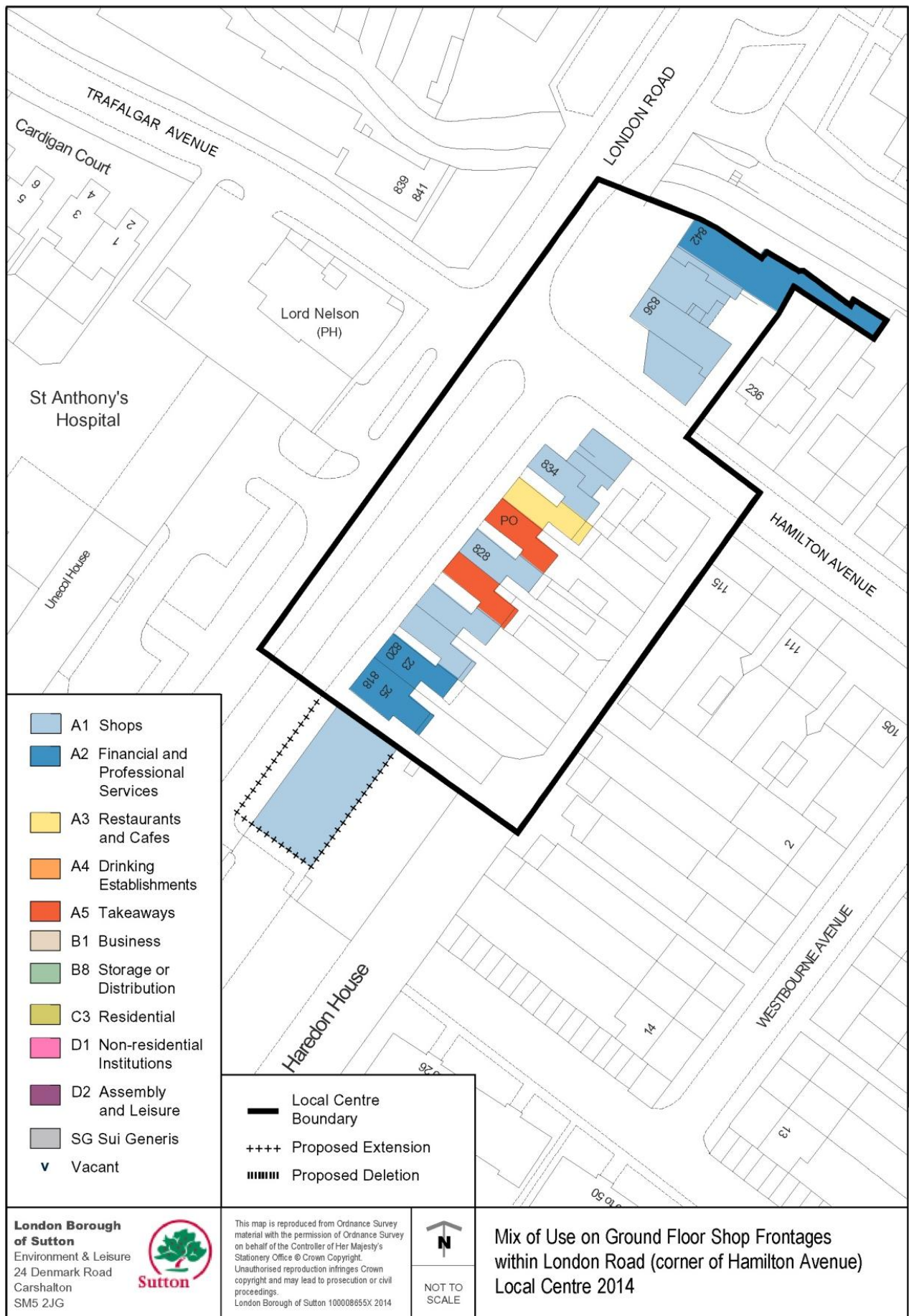


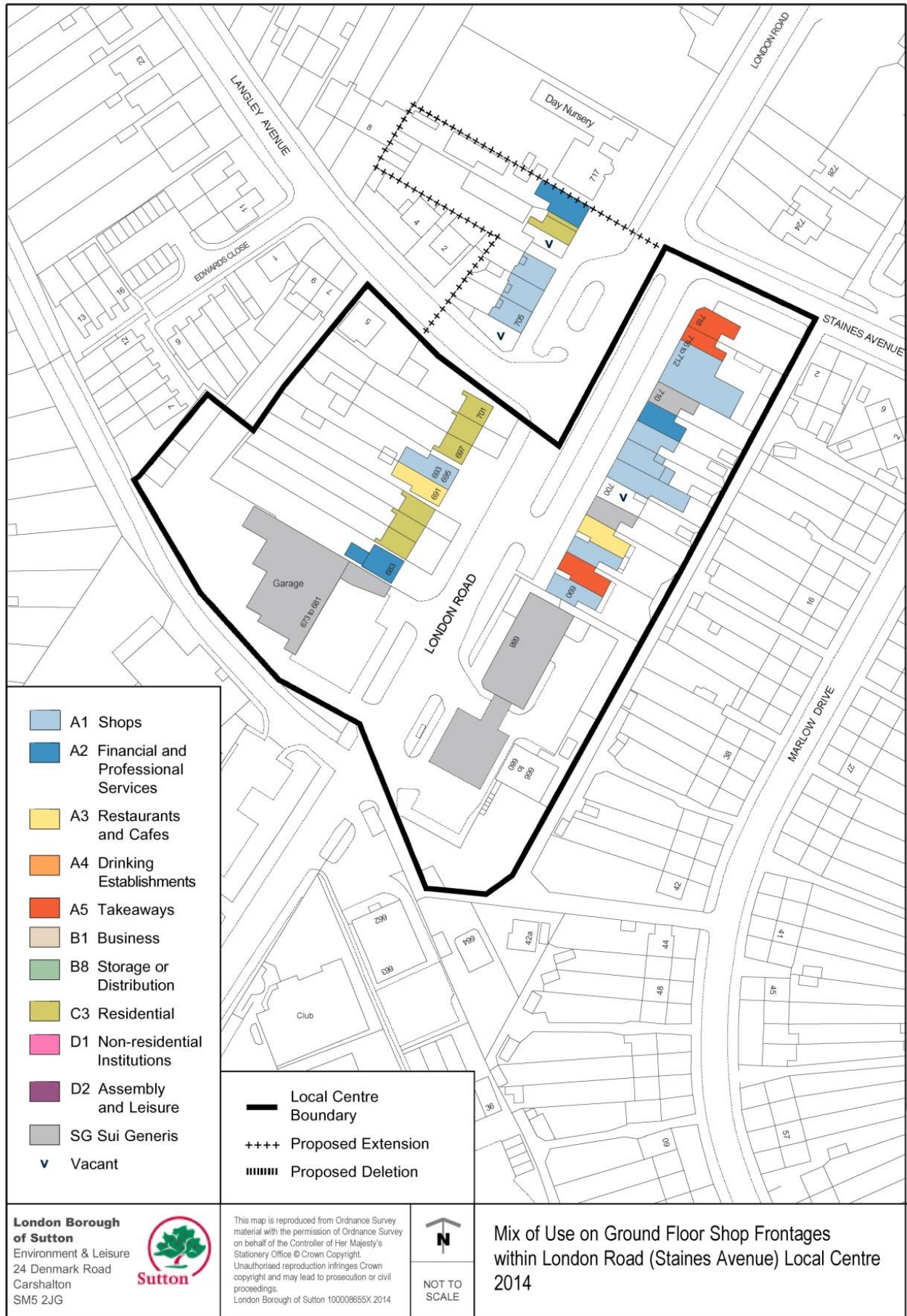




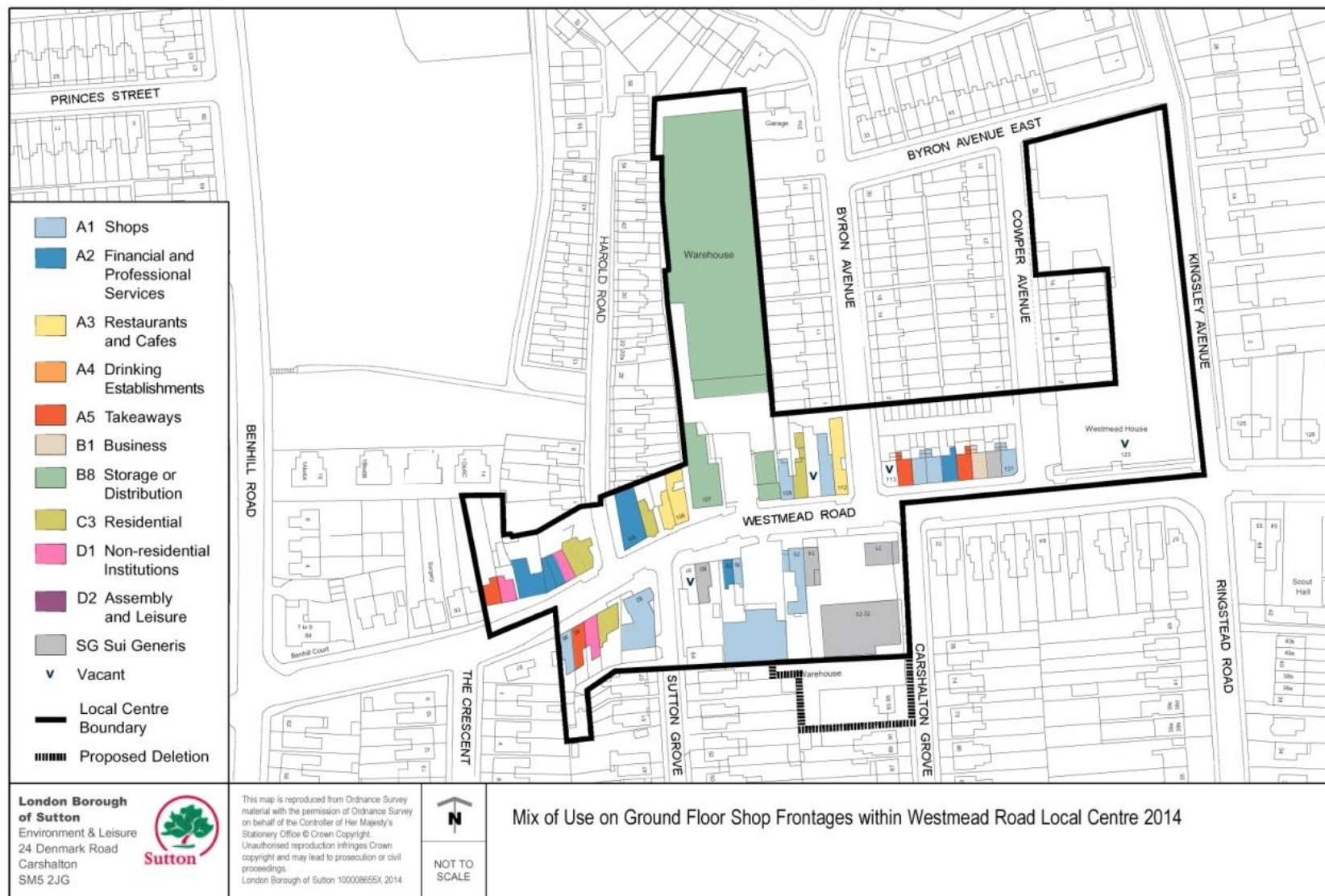
NB: 91-99 PRIORY ROAD WAS TAKEN OUT OF THE CENTRE AT A LOCAL PLAN TASK AND FINISH GROUP







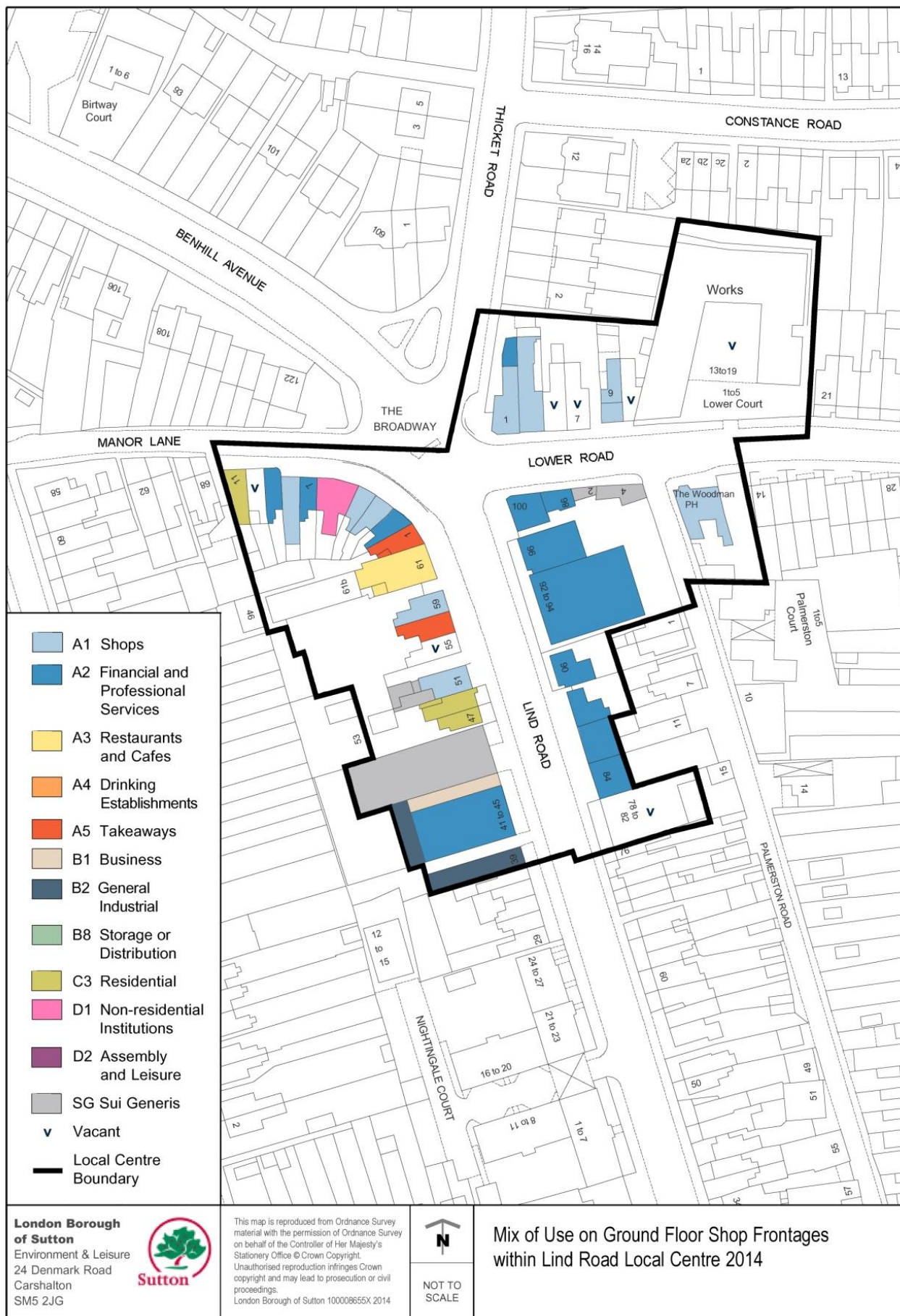


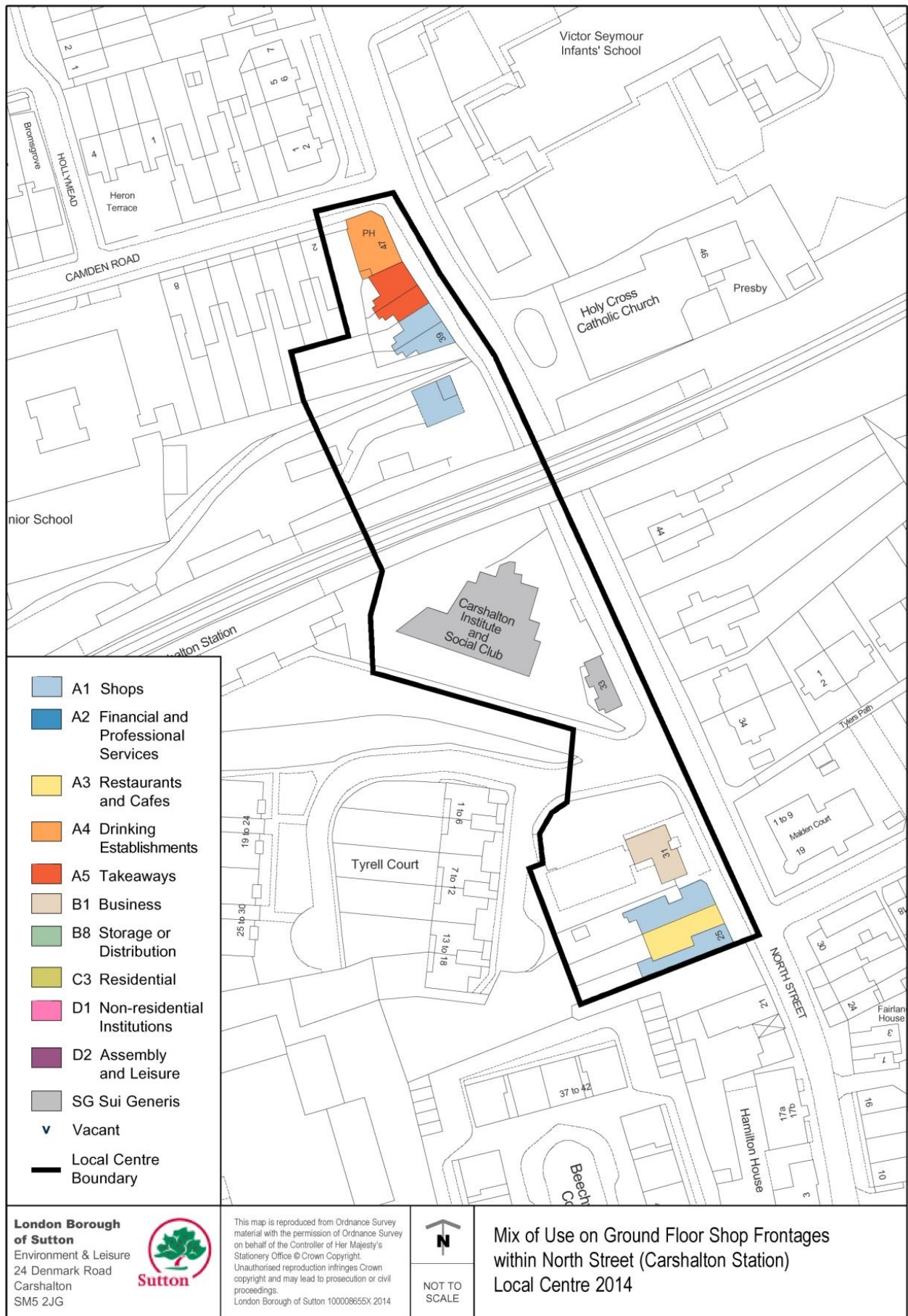


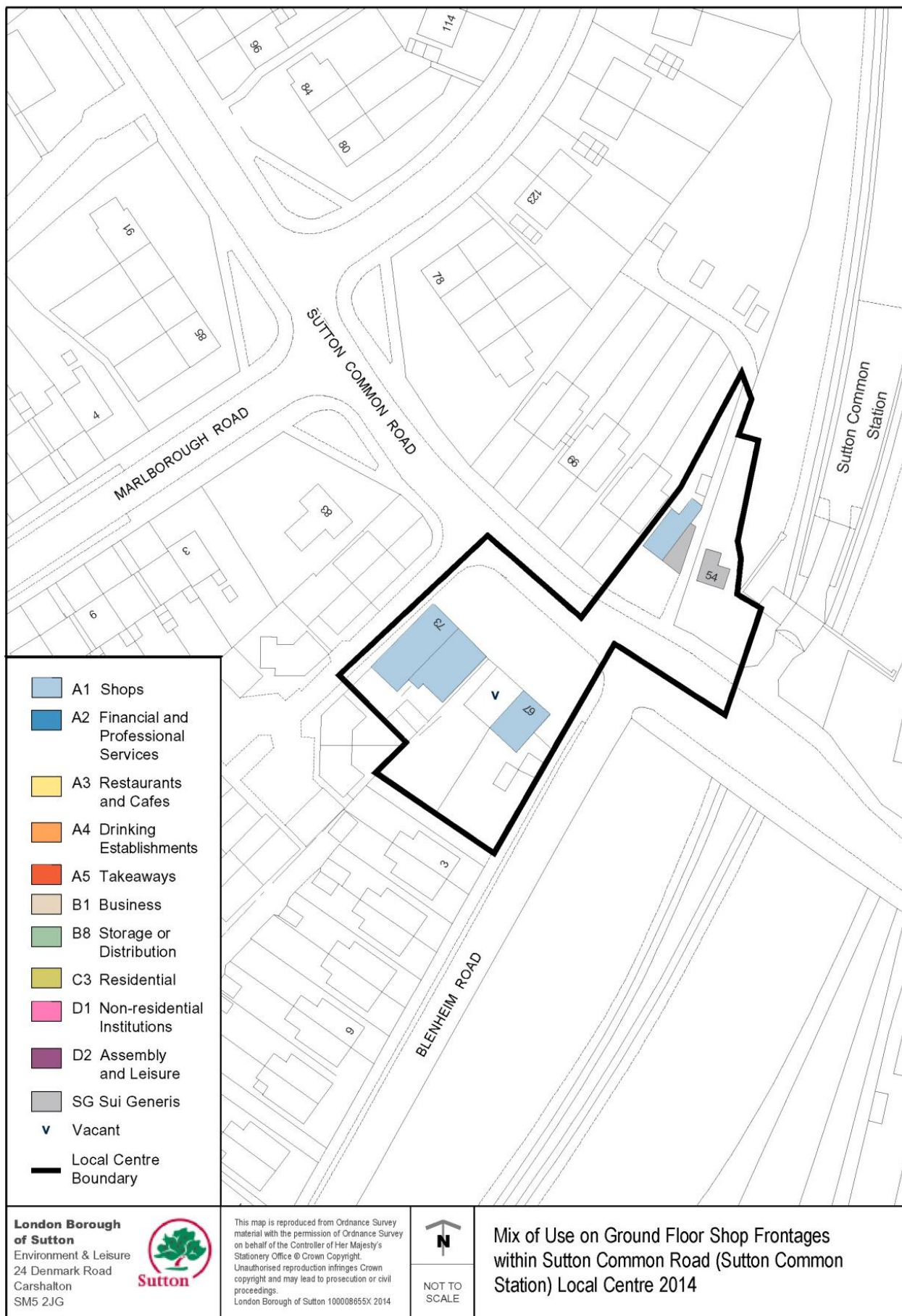


APPENDIX 2:

New Local Centres

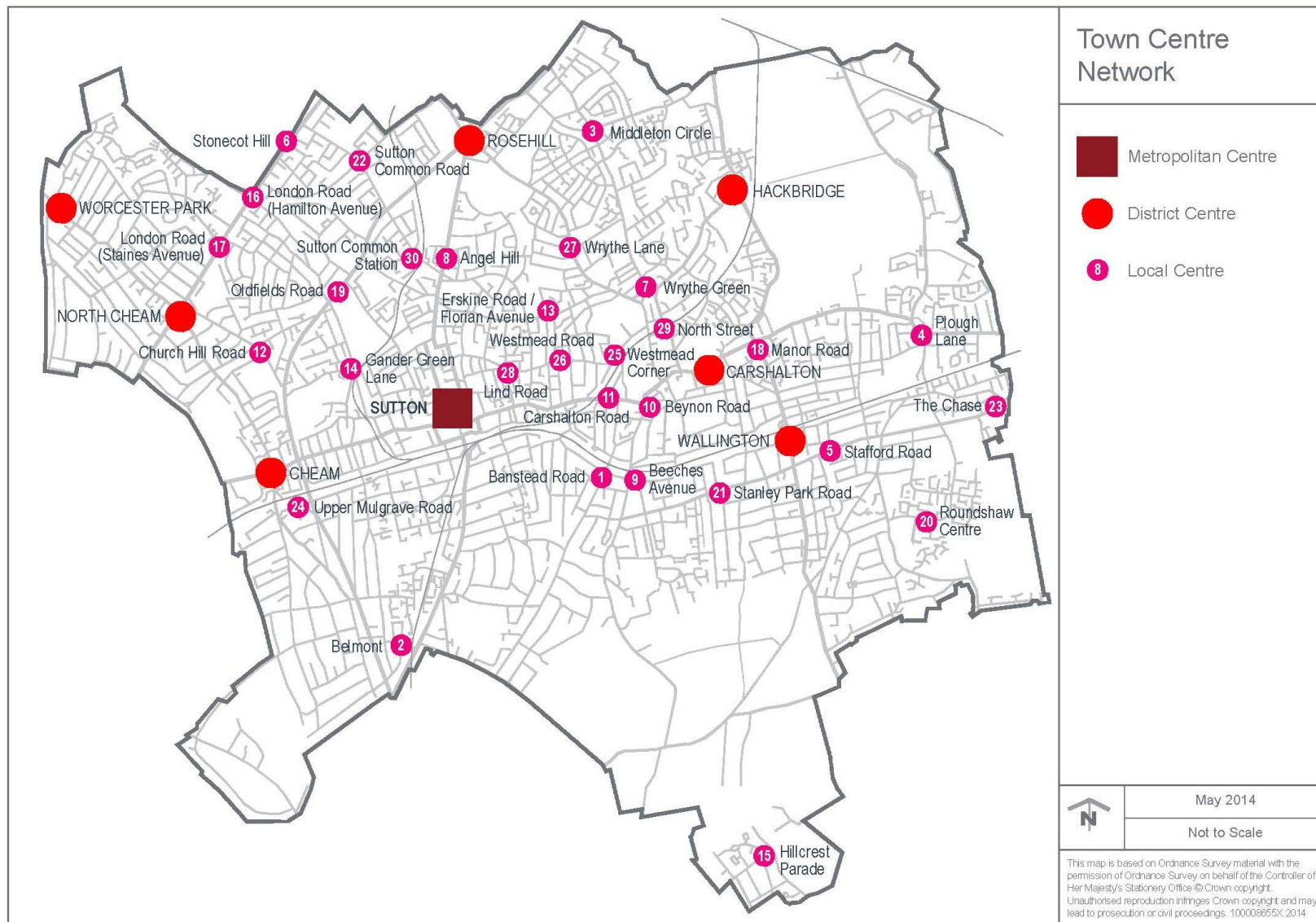




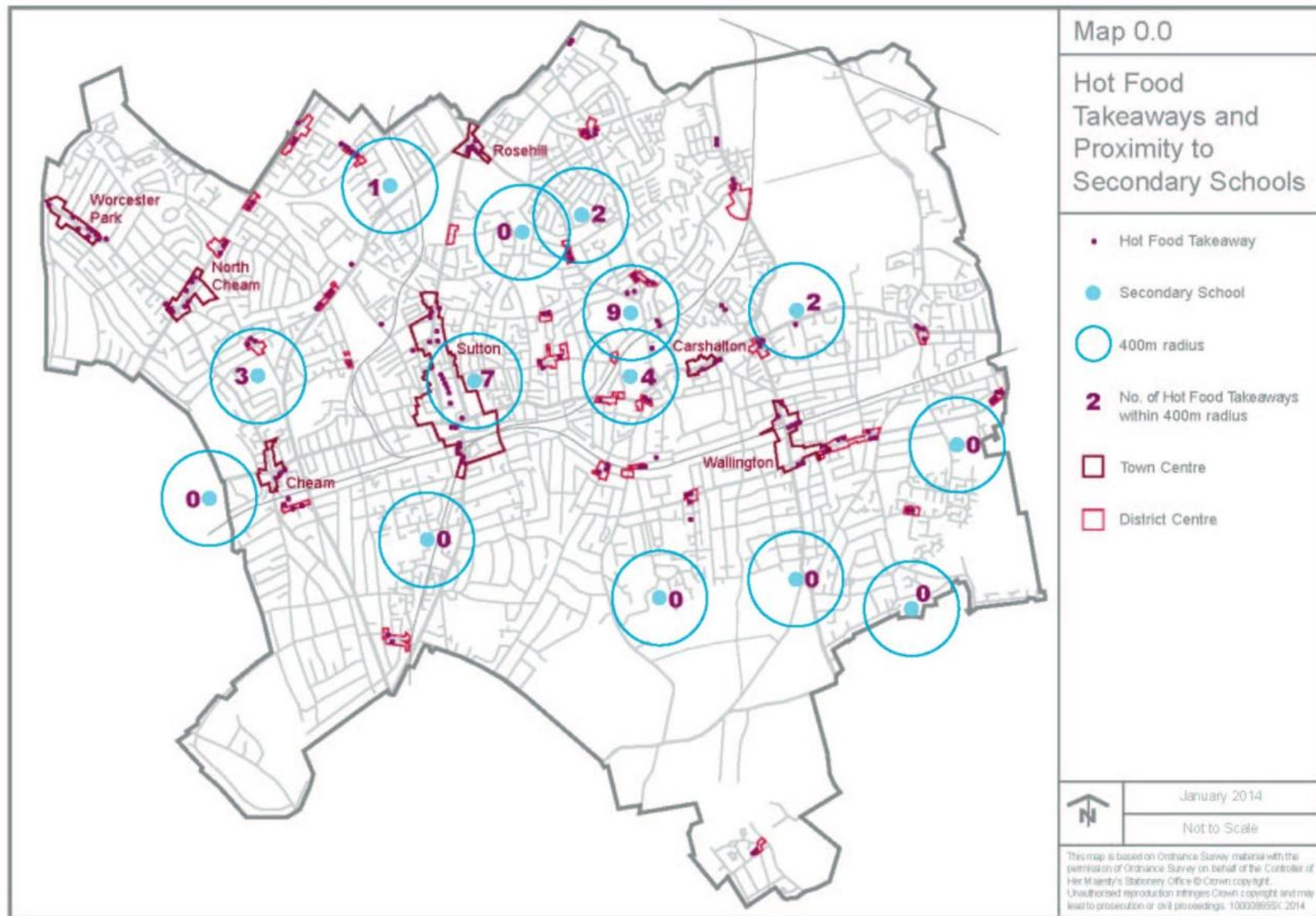


APPENDIX 3:

New Town Centre Network



APPENDIX 4:
Local of Hot food Takeaways and Secondary Schools

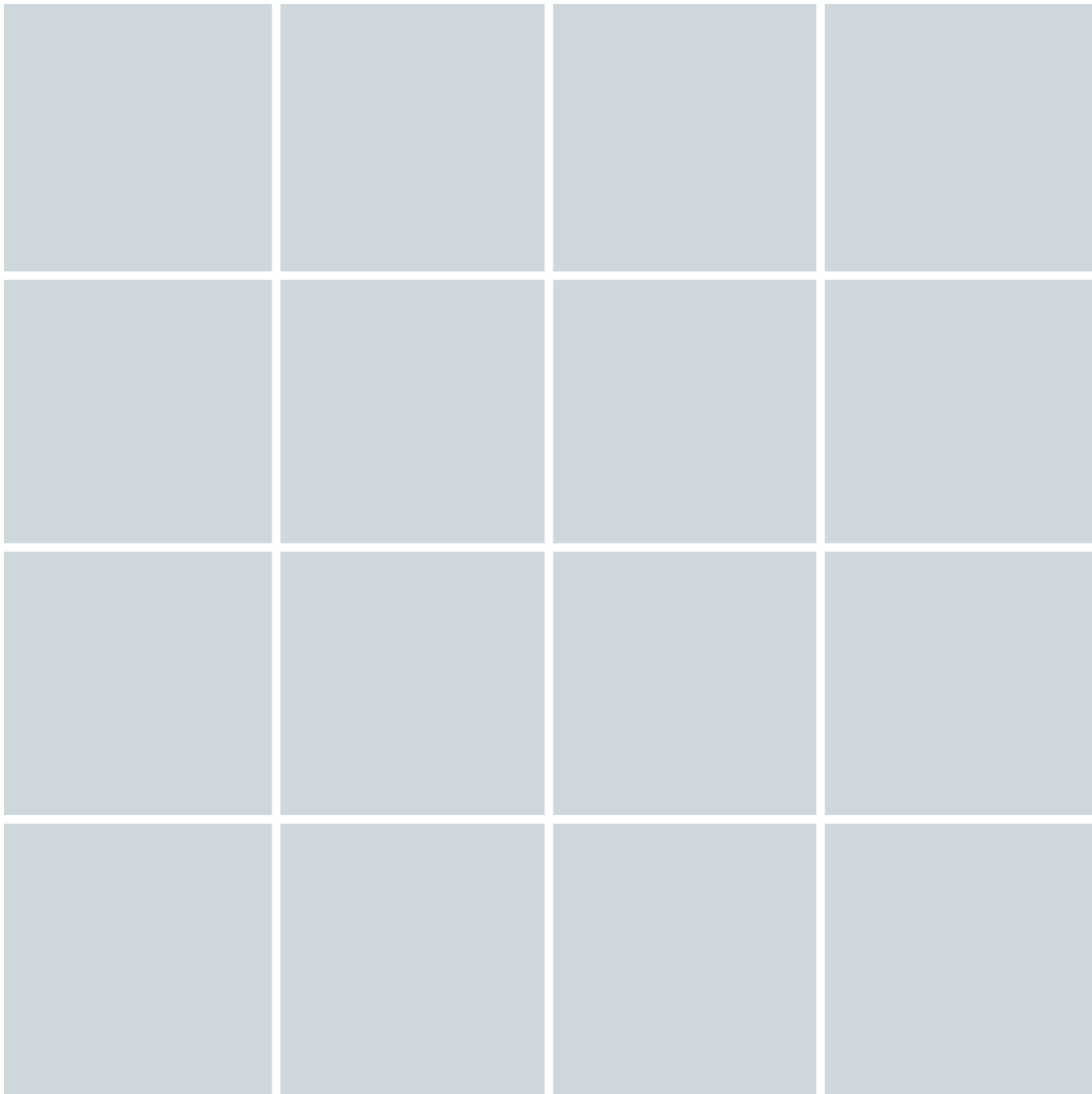


APPENDIX 5:
Schedule of Public Houses in London Borough of Sutton
and Closures since 2007

Beddington		
Harvest Home*	27 Beddington Lane, Croydon CR0 4TG	
Plough*	Croydon Road, Beddington CR0 4QR	
Beddington Corner		
Queen's Head	10 Mill Green Road, Mitcham CR4 4HY	CLOSED 2011 Converting to flats
Clockhouse		
Jack and Jill*	Longlands Avenue, Coulsdon CR5 2QJ	
Worcester Park		
Central's Bar	169 Central Road, Worcester Park KT4 8DR	
H G Wells*	101 Cheam Common Rd, Worcester Pk KT4 8TA	
Midas Touch	181 Central Rd, Worcester Pk KT4 8DR	
North End Tavern*	245 Cheam Common Road, Worcester Park KT4 8ST	
Rumours	25-27 Central Road, Worcester Park KT4 8EG	
Sutton and West Sutton		
Academy	54-56 Grove Road, Sutton SM1 1BT	CLOSED 2007 Now a gym
All Bar One*	2 Hill Road, Sutton SM1 1DZ	
Angel	77 Angel Hill, Sutton SM1 3EH	CLOSED 2010 Now a Tesco
Bounce	67 High Street, Sutton SM1 1DT	
Butterchurn*	Erskine Road, Carshalton SM1 3AS	
Chicago Rock	Throwley Road, Sutton SM1 1AD	CLOSED 2013 Vacant
Cock and Bull*	26-30 High Street, Sutton SM1 1HF	
Crown*	285 High Street, Sutton SM1 1LD	
Dolphin	316 High Street, Sutton SM1 1PR	CLOSED 2013 Permission to convert
Gander*	2 St Dunstan's Hill, West Sutton SM1 2UE	
Grapes*	198 High Street, Sutton SM1 1NR	
Ivory Lounge	33 High Street, Sutton SM1 1DJ	
Little Windsor*	13 Greyhound Road, Sutton SM1 4BY	
Lord Nelson*	32 Lower Road, Sutton SM1 4QP	
Moon on the Hill	5-9 Hill Road, Sutton SM1 1DZ	
New Inn	16-18 Myrtle Road, Sutton SM1 4BX	

New Town	7 Lind Road, Sutton SM1 4PP	CLOSED 2014 Permission to convert
Nightingale*	53 Carshalton Road, Sutton SM1 4LG	
O'Neill's	37 High Street, Sutton SM1 1DJ	
Old Bank	2 High Street, Sutton SM1 1HN	
Plough*	155 Gander Green Lane, West Sutton SM1 2EZ	
Prince Regent*	346 High Street, Sutton SM1 1PR	
Rift & Co	3 High Street, Sutton SM1 1DF	
Robin Hood*	52 West Street, Sutton SM1 1SH	
Sutton Arms	60 High Street, Sutton SM1 1EZ	
Sydney Arms	101 Collingwood Road, Sutton SM1 2QN	CLOSED 2011 Now flats
Treasury	59-61 High Street, Sutton SM1 1DT	
Victory	50 William Road, Sutton SM1 1LD	CLOSED 2007 Vacant
Winning Post*	265 High Street, Sutton SM1 1LD	
Woodman	10 Lower Road, Sutton SM1 4QW	CLOSED 2010 Now a Tesco
Belmont		
Belmont	267 Brighton Road, Belmont SM2 5SU	
Cheam and North Cheam		
Claret Wine Bar	33 The Broadway, Cheam SM3 8BL	
Harrow*	6 High Street, Cheam SM3 8RL	
Inn on the Park*	Ewell Road, Cheam SM3 8AA	
Lord Nelson*	837 London Road, North Cheam SM3 9DR	
Nonsuch Inn	552 London Road, North Cheam SM3 9AA	
Olde Red Lion*	17 Park Road, Cheam SM3 8QB	
Prince of Wales*	28 Malden Road, Cheam SM3 8QF	
Plough (Harvester)	224 Sutton Common Rd, Sutton SM3 9RS	
Queen Victoria	236 Church Hill Road, North Cheam SM3 8LB	CLOSED 2007 Permission to convert
Railway Inn*	32 Station Way, Cheam SM3 8SQ	
Woodstock	1 Stonecot Hill, Cheam SM3 9HB	CLOSED 2014 Permission to convert
Carshalton		
Coach and Horses	12 High Street, Carshalton SM5 3AG	OPEN Being marketed

Fox and Hounds*	41 High Street, Carshalton SM5 3BE	
Greyhound Hotel*	2 High Street, Carshalton SM5 3PE	
Hope*	48 West Street, Carshalton SM5 2PR	
Lord Palmerston	31 Mill Lane, Carshalton SM5 2JY	
Racehorse*	17 West Street, Carshalton SM5 2PT	
Railway Tavern*	47 North Street, Carshalton SM5 2HG	
Sun*	4 North Street, Carshalton SM5 2HU	
Windsor Castle*	378 Carshalton Road, Carshalton SM5 3PT	
Woodman*	6 High Street, Carshalton, SM5 3AG	
Wallington and Hackbridge		
Dukes Head Hotel*	The Green, 6 Manor Rd, Wallington SM6 0AA	
Grange*	Beddington Park, London Road, Wallington SM6 7BT	
John Jackson	6 Woodcote Road, Wallington SM6 0NN	CLOSED Being refurbished
Melbourne*	89 Manor Road, Wallington SM6 0DE	
Red Lion*	Hackbridge Road, Hackbridge SM6 7AY	
Rose and Crown*	London Road, Wallington Corner SM6 7HX	
Whispering Moon	25 Ross Parade, Wallington SM6 8QF	
Windmill	37 Stafford Road, Wallington SM6 9AP	CLOSED 2014 Being marketed



Environment and Neighbourhoods
London Borough of Sutton
Environment and Leisure
24 Denmark Road
Carshalton SM5 2JG

