

**Application reference: 16/2647/FUL**  
**TEDDINGTON WARD**

Date application received	Date made valid	Target report date	8 Week date
04.07.2016	21.07.2016	20.10.2016	20.10.2016

**Site:**

2 High Street, Teddington, TW11 8EW,

**Proposal:**

Demolition of the existing office (B1a) building (395 sq.m) and the erection a part six / five-storey mixed-use building with a ground floor office / commercial unit (300 sq.m) and 23 (12 x 1 and 11 x 2 bed) affordable 'shared ownership' apartments above with 10 car parking provided at basement level including associated works.

Status: Pending Consideration (If status = HOLD please check that all is OK before you proceed any further with this application)

**APPLICANT NAME**

Mr Geoff Fox  
8 Waldegrave Road  
Teddington  
TW11 8GT

**AGENT NAME**

Mr James Lloyd  
15 Teddington Business Park  
Station Road  
Teddington  
TW11 9BQ  
United Kingdom

**DC Site Notice:** printed on 09.08.2016 and posted on 17.08.2016 and due to expire on 07.09.2016

**Consultations:**

**Internal/External:**

**Consultee**

Thames Water Development Control Department  
21D Urban D  
LBRUT Transport  
21D POL  
Network Rail  
LBRUT Education  
English Heritage 1st Consultation  
LBRUT Non-Commercial Environmental Health  
LBRUT Environmental Operational  
Teddington Police Station  
LBRUT Corporate Health, Safety And Resilience

**Expiry Date**

30.08.2016  
30.08.2016  
23.08.2016  
30.08.2016  
30.08.2016  
23.08.2016  
30.08.2016  
23.08.2016  
23.08.2016  
30.08.2016  
23.08.2016

**Neighbours:**

*Christchurch - 19/8/16*  
Unit 10, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
Unit 11, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
The Park Lodge Hotel, Park Road, Teddington, TW11 0AB, - 09.08.2016  
Flat 9, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
Flat 8, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
Flat 7, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
Flat 6, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
Flat 5, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
Flat 4, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
Flat 3, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
Flat 2, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
Flat 1, Park House, 4 High Street, Teddington, TW11 8EW, - 09.08.2016  
1 Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016

Unit 2, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Scout Hut, Station Road, Teddington, TW11 9AA, - 09.08.2016  
 11D Station Road, Teddington, TW11 9AA - 09.08.2016  
 11C Station Road, Teddington, TW11 9AA - 09.08.2016  
 11B Station Road, Teddington, TW11 9AA - 09.08.2016  
 11A Station Road, Teddington, TW11 9AA - 09.08.2016  
 11E Station Road, Teddington, TW11 9AA, - 09.08.2016  
 9 Station Road, Teddington, TW11 9AA, - 09.08.2016  
 5 Station Road, Teddington, TW11 9AA, - 09.08.2016  
 5A Station Road, Teddington, TW11 9AA, - 09.08.2016  
 1 Station Road, Teddington, TW11 9AA, - 09.08.2016  
 7 Station Road, Teddington, TW11 9AA, - 09.08.2016  
 3 Station Road, Teddington, TW11 9AA, - 09.08.2016  
 Flat 2, 6 High Street, Teddington, TW11 8EW, - 09.08.2016  
 Flat 1, 6 High Street, Teddington, TW11 8EW, - 09.08.2016  
 Flat A, 8 High Street, Teddington, TW11 8EW, - 09.08.2016  
 6 High Street, Teddington, TW11 8EP, - 09.08.2016  
 8 High Street, Teddington, TW11 8EW, - 09.08.2016  
 Gnd Floor, Harlequin House, 7 High Street, Teddington, TW11 8EE, - 09.08.2016  
 Fifth Floor, Harlequin House, 7 High Street, Teddington, TW11 8EE, - 09.08.2016  
 Third Floor, Harlequin House, 7 High Street, Teddington, TW11 8EE, - 09.08.2016  
 Part Fourth Floor Left, Harlequin House, 7 High Street, Teddington, TW11 8EE, - 09.08.2016  
 Second Floor, Harlequin House, 7 High Street, Teddington, TW11 8EE, - 09.08.2016  
 Part Fourth Floor Rear Right, Harlequin House, 7 High Street, Teddington, TW11 8EE, - 09.08.2016  
 First Floor, Harlequin House, 7 High Street, Teddington, TW11 8EE, - 09.08.2016  
 Flat 2, 2 Waldegrave Road, Teddington, TW11 8EW, - 09.08.2016  
 Flat 1, 2 Waldegrave Road, Teddington, TW11 8EW, - 09.08.2016  
 London Borough Of Richmond Upon Thame, 4 Waldegrave Road, Teddington, TW11 8HT, - 09.08.2016  
 Elmfield House, High Street, Teddington, TW11 8EW, - 09.08.2016  
 3 Park Road, Teddington, TW11 0AB, - 09.08.2016  
 Part Third Floor, 1 Park Road, Teddington, TW11 0AB, - 09.08.2016  
 Ground First Second And Part Third Floors, 1 Park Road, Teddington, TW11 0AB, - 09.08.2016  
 8-10 Park Road, Teddington, TW11 0AA, - 09.08.2016  
 Third Floor, 6 Park Road, Teddington, TW11 0AA, - 09.08.2016  
 Second Floor, 6 Park Road, Teddington, TW11 0AA, - 09.08.2016  
 First Floor, 6 Park Road, Teddington, TW11 0AA, - 09.08.2016  
 6 Park Road, Teddington, TW11 0AA, - 09.08.2016  
 4 Park Road, Teddington, TW11 0AA, - 09.08.2016  
 84 - 86 Broad Street, Teddington, TW11 8QT - 09.08.2016  
 Lower Ground Floor, 78 Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 80C Broad Street, Teddington, TW11 8QT - 09.08.2016  
 80B Broad Street, Teddington, TW11 8QT - 09.08.2016  
 82C Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 76A Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 82B Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 80A Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 80 Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 76 Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 82A Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 78 Broad Street, Teddington, TW11 8QT, - 09.08.2016  
 The Powder Rooms, 69 - 71 Broad Street, Teddington, TW11 8QZ, - 09.08.2016  
 49 Church Lane, Teddington, TW11 8PA, - 09.08.2016  
 The Gallery, The Powder Rooms, 69 - 71 Broad Street, Teddington, TW11 8QZ, - 09.08.2016  
 47 Church Lane, Teddington, TW11 8PA, - 09.08.2016  
 43 Church Lane, Teddington, TW11 8PA, - 09.08.2016  
 45 Church Lane, Teddington, TW11 8PA, - 09.08.2016  
 41 Church Lane, Teddington, TW11 8PA, - 09.08.2016  
 B M T Ltd, Waldegrave Road, Teddington, TW11 8LZ, - 09.08.2016  
 Ground Floor, 3 High Street, Teddington, TW11 8NP, - 09.08.2016  
 First Floor, 3 High Street, Teddington, TW11 8NP, - 09.08.2016  
 Flat 12, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 10, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 8, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 6, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 4, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 2, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016

Flat 11, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 9, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 7, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 5, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 3, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 Flat 1, Rutherford House, 3 Waldegrave Road, Teddington, TW11 8JZ, - 09.08.2016  
 1 Waldegrave Road, Teddington, TW11 8LZ, - 09.08.2016  
 2 Station Road, Teddington, TW11 8EW, - 09.08.2016  
 Park House, Station Road, Teddington, TW11 9AD, - 09.08.2016  
 Cairns House, 10 Station Road, Teddington, TW11 9AA, - 09.08.2016  
 Unit 6, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 5, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 9, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 8, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 7, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 First Floor 17, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 16, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 18, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Ground Floor 17, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 15, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 14, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 13, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016  
 Unit 12, Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 09.08.2016

**History: Development Management, Appeals, Building Control, Enforcements:**

Development Management

Status: GTD Application: 84/1069  
 Date: 08/11/1984 Erection of balustrade to replace parts of existing brick wall.

Development Management

Status: GTD Application: 12/1301/FUL  
 Date: 20/06/2012 Alterations to front external area and boundary including new hard/soft landscaping and boundary railings

Development Management

Status: GTD Application: 12/1301/DD01  
 Date: 28/11/2012 Details pursuant to condition LT09 - hard/soft landscaping

Development Management

Status: AAPR Application: 14/2683/P3JPA  
 Date: 21/08/2014 Change of use of office building (B1) to 8 residential flats (4 x 1 bed and 4 x 2 bed).

Development Management

Status: PCO Application: 16/2647/FUL  
 Date: Demolition of the existing office (B1a) building (395 sq.m) and the erection a part six / five-storey mixed-use building with a ground floor office / commercial unit (300 sq.m) and 23 (12 x 1 and 11 x 2 bed) affordable 'shared ownership' apartments above with 10 car parking provided at basement level including associated works.

16/2647/FUL  
Informer House  
2 High Street  
Teddington

TEDDINGTON WARD  
Contact Officer:  
S Graham-Smith

[http://www2.richmond.gov.uk/PlanData2/Planning\\_CaseNo.aspx?strCASENO=16/2647/FUL](http://www2.richmond.gov.uk/PlanData2/Planning_CaseNo.aspx?strCASENO=16/2647/FUL)



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**Proposal:** Demolition of the existing office (B1a) building (395 sq.m) and the erection of a part five/ part six -storey mixed-use building comprising a ground floor office / commercial unit(s) (300 sq.m) and 23 (12 x 1-bedroom and 11 x 2-bedroom) affordable 'shared ownership' apartments on the upper floors with 10 car parking provided at basement level including associated works.

**Applicant:** JLA Limited for Richmond Housing Partnership

**Application received:** 21 July 2016

**Main development plan policies:**

National Planning Policy Framework 2012 (NPPF)

London Plan: 3.3, 3.4, 3.5, 3.8, 3.9, 3.10, 3.11, 3.12, 3.13, 4.2, 4.3, 5.1, 5.2, 5.3, 5.21, 6.3, 6.9, 6.13, 7.4, 7.6, 7.7, 7.8

Core Strategy 2009 (CS): CP 1, 2, 5, 7, 8, 14, 15, 19

Development Management Plan (DMP) 2011: DM SD 1, 2; TC 2; HD 1, 2, 4; HO 2, 4, 6; EM 2; TP 1, 2, 8; DC 1, 2, 3, 4, 5, 6

Emerging Local Plan (LP): LP 1, 2, 5, 7, 8, 10, 22, 25, 34, 35, 36, 39, 40, 45

Supplementary Planning Guidance; Affordable Housing; Sustainable Construction Checklist; Design Quality; Car Club Strategy; Residential Development Standards; Small and Medium Housing Sites

**Present use:** Offices

**Summary of Application:**

The proposal involves the replacement of an office building with a taller mixed use building containing offices and 23 flats. Although the building is taller than most in Teddington it will be located close to other tall buildings in the town centre and will not appear out of place. The design approach of using three attached hexagonal blocks provides interest in a key location. The partial loss of the office floor space is considered to be outweighed by the provision of much needed affordable housing and all the flats will be for shared ownership from a Registered Provider. Although high, the density is considered to be acceptable for this type of development in a central location with good public transport links. It is considered that the development would have a low impact on neighbouring properties. A shortfall in parking provision will be mitigated by the availability of car club vehicles and the removal of parking permits, both to be secured by a legal agreement.

**Recommendation 1:** Approval subject to conditions and completion of a S106 Agreement securing Head of Terms.

**Recommendation 2:** Refuse, in the absence of a completed Section 106 Agreement within 6 months of the date of the resolution adopted by recommendation 1 unless otherwise agreed in writing with the Local Planning Authority, for the following reason:

In the absence of a binding agreement to provide car club membership for all units and exemption from parking permit eligibility, the development would give rise to undue congestion adding additional pressure for parking detrimental to the existing local highway conditions, traffic movement and public safety. The proposal is therefore contrary to the NPPF and Local Plan, in particular policies DM TP 2 and 8 of the Development Management Plan and LP 44 and 45 of the publication version of the Local Plan and to adopted Supplementary Planning Document: Car Club Strategy.

**Site, history and proposal:**

1. This property is an office building located on part of the railway bridge separating Broad Street and High Street. There are two storeys above the bridge level and there is an open parking area below. It is part of the Teddington Business Park development dating from the early 1980s which was built on a former British Rail goods yard. Informer House was once occupied by The Informer newspaper.
2. Two storey business units in Enterprise Way are to the rear of the building at the same level as the parking area. On the opposite side of the railway tracks, approximately 30m away to the south-west is the 3 – 4 storey office building, 1 Park Road. Adjoining the site, to the east, is Park House containing a ground floor restaurant (Nandos) and three storeys above containing flats. Adjoining that building to the east is the former Barclays building which is now Travelodge. This building is six storeys high. Opposite the application site are 1 and 3 High Street which are, respectively, two and three storey office buildings.
3. The site is located within the Teddington Town Centre boundary and an Archaeological

Priority Area. There is an Article 4 directive preventing a change of use under prior approval from offices to residential (But see below). The site is not within the Teddington High Street Conservation Area, but the opposite side of the road is as well as the grassed area in front of Nandos. Elmfield House is a Grade II Listed Building sited diagonally opposite, some 70m away.

4. The only significant planning history for the building since it was built was a 2014 application for prior approval for a change of use from offices to residential (as eight one-bed flats) which was granted (Ref 14/2683/P3JPA). This pre-dated the Article 4 direction mentioned above and the approval remains valid until August 2017.
5. The application involves the demolition of the existing building and its replacement would be a 6 – 7 storey building (including one storey below bridge level). The building is in the form of three staggered hexagonal shaped blocks attached to one another. It would contain parking on the lowest level for ten cars, a ground floor office/commercial unit and 23 flats on the upper floors (12 one-bed and 11 two-bed). The flats would be used by Richmond Housing Partnership to provide shared ownership affordable housing





6.



7.

**Public and other representations:**

8. Historic England recommend the imposition of a condition requiring a written scheme of archaeological investigation be approved and used in conjunction with building works.
9. Network Rail have listed their requirements and requested conditions and informatives,
10. The Teddington Society considers the height to be excessive and recommends a reduction by one storey.
11. 103 nearby properties were consulted directly and a site notice was erected. Objections have been received from eleven nearby properties, mostly in the Business Park. Objections have also been received from three other Teddington addresses and three outside Teddington. The objections cite the following grounds:

- Excessive height
- Inadequate parking provision
- Inadequate access and servicing
- Overdevelopment
- Excessive density
- Adverse impact on visual amenity
- Loss of light
- Inadequate light to future residents
- Noise and disturbance
- Overlooking
- Inadequate construction method statement
- Loss of office floor space
- Inadequate affordable housing provision
- Impact on a protected view from Bushy Park

Internal comments:

Office policy

12. The loss of a total of 95sqm of relatively outdated office space is considered to be outweighed by the provision of modern and flexible commercial space on the ground floor and shared ownership residential units

Housing policy

13. 100% affordable housing in a mixed use scheme is supported. While there are no rented units proposed to satisfy the 80% normally required by Council housing policy, the proposals have been developed with a local Registered Provider and if they satisfactorily address local priority needs this would be acceptable. The viability information provided shows that the scheme would not be viable with rented units. Smaller units are generally acceptable in a town centre location. .

Urban Design:

14. No objection to demolition.
15. The lower height element is appropriate at the Broad Street end. The overall façade treatment and indication of materials may be acceptable subject to condition.
16. There is still a concern about overall scale- a variety of heights in the three proposed elements helps to visually reduce overall scale and integrate the proposed buildings with the adjoining development-but the element closest towards Travelodge would be better reverting back to six storeys, with a central element at seven. Buildings such as Travelodge are of their time and should not be seen as precedents for new development.
17. The formation of a new public space and active frontage is welcome.

Transport:

18. The parking standards are not met. Commercial parking and loading/unloading and deliveries will require a servicing management plan. A legal agreement is required to remove access to parking permits for all uses on site as well as contracts in council run car parks. There is a concern that pedestrians will cut through Enterprise Way to get to this building from the station which may put them in danger as this is an industrial estate with large vehicle manoeuvring. There is a similar concern with cyclists accessing the cycle store. Details of refuse/recycling and cycle storage should be conditioned. A more detailed construction method statement should be required by condition.



Environmental Health:

19. Earlier drawings show a partition to the living room kitchens but the revised drawings omit these. It is recommended that the partitions are retained unless there is a full automatic fire detection system in place which will satisfy Building Regulations

**Amendments:**

20. The sixth floor flat adjoining Park House has been recessed so as not to be as noticeable from street level.

**Reconsultation:**

One additional objection has been made to the height and design.

**21. Heads of Terms(Agreed)**

The following are the agreed heads of terms to be included in the Section 106 legal agreement which would be required should planning permission be granted:

- Car club membership for all flats
- Exemption from car parking permit eligibility

**Professional comments:**

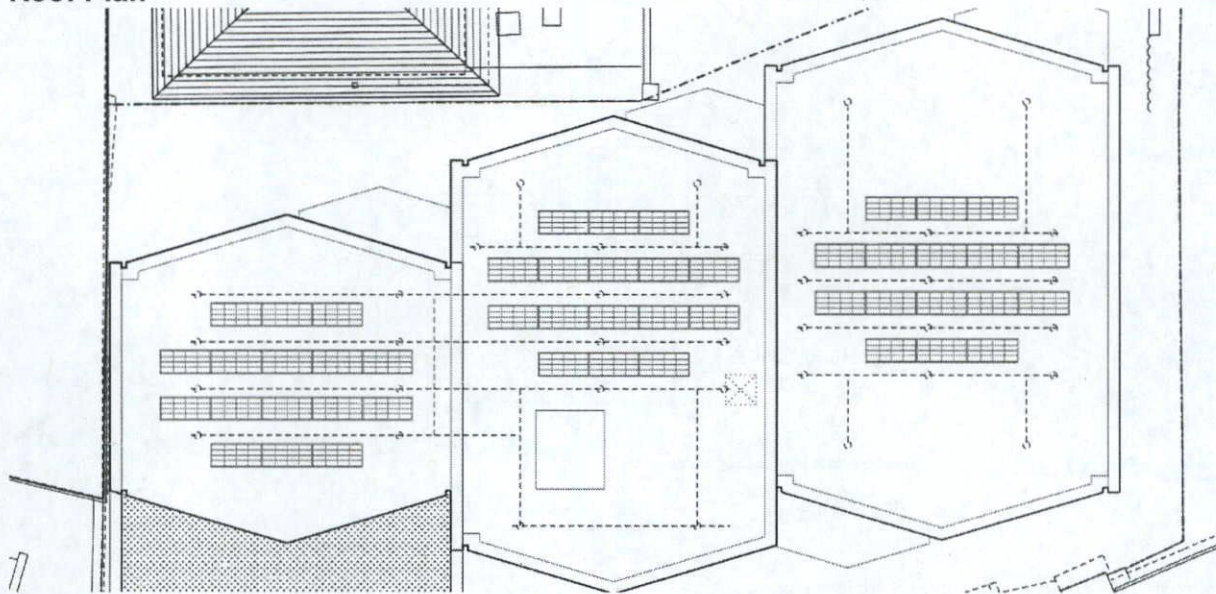
Design, Appearance and Height

22. There are various policies seeking to ensure design quality and protection of the local character, the most recent being LP policy LP 1 which requires all development to be of high architectural and urban design quality.
23. This site is in a conspicuous position at the start of the High Street, with larger scale buildings to the sides. The existing building makes a neutral contribution to the street scene, although it does mirror the low rise offices on the other side of the road. There is no in principal objection to redevelopment, subject to an appropriate replacement.
24. The design approach of avoiding one unbroken structure and dividing it into three elements is appropriate, as it moves towards the more traditional environment in Broad Street, as well as in relation to forming a gateway to the High Street Conservation Area. The ground levels allow for a degree of height flexibility in that the lowest (car park) level of the existing building is well below the street level on the High street frontage.

**25. Impression from Broad Street (initial plans)**



## 26. Roof Plan



27. The amendment to the proposed plans involves setting back the top floor flat on the part of the building adjoining Park House so that there is a better relationship with that building and a less pronounced increase in height on the street frontage.
28. The proposed materials comprise mainly light stock brickwork and although final details would be reserved no strong objection is seen to this approach as it will give the building a lighter feel. Further details will be required.
29. In relation to Taller Buildings policy DM DC 3, this identifies only parts of Richmond and Twickenham town centres for taller buildings, however in this case there are some buildings in the proximity of the site which could be described as 'taller'. Emerging Local Plan policy LP 2 includes a mention of Teddington below the main policy, stating that: '*Teddington centre is generally low-rise (i.e. 3-storeys) and the High Street is within a designated Conservation Area therefore opportunities for 'taller buildings' would be very Limited and only considered in locations where there are currently existing 'tall'/taller 'buildings.'*
30. There are 'taller' buildings to either side of Informer House, which form a distinctive cluster in the centre of Teddington. Increasing heights to relate to the site's immediate neighbours to either side would not seem unreasonable, with some variation of height and frontage to reduce perception of scale. The issue arises of what height limit would be appropriate, in order to protect the surrounding environment from intrusive development, potentially damaging to the grain of the area. The other tall buildings nearby are Park House (four storey); Travelodge (six storey with plant and telecommunication equipment on the roof), Harlequin House (six storeys with a taller lift shaft on one corner) and 1 Park Road (3-4 storeys, but at a lower land level). The proposed building would have the appearance of a 5-6 storey building when viewed from the High Street and Broad Street. It is not considered that this would be out of character or excessively tall in relation to its surroundings
31. Informer House makes a negative contribution to the appearance and character of the adjacent Conservation Area and its demolition is welcomed. The development will be visible from the adjoining Conservation Area but would not be out-of-character with the the existing built form on the southern side of the High Street and the setting and character of the adjacent Conservation Area would be at least preserved. A similar view is held regarding impacts on the views and the setting of the nearby Grade II Listed Building, Elmfield House. The proposal does not impact on any designated view from Bushy Park.



32.

Principle of loss of office floorspace

33. Policy DM EM 2 of the DMP and policy LP 41 resist the loss of employment floor space. In this case it is important to take into account the extant permission to convert the building to solely private housing and the fact that this new proposal seeks not only to retain some office space, but also to provide affordable housing.
34. The current proposed scheme provides 300sqm of office space across the whole of the ground floor level and shared ownership residential units on the upper floors. This results in the loss of 95 sq m of office space.
35. A Strategic Property Report has been produced by Snellers Commercial. This is not a marketing report but provides a professional evaluation of the existing use and proposed scheme in relation to the local market context. The existing office building is considered to be in generally good order, well located with excellent links to public transport. It is stated that 'good demand' would be expected for these offices in the open market on the basis of both sales and lettings.
36. Further to this, the report considers that the proposed scheme will provide attractive and good quality commercial space which would be suitable for office (B1), retail (A1, A2 and A3), or social infrastructure (D1) uses. Potential users could subdivide the space into three units with separate entrances. Snellers Commercial anticipates good demand for this space in the current market for any of these use classes mentioned.
37. The application seeks use for B1a offices (although some of the plans do not make this clear) - this would need to be secured by condition to ensure that other alternative commercial uses would only be considered after it has been marketed for office use.
38. On balance, the loss of a total of 95 sq m of relatively outdated office space is considered to be outweighed by the provision of modern and flexible commercial space on the ground floor and shared ownership residential units, particularly bearing in mind that if the scheme were to be refused permission there is a strong possibility of losing all the office floor space with no replacement and no affordable housing to private flats.

Proposed Housing

39. The various policy documents each have their own policies seeking the provision of affordable housing. The most recent, LP 36, in conjunction with LP 41, seeks to maximize affordable housing provision on former employment sites.

40. In principle securing 100% affordable housing, as part of a mixed use scheme with a wholly ground floor commercial use, in this town centre location on a former employment site is welcomed.
41. The proposal is for 23 affordable units, as a 100% affordable scheme by Richmond Housing Partnership (RHP). The scheme will provide affordable housing to meet local needs. While there are no rented units proposed to satisfy the 80% normally required by Policies CP15 (CS) and LP36, the proposals have been developed with a local Registered Provider (RHP) and if they satisfactorily address local priority needs this would be acceptable.
42. The Supporting Planning Information Statement and Viability Statement set out information in relation to both the proposed 100% shared ownership (intermediate) scheme and a policy compliant scheme with a split of 80% rented and 20% intermediate housing. This suggests that the 80/20 split scheme would not be regarded as viable by RHP. The Summary development appraisal of the 80/20 split scheme has been set out and these details of viability are published on the Council's website and it is clear that there would be a substantial funding deficit. The Council's Housing Development Manager has agreed that the level of subsidy from the Council required to increase the number of rented units would not represent value for money.
43. This sustainable town centre location is considered suitable for the proposed mix of 1 bed 2 person and 2 bed 3 person shared ownership units. While the mix of small (studio or 1 bed) units at 52% is below the significant proportion expected by local housing policy, given this town centre location, it is considered appropriate as a wholly shared ownership scheme to provide for local needs.
44. The Council's adopted Intermediate Housing Policy Statement (2014) and Intermediate Housing Marketing Statement (IHMS) (2015) apply to shared ownership units. This includes the prioritisation of applicants for intermediate housing and the income eligibility range for applicants to intermediate housing schemes in the Borough, and direction to ensure Registered Providers market intermediate housing schemes and re-sale units in the Borough to initially prioritise Richmond residents and those working in the Borough. There is an upper cap on income for shared ownership units across London; however the Council expects that two thirds of scheme applicants will have an income up to £45,000 and that these households are initially prioritised. The Viability Statement confirms that to meet the Council's affordability criteria, RHP are proposing to set the rent on the unsold equity below the normally applied level and estimates as a result that 52% of the flats are within the £45,000 estimated annual income. While this is below the Council's overall expectations, it is accepted that on this site the provision of all of the 1 beds to this lower end of the income range is addressing affordability as far as possible, to comply with Policies CP15 and LP36.
45. RHP could be asked to demonstrate the maximum amount of affordable housing at the preferred tenure mix that could be delivered with the inclusion of private market homes for sale and this would inevitably reduce the total number of affordable homes provided. However, given that the potential to include affordable rented homes has been discussed with the Council, including exploring additional funding sources, and that the merits of the provision of wholly affordable homes as part of a mixed use scheme are recognised, the delivery of the 100% shared ownership scheme is supported and the amount of affordable housing is maximised to accord with Policies CP 15 and LP 36, CP 19 and DM EM 2.
46. In principle additional residential use can add to the vitality and viability in such a town centre location where it is above commercial, in accordance with Policies CP 1 and CP 14, provided it does not have any negative impact on the ground floor/adjacent commercial uses, such as impact on access and servicing etc. and there is a need to ensure there will

not be future conflict given the close juxtaposition with the residential such as from noise, amenity issues. The proposal does include a shared lobby and stair core potentially for both the commercial (if Indicative Unit B is used separately) and residential uses, but as the uses are separated by floor this may minimise the potential for conflict sufficiently to meet the requirements of Policy DM DC 2.

47. Policy CP14 states that all new homes should be built to Lifetime Homes Standards. From 1 October 2015 the Council will be seeking to secure 90% of new housing to Building Regulation Requirement M4(2) 'accessible and adaptable dwellings' and 10% to M4(3) 'wheelchair user dwellings'. The plans show lift access for the residential upper floors which is a requirement for both M4(2) and M4(3). The proposed layout shows 2 x 2 bed WAU units at first floor and second, which would represent 9% of total units. The Design & Access Statement states that all flats are designed to meet Part M4(2) of Building Regulations that replaced Lifetime homes.

#### Density

48. The proposed density would be 646 habitable rooms per hectare (hrh). The London Plan puts forward appropriate densities based on the setting and public transport accessibility level. This is an urban setting with a PTAL of 3. The density range suggested is 200-450 hrh and the proposal clearly falls outside this range. However, although the PTAL is only 3, this is one of the best sites for public transport in Teddington with all local buses stopping within two minutes walk and the station being only a little over 300m walk away. If the PTAL were 4, the density range would be 200 – 700 hrh. Bearing in mind the central location of the proposed development and the benefits of providing much needed affordable housing it is considered appropriate that an exception can be made in this case.

#### Impact on neighbours.

49. DMP policy DM DC 5 and LP policy LP 8 seek to protect residents from unneighbourly developments and loss of light. The only residential properties within 50m of the application site are in the adjoining Park House. The next nearest are houses in Church Lane, some 50m away, and are currently partly screened by trees. At this distance it is not considered that they would be unreasonably overlooked or suffer significant impact on light.
50. Although the proposed building will adjoin Park House it will not project as far rearward on the side elevation as the location of bedroom windows to the flats which are angled slightly away. These will be affected by some loss of daylight but the applicant has demonstrated that the amount received will remain reasonable. The impact on sunlight and overshadowing will be minimal.
51. The daylight, sunlight and overshadowing report also considers non residential uses including the ground floor of Park House (Nandos), the business units in Enterprise Way which are to the rear and 3 High Street on the opposite side of the road. Out of these it is acknowledged that side facing windows on units 10 and 11 in the business park will suffer a significant amount of daylight loss due to the height and proximity of the new building. However these units are also glazed on their front elevations, substantially so at first floor level, and the side windows are already affected by Informer House. Only in extreme circumstances would loss of light to a non habitable building constitute a reason for refusal and that is not considered to be the case here.
52. The proposed building has balconies on the upper levels but these are positioned not to provide view to the side windows of Park House and it is not considered that any other residential property would be affected by unreasonable overlooking or loss of privacy.

### Transport and Highways

53. DMP Policy DM TP2 states that the impact of new development on the transport network will
- be assessed against other plan policies and transport standards. The policy indicates
  - that it is necessary to consider the impact of any new development on the existing wider
  - and local transport network for all modes, how it links to the network, impacts on highway
  - safety, the impact of parking and servicing, and with larger developments what provision
  - has been made for the movement and parking of vehicles.
54. DMP Policy DM TP8 seeks to ensure that developments provide an appropriate level of off street parking to avoid an unacceptable impact on on-street parking conditions and local traffic conditions.
55. DMP Policy DM TP7 states that new developments should provide appropriate cycle access and sufficient and secure cycle parking facilities.
56. Policies LP 44 and 45 of the Local Plan reflect the above policies.
57. The existing parking layout can cater for up to eight cars and the proposed development will allow for ten spaces in total. The parking standards currently in use would normally require one parking space per flat plus three for the office space giving a total of 25. Eight parking spaces are provided and will be used by residents together with two additional spaces to be used for Co-Wheels cars. Co-Wheels is a pay-as-you-go car club and flat residents would have dedicated access to the two cars. The application also offers tenants free membership for a limited period to Zipcar Car Club vehicles, of which three are available nearby. No dedicated parking is proposed for the offices.
58. Most of the surrounding area is covered by Community Parking Zones (CPZs) and this coverage will be expanded with the introduction of a new CPZ at the end of March 2017. An approval of the application would be subject to a legal agreement withdrawing the right of the flat residents to apply for a residents parking permit and also the office employees from obtaining business parking permits.
59. There is a minor change in the number of parking spaces attached to the site and it is not considered that there would be a significant increase in traffic accessing the site via Enterprise Way. Concern has been expressed that vehicles will park in inappropriate locations within Enterprise Way. This is not anticipated, however this is a private road and the owners would be able to take action were this to be the case.
60. Cycle and car access will necessarily be from Enterprise Way and it will not be possible to prevent pedestrian access to the flats if a right of way exists.
61. Many of the concerns raised relate specifically to the impact of the building works. This is not a ground for refusing planning permission, however there will need to be co-ordination to ensure the least disruption and a more detailed Construction Method Statement will be required by condition as will a Servicing Management Plan.

### Residential Standards

62. The standards set out in Policy DM HO 4 and the Residential Development Standards SPD for external and internal space standards should be addressed to ensure a satisfactory standard of accommodation is proposed. Since 1 October 2015 the Council is applying the Nationally Described Space Standard. This sets a minimum gross internal floor area of

50sqm for a 1 bed 2 person one storey dwelling and 61sqm for a 2 bed 3 person one storey dwelling.

63. The balconies provided meet the normal requirement for amenity space stated within the Residential Development Standards. The Nationally Described Space Standard is used by the Council for unit/bedroom sizes and the proposed flats meet these requirements.
64. A report has been submitted by the applicant on internal daylight for the proposed flats based on BRE guidance. This indicates that a number of the kitchen/living room/dining rooms will fall slightly below the average daylight recommendation due to the presence of terraces above, however all will meet the sky visibility recommendation. The removal of the terraces would result in a lack of amenity space. As the deficiency on the daylight guidance is minor it is considered to be acceptable in its submitted form.

#### Air Quality

65. A report has been submitted indicating that the finished development will not significantly affect air quality, however building works are likely to result in levels of dust which will need to be mitigated against. This would be covered by a Construction Management Plan.

#### Land Contamination

66. The site was previously used as a goods yard and for coal storage. It was redeveloped in the 1980s for the current business units. Whilst residential use is more sensitive, the proposed residential element will be three storeys above the ground level and it is unlikely that there would be a land contamination concern, however a condition requiring further study would be prudent.

#### Sustainability

67. Local Plan Policy LP 22 requires major applications such as this, to achieve zero carbon standards in line with London Plan policy. The Council has been implementing this policy since the beginning of the year, however this scheme has been the subject of development since before the beginning of 2016 at least and the application was submitted in July 2016. Adaption to meet the recently introduced standard would require major changes to the proposal and bearing in mind this recent change it would be unreasonable to require this reduction at this stage. The energy statement confirms that the development will achieve in excess of 35% carbon emissions offset over the 2013 Building Regulations which was the former Council target for this type of development. This would be achieved partially through the use of renewables (PV and ASHP). A BREEAM 'Excellent' rating is indicated on the pre-assessment for the commercial element which also meets the normal requirement of the Council. The proposal scores 'C' on the Sustainable Construction Checklist which is a low pass.
68. The submitted roof plan shows the proposals to provide a green roof area across the majority of the roof plate. Policy DM SD 5 aims to achieve 70% coverage of any potential roof plate and this proposal would meet that target.

#### Community Infrastructure Levy

69. The overall scheme is calculated to generate a requirement of £77,597 for infrastructure, however the affordable housing element may be the subject of mandatory relief.

#### **Conclusion:**

The proposal involves the replacement of an office building with a taller mixed use building containing offices and 23 flats. Although the building is taller than most in Teddington it will be located close to other tall buildings in the town centre and will not appear out of place. The design approach of using three attached hexagonal blocks provides interest in a key location. The partial loss of the office floor space is considered to be outweighed by the

provision of much needed affordable housing and all the flats will be for shared ownership from a Registered Provider. Although high, the density is considered to be acceptable for this type of development in a central location with good public transport links. It is not considered that neighbouring properties would be unacceptably affected by the proposed development. A shortfall in parking provision will be mitigated by the availability of car club vehicles and the removal of parking permits.

**Recommendation 1: Approval subject to conditions and completion of a S106 Agreement securing Heads of Terms**

**Recommendation 2: Refuse**

**In the absence of a binding agreement to provide car club membership for all units and exemption from parking permit eligibility, the development would give rise to undue congestion adding additional pressure for parking detrimental to the existing local highway conditions, traffic movement and public safety. The proposal is therefore contrary to the NPPF and Local Plan, in particular policies DM TP 2 and 8 of the Development Management Plan and LP 44 and 45 of the publication version of the Local Plan and to adopted Supplementary Planning Document: Car Club Strategy.**

**Standard Conditions**

- AT01 - Development begun within 3 years
- BD12 - Details – Materials to be Approved
- DS03 - Parking - People with disabilities
- DS04 - Access for disabled people ~
- DV18A - Refuse arrangements
- DV48 - Approved Drawings: WP-0410-E-ST-TT-P01, xx-P01, YY-P01; EX-E-EAST-P01, NORTH-P01, SOUTH-P01, WEST-P01; EX-P-LO-P01, L1-P01, LB-P01, LR-P01; EX-S-BB-P01; GA-E-EAST-P01, SOUTH-P01; GA-P-L1-P02, GA-P-L3-4-P02; GA-P-LB-P01; P-1250-P01 and P-500-P01 received on 21<sup>st</sup> July 2016. WP-410-GA-E-NORTH-P05, WEST-P05; GA-P-L5-P05; and GA-S-AA-P05 received on 1<sup>st</sup> February 2017. WP-0410 GA-P-L0 P03 and LR P06 received on 7<sup>th</sup> March 2017.
- DV28 - External illumination
- DV29F - Potentially Contaminated Sites
- DV30 - Refuse Storage
- DV42 - Details of foundations - piling etc
- DV50 - Energy Reduction
- DV51 - Water Consumption
- DV53 - Building Regulation M4(3) (Wheelchair)
- PK02A - Parking/loading/turning ~ #10 parkign spaces#, #GA-P-LB P01#PK06A - Cycle parking
- DV49 - Construction Method Statement
- DV29F - Land Contamination
- LT09 - Hard and Soft Landscaping

**Non-standard Conditions**

- NS01 - CMS for noise/vibration

No development shall take place until a Construction Method Statement (CMS)) for the ground works, demolition and construction phases of the development site to which the application refers, has been submitted to and approved in writing by the Local Planning Authority. Details shall include control measures for noise and vibration, including working hours, best practice and (noise and vibration levels). Approved details shall be implemented throughout the construction/demolition period.



The CMS shall follow the Best Practice detailed within BS5288: 2009 Code of Practice for noise and Vibration Control on construction and open sites. The CMS should include an acoustic report undertaken by a suitably qualified and experienced consultant and include all the information below; The CMS shall include the following:

1. Baseline Noise Assessment – undertaken for a least 24-72hours under representative conditions.
2. Noise Predictions and Significance Effects - Predictions should be included for each phase of the demolition, and construction, vehicle movements and an assessment (including proposed significance threshold limits) of the significance effect must be included (Annex E BS5288 2009 Part 1).
3. Piling- Where piling forms part of the construction process, a low vibration method must be utilised wherever possible and apply the good practice guidelines detailed in (Annex B BS5288 2009 Part 2).
4. Vibration Monitoring - All Piling activities undertaken near sensitive receptors must include continuous vibration monitoring and must include audible and visual alarms.
5. Proposed Noise & Vibration Mitigation Measures - see BS5288 part 1 &2
6. Proposed Noise Monitoring – Permanent/ Periodic noise and vibration monitoring must be undertaken for the duration of the demolition and construction phases which may result in a significant impact. The location, number of monitoring stations and the measurement data must be agreed with the Local Planning Authority prior to the start of construction.
7. Communication with residents, including organisational control, communication methods and auditing.

REASON: To protect neighbouring amenity

#### NS02 - Air Quality

Save for temporary works, no development shall be commenced until a dust management plan has been submitted to and approved by the Local Planning Authority. The dust management plan shall follow the guidance found in the control of dust and emissions from construction and demolition Best Practice produced by the Greater London Authority [http://static.london.gov.uk/mayor/environment/air\\_quality/docs/construction-dust-pg.pdf](http://static.london.gov.uk/mayor/environment/air_quality/docs/construction-dust-pg.pdf)

REASON: To protect neighbouring amenity

#### NS03 - BREEAM for non-housing

The B1 offices hereby approved shall achieve BREEAM Rating 'Excellent' in accordance with the terms of the application & the requirements of the BREEAM Guide (or such national measure of sustainability for design that replaces that scheme).

REASON: In the interests of promoting sustainable forms of developments and to meet the terms of the application.

#### NS04 - B1(a) Use

The floor at street level shall, apart from access, be solely used for B1(a) office use as specified in the schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision revoking or re-enacting that order.

REASON: To safeguard residential amenity of nearby occupants.

#### NS05 - PV Panels

The PV panels shall not be installed other than in accordance with details of which shall be submitted to and approved in writing by the Local Planning Authority. REASON: To ensure that the proposed development does not prejudice the appearance of the locality.

#### NS06 - Boundary Treatment

No development shall take place until details of the position(s), design, materials and type of boundary treatment(s) to be erected on the site have been submitted to and approved in writing by the Local Planning Authority. The boundary treatment(s) shall be erected in accordance with the approved details before the dwelling is first occupied.

REASON: To safeguard the visual amenities of the locality and the privacy/amenities of the adjoining properties and to ensure that the proposed development does not prejudice the safe and efficient operation of the adjacent railway

NS07 - Parking Spaces

Before first occupation each of the eight parking spaces intended for residents shall be allocated to one of the flats flat. Each space shall thereafter be used only in association with the individual flat it is allocated to, and for no other purpose, unless otherwise agreed in writing by the Local Planning Authority.

REASON: To ensure the development does not prejudice the free flow of traffic and highway and pedestrian safety and to ensure that residential parking is available for each unit within the site to meet avoid generation of on-street parking.

NS08 - Archaeology

No demolition or development shall take place until a stage 1 written scheme of investigation (WSI) has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI, no demolition or development shall take place other than in accordance with the agreed WSI, and the programme and methodology of site evaluation and the nomination of a competent person(s) or organisation to undertake the agreed works. If heritage assets of archaeological interest are identified by stage 1 then for those parts of the site which have archaeological interest a stage 2 WSI shall be submitted to and approved by the local planning authority in writing. For land that is included within the stage 2 WSI, no demolition/development shall take place other than in accordance with the agreed stage 2 WSI which shall include:

A. The statement of significance and research objectives, the programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works

B. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the stage 2 WSI.

REASON: To ensure the proposal does not prejudice archaeological interests.

NS09 - Service Management Plan

Prior to occupation of the development hereby approved a service management plan relating to the servicing of the properties shall be submitted to and approved in writing by the local planning authority. The management plan shall be implemented as approved from the date of the commencement of the use. REASON: To ensure that the proposed development would not prejudice highway and pedestrian safety.

NS10 - Ecological enhancement

Details including number, type, specification, height and location of bird boxes to be submitted to and approved in writing by the Local Planning Authority and thereafter to be implemented as approved prior to the first occupation of the building.

REASON: To ensure the implementation of ecological enhancement measures in the interests of ecology and proper planning.

NS11 - Porous Hardsurfacing

That all new external hardsurfacing shall be porous and constructed and laid out in accordance with details to be submitted to and agreed in writing by the Local Planning Authority within 6 months of the commencement of development. Reason: In the interest of sustainable construction and to avoid excessive surface water runoff.

**NS12 - Green Roof**

Prior to the occupation of the building hereby approved the green roof shown on approved drawing no: GA-P-L5-P05 shall have been installed in accordance with a specification to be submitted to and approved in writing by the Local Planning Authority. The green roof shall thereafter be retained in accordance with a maintenance schedule to be submitted to and approved in writing by the Local Planning Authority.

REASON: To ensure the biodiversity benefits and ecological benefits of the development are delivered and maintained and to comply with Policy DM DS 5.

**NS13 - Use of roof restricted**

The roof of the building, except where indicated for use as a roof terrace or balcony on approved drawing no: GA-P-L5-P05, shall not be used for any purpose other than as a means of escape in emergency or for maintenance of the building.

REASON: To safeguard the amenities of the adjoining premises and the area generally.

**Standard Informatives**

- COMH07- Composite Informative
- IE06 - Details of piling-EHO consultation
- IM13 - Street numbering
- IL02 - Advertisements
- IL13 - S106
- IL25C - NPPF APPROVAL - Para. 186 and 187
- IL29 - Construction Management Statement
- IL24 - CIL liable

**Non-Standard Informatives**

- NI01 - Network Rail

The applicant is advised to read comments made by Network Rail which are available on the Council website. As the site is adjacent to Network Rail's operational railway infrastructure, the applicant/developer is strongly advised to contact [AssetProtectionWessex@networkrail.co.uk](mailto:AssetProtectionWessex@networkrail.co.uk) prior to any works commencing on site. Network Rail strongly recommends the developer agrees an Asset Protection Agreement with them to enable approval of detailed works. More information can also be obtained from [www.networkrail.co.uk/asp/1538.aspx](http://www.networkrail.co.uk/asp/1538.aspx).

**Background papers:**

- Application forms and drawings and reports
- Comments from Statutory Consultees
- Objection from The Teddington Society
- Neighbour letters of objection
- Previous applications – 14/2683/P3JPA

**Recommendation:**

The determination of this application falls within the scope of Officer delegated powers - ~~YES~~ / NO

**I therefore recommend the following:**

- 1. REFUSAL
- 2. PERMISSION
- 3. FORWARD TO COMMITTEE

This application is CIL liable

YES\*       NO  
(\*If yes, complete CIL tab in Uniform)

This application requires a Legal Agreement

YES\*       NO  
(\*If yes, complete Development Condition Monitoring in Uniform)

This application has representations online (which are not on the file)

YES       NO

This application has representations on file

YES       NO

Case Officer (Initials): SGS

Dated: 10/10/17

**I agree the recommendation:**

Team Leader/Development Control Manager

Dated: .....

This application has been subject to representations that are contrary to the officer recommendation. The Development Control Manager has considered those representations and concluded that the application can be determined without reference to the Planning Committee in conjunction with existing delegated authority.

Development Control Manager: .....

Dated: .....

<b>REASONS:</b>
<b>CONDITIONS:</b>
<b>INFORMATIVES:</b>
<b>UDP POLICIES:</b>
<b>OTHER POLICIES:</b>

The following table will populate as a quick check by running the template once items have been entered into Uniform

**SUMMARY OF CONDITIONS AND INFORMATIVES**

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**CONDITIONS**

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**INFORMATIVES**

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