

16/3450/FUL
149-151 Heath Road
Twickenham

SOUTH TWICKENHAM
Contact Officer:
W Wong Chang

http://www2.richmond.gov.uk/PlanData2/Planning_CaseNo.aspx?strCASENO=16/3450/FUL



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Proposal: Demolition of existing buildings and removal of advertising hoardings. Re-siting of existing recycling bins. Erection of a part 3 storey part 4 storey building with commercial use (Flexible Use Class A1, A2 and/or B1a) on the ground floor with 9 flats (4 x 1 bed and 5 x 2 bed) on upper floors. Associated hard and soft landscaping, refuse, car and cycle parking.

Applicant: Heath Road Twickenham Limited

Application received: 29.08.2016

Development Plan Policies:

Core Strategy Policies: CP1, CP2, CP3, CP4, CP5, CP6, CP7, CP8, CP9, CP14, CP15, CP19.

Development Management Plan: DM SD1, DM SD2, DM TC1, DM TC3, DM HO2, DM HO4, DM HO6, DM EM1, DM TP1, DM TP2, DM TP6, DM TP7, DM TP8, DM DC1, DM DC2, DM DC4, DM DC5, DM DC6 and DM DC7.

Emerging Local Plan Policies: LP1, LP2, LP7, LP8, LP10, LP17, LP22, LP25, LP26, LP34, LP35, LP36, LP39, LP40, LP41, LP45

Affordable Housing SPD (2014)

Design Quality SPD (2006)

Refuse and Recycling Storage Requirements SPD (2015)
Residential Development Standards SPD (2010)
Small and Medium Housing Sites SPD (2006)
Sustainable Construction Checklist SPD (2011)
Twickenham Area Action Plan (2013)
Front Garden and Other Off-street parking standards SPD (2006)
National Planning Policy Framework (NPPF)
Nationally Described Space Standards (2015)

SUMMARY OF APPLICATION

The application seeks planning permission for the demolition of the existing buildings on site and the erection of a part 3 storey part 4 storey building with commercial use (Flexible Use Class A1, A2 and/or B1a) on the ground floor with 9 flats (4 x 1 bed and 5 x 2 bed) on upper floors. Associated hard and soft landscaping, refuse, car and cycle parking.

With agreement from Council's Waste Team, existing recycling facilities will be re-sited to the western part of the development with 4 no. Eurobines sited against the front elevation of new development and 2 no. igloos (for paper and cardboard) and 1 no. shoes and clothes bin re-sited to Heath Road kerbside. Given the need for the recycling facilities in this location and existing arrangement, on balance, it is not considered to adversely impact on the visual amenity of the streetscene. Financial contribution will be provided towards CCTV provision to monitor the relocated recycling.

The applicant has demonstrated through the submission of a financial viability study which the Council has had independently verified twice; once during the original submission and again of the revised scheme with a reduced number of units; that it is unviable for the scheme to make any contribution towards Affordable Housing.

The existing buildings on site are of little architectural merit and the redevelopment of the site is welcomed. The proposed building is three storeys with a set back at fourth floor level. The overall design of the building is contemporary in appearance but uses traditional details/materials and it is considered that the development will enhance the streetscene and this part of Heath Road.

The proposal would not result in a significant impact upon existing residents in terms of loss of daylight, sunlight, outlook or privacy and the proposed development would provide an appropriate standard of accommodation for future residents.

The development incorporates 10 off-street parking spaces to the rear. There is one shortfall of parking for the residential unit however in view of existing situation, this is considered acceptable. Adequate cycle storage, refuse and recycling provision will also be provided.

The commercial units will achieve an 'Excellent' BREEAM rating. The residential part of the development provides a 37% improvement over the Building Regulations Part L 2013 Target Emissions Rate (TER). PV panels have been incorporated into the design to reduce carbon emissions from the site.

Recommendation 1: Approve subject to conditions and informatives and subject to the completion of a section 106 agreement securing the obligations set out under the Heads of Terms within 6 months of the date of resolution.

Recommendation 2: Refuse, in the absence of a completed section 106 agreement within 6 months of the date of this resolution, for the following reason:

By virtue of the lack of parking provision and in the absence of a legal agreement to secure the removal of access to resident/business/all zone permits for the whole building and season tickets to council run car parks, membership of a car club for all residential/business units and the necessary contribution to secure the provision of a CCTV cameras, the scheme will adversely impact on the free flow of traffic in the locality to the detriment of highway and pedestrian safety. The scheme is therefore contrary to the aims and objectives of, in particular policies DM TP1, DM TP2, DM TP6, DM TP7 and DM TP8 of the Development Management Plan 2011, LP44 and LP45 of the Local Plan (Publication for consultation) and the National Planning Policy Framework.

Site, History and Proposal

1. The application site comprises an area of hard-standing that has previously been used as a private parking area and a two storey building with A1 retail use on the ground floor and residential use on the upper floor.
2. The site also comprises three externally illuminated poster panels. Each is mounted above fencing at an overall height of about 4.5m. Two of the panels have parallel alignments to Heath Road and one is on the splay corner, at junction of Heath Road with Saville Road.
3. The site is situated along secondary shopping frontage within Twickenham Town Centre.
4. It is situated in an archaeological priority area and on land in past industrial use.

Planning history

5. The relevant applications are as follows:
 - 02/2456 – Roof extension to provide 2 bedroom flat – Granted 21.11.2002
 - 74/895 – Erection of two shop units with living accommodation over with separate access – Granted on 22.11.1974
 - 74/699 – Erection of extension and conversion to existing houses to provide furniture shop – Granted on 06.12.1974
 - 74/286 – Conversion of 2 residential properties into furniture shop and erection of an extension at rear to provide larger display area – Refused on 02.05.1974
6. *Advertisement Hoarding*
The advertisement hoardings along the site boundary have been subject of a Discontinuance Notice issued by the Council on 5 November 2013, which was quashed on Appeal dated 24 April 2014 (Reference: APP/L5810/H/13/2210321).

Proposal

7. Demolition of existing buildings and removal of advertising hoardings. Re-siting of existing recycling bins. Erection of a part 3 storey part 4 storey building with commercial use (Flexible Use Class A1, A2 and/or B1a) on the ground floor with 9 flats (4 x 1 bed and 5 x 2 bed) on upper floors. Associated hard and soft landscaping, refuse, car and cycle parking.

Public and Other Representations

First Consultation

8. 30 Objections received and the comments can be summarised as follows:

- Excessive number of blocks of apartments along Heath Road
- Overdevelopment
- Height and mass will appear dominant
- Unsympathetic and excessive scale and density of development
- Create canyon effect when viewed down Saville Road
- Overhanging design creates an overbearing and visually dominant building.
- Design is out of keeping with surrounding
- Building should be reduced in height and set away from site boundary
- The eastern elevation is not in line with the the building line of properties on Saville Rd, will create an overbearing and dominating effect on Saville Road
- Should be family houses
- The character and style of the local largely Victorian architecture is being ignored
- The area doesn't need any more commercial property that will remain empty.
- The proposed recycling centre is a health and safety risk. It will result in flytipping, create further problem of additional vermin, potential street waste and anti-social behaviour.
- Noise resulting from the recycling bins is deafening
- Recycling bins should be relocated elsewhere to rear of Tesco car park
- The large proposed shared roof garden will cause noise and disturbance
- Large communal balconies overlook into gardens
- Loss of privacy
- Impact on outlook
- Impact on daylight and sunlight
- Visibility and sightlines
- Additional traffic generation from the development
- Increase in traffic down Saville Road
- Limited access for emergency vehicles
- Parking provision is inadequate
- Residents will park on Saville Road in the evenings after parking restriction
- Need to provide adequate sightlines at vehicular access to ensure pedestrian safety
- Impact of construction activities on surrounding roads
- Maintenance required to ensure green space, screening etc. is properly maintained

Amendments (1)

9. The scheme has been amended as follows:

- Introduction of vehicular gate at entrance in response to comments by Secure by Design Officer to prevent anti-social behaviour
- Additional residential cycle parking provided to accord with London Plan standards
- Introduction of CCTV camera to monitor recycling bins
- Addendum to Transport Statement received to reflect the additional cycle parking provision
- Numbering of the parking spaces
- Identify the 2 no. commercial parking spaces
- Correction on plans to ensure consistency throughout

Re-consultation on 22 September 2016

10. 10 Objections including an objection from Saville Road Resident Association received and the comments can be summarised as follows:

- Key concerns raised in previous objections have not been addressed
- Unacceptable bulk and mass
- Overdevelopment of the site
- Create canyon affect
- Development is higher than existing
- Reduction of one storey
- Heath Road does not need another empty commercial space.

- Loss of light and privacy
- Overlooking
- Sightline extends to pavement
- Gates are not set back and will cause traffic on Saville Road and impact on pedestrian safety
- Create additional traffic and parking in Saville Road especially outside of CPZ hours
- Additional traffic at junction of Saville Road and Heath Road will impact on highway safety
- Additional traffic will impact on children safety
- Vertical cycle stands are not useable by everyone
- London plan standards for car and cycle parking standards should be applied
- Recycle bins with CCTV is not adequate.
- Bins need to be moved to a more appropriate location. They are an eyesore and a health hazard in addition to creating a disturbance with people using it as a dump.

11. Councillor Marlow raised an objection and the comments can be summarised as follows:

- The siting of the recycling bins in Savile Road is not acceptable. The bins have caused a problem in their present location in Heath Road. There are a number of other issues including overlooking of nearby residential property.

Amendments (2)

12. The scheme has been amended as follows:

- Re-siting of the bins onto Heath Road frontage

Second Re-consultation on 23 March 2017

13. Objections received from 5 properties and the comments can be summarised as follows:

- Key concerns raised in previous objections have not been addressed
- Unacceptable scale, footprint, bulk and mass
- Will appear overbearing to nearby properties
- Relocation of recycling facilities does not address the concerns in relation to fly-tipping and misuse by commercial properties
- Recycling facilities need to be relocated to more suitable location like Tesco car park
- The bins would detract from the visual appearance of the streetscene
- Already a number of empty commercial premises
- Parking stress

Amendments (3)

14. The scheme has been amended as follows:

- Revised drawings and reports received showing reduced bulk and scale on western side of the proposed development
- Loss of 1 residential unit

Third Re-consultation on 13 July 2017

15. 4 objections received and the comments can be summarised as follows:

- Latest amendments have not addressed the main concerns previously raised
- Scale and bulk of proposal remain overbearing
- This proposal should be in line with the existing build line of Saville road and needs to lose 1 floor of accommodation.
- Communal garden facing Saville Road will create loss of privacy, light, noise pollution
- Proposed position of communal bins will cause noise and smell and should be enclosed.
- Entrance gates are too close to the pavement, needs to be set back
- Insufficient parking
- Concerns with the recycling facilities have not been addressed.

- Increase in traffic and parking stress

Amendments (4)

16. Description of proposed development amended. Number of units reduced from 10 to 9 following following reduction of bulk and mass on western side of the proposed development. Neighbours were not reconsulted given no material change of the scheme reconsulted following previous amendments.

Internal Consultees:

Waste Service

17. Object to the loss of existing recycling facilities from this location on Heath Road as these facilities are well used and are essential to support local residents and commercial premises.
18. Waste Service Team raises no objection to the re-siting of the recycling facilities to the proposed location on the western side of the proposed development and by kerbside. Agreement to the provision of 4 x 1100 litre bins (an increase of 1 no. bin. Currently there are 3 x 1100 litre bin on Heath Road) by the building and 2 x 'paper' igloos (as existing) and 1 x comingled textile and shoe bank by kerbside (there is currently a separate textile and shoe bins but no objection to replacement of 1 no. comingled bank).

Policy

19. Size of commercial units adequate. No retail objection.
20. No in principle objection to the redevelopment of the site for mixed use purposes provided the development satisfies the relevant planning policies on sustainability and amenity standards. Residential use to rear/on upper floors can add to the vitality and viability of a town centre. Affordable housing provision to be reviewed. (Affordable housing provision is discussed in details later).

Transport

21. S106 to remove access to resident/business/all zone permits for the whole building. Membership of a car club for all residential units for 5 years for those that do not on-site parking and 3 years for the others. The business units to have the same 3 years membership.
22. The A1 must be conditioned to be non-food retail only and B1a for the office use.
23. All the comments from local residents on the recycling issues have been reviewed. The Waste Service Manager has agreed to remove the bottle bank (which does not form part of this application) and it would be an improvement to have CCTV provided by the developer in the new recycling area. This would be linked to the other town centre CCTV and be monitored.

Contamination

24. In view of the sensitive nature of the development, the standard condition DV29F is recommended to be applied to any planning permission given.

Agreed Heads of Terms (HOTs)

25. Affordable Housing contribution of £320,000 in the event the advertisement hoardings were reinstated on-site.
 - Remove access to resident/business/all zone permits and season tickets to council run car parks for the 8no. residential units and 2 no. commercial units with on-site parking.
 - Restrict the residential unit with no on-site parking to be able to apply for 1 no. resident parking permits only
 - Membership of car club for 5 years for the residential unit that do not have on-site parking.

- Membership of a car club for 3 years for the 8 no. residential unit and the 2 no. business units with on-site parking.
- Securing £30,000 for the provision of a CCTV cameras to monitor the new recycling area
- The first floor building hanging over the highway will require an overhang licence, pursuant to Section 177 of the Highways Act 1980.

Professional Comments

26. The main issues to consider are the principle of redevelopment, the design and visual impact of the proposal including its impact upon the surrounding, street scenes, neighbouring amenity, the standard of accommodation and amenity space to be provided, transport and parking, refuse and servicing, landscaping and trees, ecology, sustainability and contamination.

Principle of development

27. The site is situated along a secondary shopping frontage in Twickenham Town Centre. Whilst the site is currently vacant, the western part of the site was a retail unit on the ground floor with residential accommodation on the first floor. The eastern part of the site is an area of hard-standing that is accessed from Saville Road and was used for private parking by the land owner. It is noted that the land had been used by opportunists who did not have permission to park on the land however the applicant has confirmed that the site has now been secured and no one currently parks on the land.

28. Core Strategy policy CP9.C seeks to promote Twickenham Town Centre as a:

- Employment location
- District retail centre
- Visitor and tourist destination
- Centre for sports, leisure, arts and cultural activities
- Place with a more diverse evening economy attractive to all age groups

29. This is expanded in DMP policy DM TC1, which supports proposals that are appropriate to the function, character and scale of the centre. Acceptable town centre uses could include retail, business, leisure, tourism, community uses, health and residential development compatible with other development in the town centre. Proposals will be acceptable within town centre boundaries if they:

- (a) Contribute towards meeting the future needs of the centre and so contribute to a mix that enhances the vibrancy and vitality of the centre
- (b) Make more efficient use of land
- (c) Reduce the need for travel and do not add disproportionately to pressure on parking
- (d) Are of a scale that enhances the vibrancy and vitality of the centre and do not erode the core function of the centre
- (e) Include where appropriate, units of a size suitable for modern retail needs
- (f) Maintain or enhance the amount of active frontage
- (g) Develop the range of leisure, cultural and tourism facilities
- (h) Respect and enhance the heritage, character and local distinctiveness of the centre

30. Policy DM TC3 seeks to protect the existing retail areas of the town centre. It states that non-retail proposals will be acceptable along secondary shopping frontages only if:

- a) The proposed new use meets community needs or is a financial or professional service
- b) The proposed use retains a shop-like appearance with an active frontage
- c) They will not create an unbroken run of three or more non-shop units
- d) They are complementary to the shopping function
- e) They will not result in an over-concentration of such uses in the area
- f) They will not detract from residential amenity

31. Emerging policy LP25 of the Local Plan - Public Version for Consultation states development in the Borough's centres will be acceptable if it:
1. is in keeping with the centre's role and function within the hierarchy and is of a scale appropriate to the size of the centre, and
 2. is in an appropriate location
 3. does not adversely impact on the vitality and viability of the centre in which the development is proposed, or another centre.
 4. optimises the potential of sites by contributing towards a suitable mix of uses that enhance the vitality and viability of the centre. Commercial or community uses should be provided on the ground floor fronting the street.
32. This application seeks the provision of flexible use (Use Class A1, A2 and/or B1a) on the ground floor to appeal to a wide range of users.
33. Pedestrian access for the development is from Heath Road with vehicular access from Saville Road. Whilst the commercial use and the residential use share the same pedestrian access from Heath Road, in view of the spacious design of the foyer and separate lift serving the residential use on the upper floors, it is considered that the arrangement would not give rise to any conflict between the commercial occupants/users and the residential occupants on the upper floors. It is noted that the design of the commercial units allows flexibility to introduce separate access from Heath Road frontage in the future. Each use is assessed in detail below:

A1(retail) use

34. Given part of the site was last in A1 use, there are no concerns with this use.

A2 (Financial services) use

35. Given the nature of the uses falling within this use class, it is considered such uses to be compatible with other town centre uses and would comply with the aims of policies CP9 and DM TC1.

B1a(Office)

36. Core Strategy policy CP19 encourages the provision of small units. Development Management Plan policy DM EM1 seeks to encourage development for employment uses that meets local needs without causing undue environmental problems. It states that the Council is particularly keen to accommodate commercial needs in terms of floor space within the Borough for local businesses and small firms.
37. Given the nature of the use, it is considered such uses to be compatible with other town centre uses and would comply with the aim of the aforementioned policies.
38. Adjacent to the site within secondary frontage are a funeral directors, florist, restaurant and small sandwich bar. Given that an unbroken run of three non-shop units will not be created by a change of use from retail, a flexible use would meet the criteria of policy DM TC 3 for secondary frontages.
39. The other consideration is whether the amount of commercial included in the scheme is adequate. The existing GF area is approximately 237m². There is therefore a considerable reduction in the size of the commercial area. The scheme proposes 112sqm of commercial floorspace, split into two separate units measuring 60sqm and 52sqm, which are considered to be an adequate size for a commercial unit to operate. The proposal would maintain an active frontage as encouraged by the Twickenham Area Action Plan (7.6.4.1) and aforementioned policies.

40. Rear servicing is being proposed and is in accordance with the Principles for servicing in Twickenham Area Action Plan. No objections have been raised by Transport Officer to this arrangement.
41. The principle of residential as part of a mixed use development is considered acceptable in accordance with Policies CP1 and DM DC1 and the Twickenham Area Action Plan. Residential use on the upper floors can add to the vitality and viability of a town centre. It is noted there is a residential core proposed at ground floor, separate to the commercial floorspace, which would accord with DM DC2.
42. Any residential use in this highly sustainable town centre location would be expected to provide a high proportion of small (studio or 1 bed) units in accordance with Policies CP14 and DMHO4. The proposed plans are for 4 x 1 bed, equating to 44% of small units.
43. The applicant has submitted that the layout of this building is constrained by the size and orientation of the site. The floor plate on each level is small, which means that there are very restricted ways in which they can divide them up into flats complying with national space standards. This problem is compounded by the restrictions on windows along the south and west facades, and the method of gaining access. The controlling factors are the maximum depth of a flat, the number of unobstructed windows available along each facade, the number of possible access doors into units, and the layout of the flats to provide sensibly shaped rooms which can be furnished with the standard items shown in the London Plan Housing SPG. In addition, there is structural, thermal and drainage continuity that need to be incorporated within the development.
44. Whilst it is regrettable that the number of small 1-bed units is limited to 4 units within the development, however, in consideration of the above, it is necessary to conclude that the overall housing mix is acceptable and will contribute to the vitality and viability of the town centre.

Standard of accommodation

45. Policy DM HO4 requires all-new housing development to comply with external and internal space standards. It states the Council will only grant planning permission for new dwellings that provide adequate internal space and appropriate external private and/or communal amenity space to meet the needs generated by the development.
46. Emerging policy LP35 requires all new housing development to comply with Nationally Described Space Standard and to comply with the Council's external space standards. It also requires 90% of all new build housing to meet Building Regulation Requirement M4(2) 'accessible and adaptable dwellings' and 10% of all new housing to meet Building Regulation Requirement M4(3) 'wheelchair user dwelling'.
47. Nationally Described Space Standard (NDSS) sets out the requirements for the gross internal area of new dwellings. These are as follows:

Table 1 - Minimum gross internal floor areas and storage (m²)

Number of bedrooms(b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) *			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		

48. All of the units comply with the minimum floor areas. The floor to ceiling height will be approx. 2.5m for all flats.
49. The SPD also states that the Council will encourage a minimum of 5 sqm of private outdoor space for 1-2 person dwellings plus an extra 1 sqm should be provided for each additional occupant. Each flat has private amenity space either in the form of terraces or communal terraces and thus comply with the recommended standards.

Lifetime Homes/Accessible Units

50. It has been submitted that all of the proposed homes have been designed to Building Regulations Approved Document M4 (2015) Category 2 'Accessible and Adaptable Dwellings.' In addition, special measures have been taken to ensure that level access is preserved to all external doors. Further, a disabled parking space has been sited in the parking area with easy access to the development. This provision will be secured by condition.

Affordable Housing provision

51. Affordable housing should be provided on-site and reflect the priorities set out in Policy CP15 - which seeks 50% to be affordable, of which 80% should be for rent and 20% intermediate. Discussions with the Council's Housing Development Manager and local Registered Providers are required on all sites capable of 10 or more units to show how comments raised by a Registered Provider have been addressed including an opportunity to influence the proposed tenure, size of units and design, and affordability to address local priorities.
52. Under the original scheme with 10 units, the applicant confirmed they have engaged with three of the Register Providers suggested by the Council however only Thames Valley Housing Association (TVHA) provided a response. TVHA advised that due to practical and technical reasons they do not consider the units and site to be appropriate for affordable housing. This has been confirmed by the Council Housing Department.
53. In addition, a Viability Appraisal by Argent Blighton Associates has been submitted with the application and reviewed by the Council's Independent Assessor. It has been concluded that it would not be appropriate to seek an affordable housing contribution. A further review of a revised viability appraisal has been undertaken following the loss of 1 unit and Council's Independent Assessor reached the same conclusion.
54. This conclusion is based on the assumption that the advertising hoardings are removed as a consequence of development. If the hoardings were reinstated then the situation would revert to the scheme being able to support a £320,000 affordable housing contribution. The applicant has confirmed agreement to secure this via legal agreement.

Visual amenity/Impact on Surrounding

55. DM HO 2-states that all infill development must reflect the character of the surrounding area and protect the amenity of neighbours. The following factors will be taken into account when determining applications: plot width, spacing, height, materials architectural details, trees, shrubs and wildlife habitats and impact upon neighbours.
56. The existing building is not a building of townscape merit and is not considered to contribute positively to the area more generally as such, no objection is raised to their demolition.
57. The overall design of the replacement building is modern but uses traditional materials, in terms of brickwork. Overall this is considered successful, and relates well to

developments along this part of Heath Road. The surrounding area varies in terms of design with the more modern style buildings such as Beaumont House to the east and Twickenham House to the west.

58. In terms of size and scale, the building is considered appropriate for the site and would provide an attractive frontage to both Heath Road and Saville Road. The building would not appear overly dominant when viewed in context with the surrounding properties and the height of the building is considered appropriate. The recessed third floor has the benefit of reducing the mass and bulk at that level and the overall design of the building is softened through the use of glazing. The forward projection at first and second floor level introduces a dynamic building frontage which adds further interest along this part of Heath Road. Details of aluminium soffit system have been submitted and are considered to be high quality. No objections have been raised by Urban Design officer.
59. Given the siting of the development on a corner plot, the development together with the adjacent Beaumont House, create a focus and frame the entry into Saville Road.
60. Further, the relocation of the existing recycling facilities away from the junction of Heath Road/Saville Road is considered an improvement when compared to the existing and their proximity to loading bay on Heath Road ensures easier collection. No objections raised by Transport Officer and Waste Team.

Neighbouring amenity

61. Policy DM DC 5 states that in considering proposals for development the Council will seek to protect adjoining properties from unreasonable loss of privacy, pollution, visual intrusion, noise and disturbance. The Council will generally seek to ensure that the design and layout of buildings enables sufficient sunlight and daylight to penetrate into and between buildings, and that adjoining land or properties are protected from overshadowing in accordance with established standards. This is reiterated in Local Plan policy LP8.
62. The SPD on '*Small and Medium Housing Sites*' states that in order to respect the privacy of occupiers, windows of main facing habitable rooms (reception rooms, dining-kitchen and bedrooms) should preferably be no less than 20m apart. Where principal windows face a wall that contains no windows or those that are occluded (bathrooms for example) separation distances can be reduced to 13.5m.
63. The building has been designed to minimise its impact upon surrounding properties and a Daylight and Sunlight report has been prepared and submitted by the applicant and confirms the scheme will be compliant with BRE guidelines.
64. In view of the town centre location, the proposed A1(non-food retail)/A2 and B1(a) uses to the proposed commercial units are considered compatible to existing residential uses in the locality. The hours of operation of the commercial premises will be restricted to 08.00-18.30hrs to safeguard residential amenity of nearby occupants and this will be secured by condition.
65. The impact of the development upon the surrounding properties is detailed below in relation to the nearest neighbouring properties.

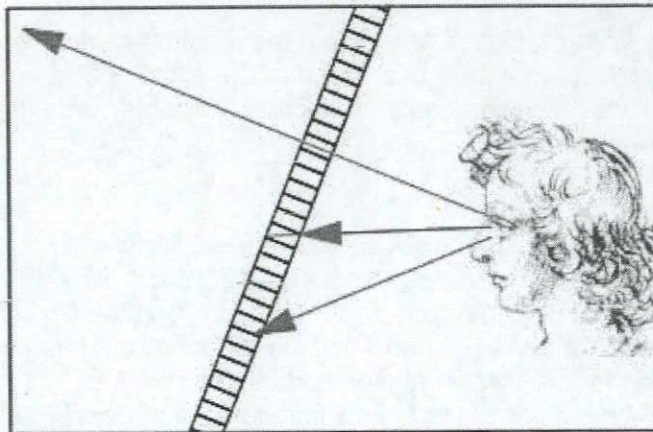
2 Saville Road

66. The nearest property to the south of the site is no. 2 Saville Road. Due to the siting and the distance between it and the proposed new development it is considered that the proposal would not result in a significant impact upon this property.

67. The western part of the site currently abuts the rear garden of no. 2. The rear wall measures approximately 3.5m in height. This part of the scheme will now be set away from the common boundary which is considered an improvement to existing situation creating suitable separation distance. Whilst the second and third floor is of increased bulk and mass when compared to the existing, in view of the height of the existing boundary wall, the overall scheme would be sited within the line of view when compared to existing situation as such is not considered to materially increase harm to the residential amenity of this occupant.

Properties sited on western side of Saville Road

68. Communal terraces are proposed on the southern elevation facing in the direction of the private amenity space of properties on the western side of Saville Road, however, these are located behind privacy screening that have been designed to an appropriate height and angled at 68° to obscure downward views and thus safeguard loss of privacy and overlooking into the private amenity space of these properties. Additional planting will further obscure any downward view. Below is a section demonstrating this arrangement.



Grating set at 68° to prevent looking down but allow direct views of the sky

69. As such, it is considered that the proposal would not result in a significant degree of overlooking from these communal terrace areas and are considered acceptable. Details will be secured by planning condition.

70. Given the distance to these properties, the proposal will not appear overbearing or visually intrusive when viewed from the rear garden of these properties.

153 Heath Road

71. This property is occupied by a funeral directors with residential flat above. The western part of the building is stepped down to reflect the height of this building and has also been sited in line when compared to existing as such will have no significant impact upon the occupant of this building.

72. The relocation of the recycling facilities to the western side of the development will be closer to this property, however as well as the existing facilities, it is noted there is currently a large commercial bin that is sited by kerbside in close proximity to this property. In view of existing situation together with the need for the recycling facilities in this location, on balance, the relocation of existing recycling facilities is not considered to detrimentally harm the amenity of this user.

Beaumont House

73. There are windows serving habitable rooms on the western side elevation of this development. The eastern side elevation will be sited approximately 15m from this

elevation. In view of the distance to Beaumont House, it is not considered to materially impact on the residential amenity of these occupants.

74. The relocation of the recycling facilities could be considered a positive benefit to the residential amenity of these occupants.

Properties fronting Heath Road (north)

75. In view of the distance to the properties fronting Heath Road to the north of the development, it is not considered to have a materially impact on the residential amenity of these occupants.

Traffic and Parking

Parking

76. The site has a PTAL level of 4 (Good) and is situated within Controlled Parking Zone D – Central Twickenham, operational Monday to Saturday between 08:30 and 18:30.
77. In regards to parking provision, policy DM TP 8 states that in general it is expected that in low PTAL areas (1-4) the standards should be met unless it can be demonstrated that there would be no adverse impact on amenity, street scene, road safety or emergency access in the surrounding area or a generation of unacceptable overspill of on-street parking in the vicinity.
78. Local Plan Policy LP45 requires parking standards to comply with London Plan standards, which states less than 1 per unit for 1-2 bedroom units. All developments in areas of good public transport accessibility (in all parts of London) should aim for significantly less than 1 space per unit. For commercial premises in Town Centre within PTAL 4, 1 space for 35-50sqm for commercial units.
79. The development proposes a total of 10 car parking spaces with the commercial units being allocated 2 spaces, the residential units having 8 spaces (which includes 1 no. disabled parking space).
80. One of the residential units will not have an on-site parking space within the development. In view of existing situation with a residential flat above the retail unit who would be able to apply for residents parking permits, it is considered reasonable to allow the unit with no parking space to apply for a residents parking permit only, which will not adversely impact on the parking pressure. This will be secured through legal agreement. All other units (residential and commercial) with on-site parking to be removed from eligibility to apply for season tickets to Council run car park and business/residents parking permits. Further, the applicant has agreed to offer car club membership in accordance with the Heads of Terms.
81. In addition, the restriction of the hours of operation of the proposed commercial uses to 08.00-18.30 to reflect the CPZ operational hours will ensure there will be no adverse impact on existing parking pressure on surrounding roads.

Servicing

82. The units will be serviced from the rear and is considered acceptable by the Transport and Refuse Officers. A servicing management plan for the commercial units will be secured by condition. The servicing management plan will be required to incorporate delivery times to be out of peak and be simultaneous for both units.

Refuse and Recycling

83. Separate refuse and recycling stores for the commercial and residential units are sited to the rear of the development. The Council's refuse team have confirmed this is appropriate. No objections raised by Transport and Refuse Officers.

Cycle storage

84. In total, 17 cycle parking spaces will be provided for the nine residential units; 11 cycle storage lockers will be provided at ground floor level and an additional two lockers will be provided on each floor in the communal area (six lockers in total), in line with London Plan cycle parking standards.
85. Each commercial unit will contain two cycle storage lockers (four spaces in total).
86. The provision is considered acceptable and complies with the relevant standards. Their provision will be secured by condition.

Recycling Bins

87. Waste Service Team raises no objection to the re-siting of the existing recycling facilities to the proposed location on the western side of the proposed development and by kerbside. Agreement to the provision of 4 x 1100 litre bins (an increase of 1 no. bin. Currently there are 3 x 1100 litre bin on Heath Road) by the building and 2 x 'paper' igloos (as existing) and 1 x comingled textile and shoe bank by kerbside (there is currently a separate textile and shoe bins but no objection to replacement of 1 no. comingled bank). It is considered the resited of the recycling bins, adjacent to existing loading bay on Heath Road will ease collection when compared to existing situation. The new recycling arrangement is shown on drawing 1517-36A, which has been agreed by Waste Service Team.

Brown roofs

88. Policy DM SD 5 states living roofs should be incorporated into new developments where technically feasible and subject to considerations of visual impact. The aim should be to use at least 70% of any potential roof plate area as a living roof.
89. The entire roof comprises brown roof and photovoltaic panels. The brown roof will comprise a layer of locally sourced rubble, gravel, spoil etc and will be seeded. This will be secured by condition.

Sustainability

90. In line with Core Strategy policy CP1 and DMP policy DM SD 1, non-commercial buildings should achieve a BREEAM "Excellent" rating and all residential developments should achieve a minimum 36% reduction in carbon dioxide emissions over Building Regulations 2013.
91. PV panels have been incorporated into the design to reduce carbon emissions from the site. The residential part of the development provides a 37% improvement over the Building Regulations Part L 2013 Target Emissions Rate (TER).
92. The submitted BREEAM 'New Construction – Shell Only' demonstrates that an Excellent rating can be achieved, with a score of 73.38%.
93. The scheme complies with the aforementioned policy and the above will be secured by condition.

Contamination

94. A revised phase 1 Desktop Study was submitted with the application which states that the site will be predominantly hard standing with no gardens and minimal soft landscaping. It is understood that the ground floor will consist of commercial premises

with residential premises being on upper floors. As a result the report considers the potential contamination risks to be low.

95. Given that demolition is taking place, it is considered necessary to impose standard contamination condition.

Archaeology

96. This planning application has been noted by the Greater London Archaeological Advisory Service (GLAAS) as affecting a heritage asset of archaeological interest or lying in an area where such assets are expected based on information held in the Greater London Historic Environment Record and/or made available in connection with this application.

97. The site lies within the Twickenham and Marble Hill Archaeological Priority Area. Twickenham became a very fashionable place to live, particularly in the 17th and 18th centuries, and country retreats lined the riverside. Includes Orleans House, and Marble Hill an 18th century garden and park created for Henrietta Howard, Countess of Suffolk by, amongst others, Alexander Pope and Charles Bridgeman. Historic maps show the southern part of the site encompasses part of Saville House which is believed to have been constructed in the 18th century.

98. GLAAS have been consulted and considers the proposals are relatively small scale and do not include a basement, however they could impact remains or deposits associated with the 18th-century Saville House. A watching brief during development is therefore considered necessary to mitigate any archaeological impact.

Community Infrastructure Levy (CIL)

99. The Mayoral Community Infrastructure Levy (CIL) formally came into effect on 1 April 2012 and the Borough CIL area payable on the commencement of most new development granted permission on or after that date within the Greater London region. The Mayor has arranged boroughs into three charging bands; the rate for Richmond upon Thames is £50 per square metre. This development is CIL liable and the applicant has submitted a liability notice as part of the application.

Conclusion

100. Demolition of existing buildings and removal of advertising hoardings. Re-siting of existing recycling bins. Erection of a part 3 storey part 4 storey building with commercial use (Flexible Use Class A1, A2 and/or B1a) on the ground floor with 9 flats (4 x 1 bed and 5 x 2 bed) on upper floors. Associated hard and soft landscaping, refuse, car and cycle parking.

101. With agreement from Council's Waste Team, existing recycling facilities will be re-sited to the western part of the development with 4 no. Eurobines sited against the front elevation of new development and 2 no. igloos (for paper and cardboard) and 1 no. shoes and clothes bin re-sited to Heath Road kerbside. Given the need for the recycling facilities in this location and existing arrangement, on balance, it is not considered to adversely impact on the visual amenity of the streetscene. Financial contribution will be provided towards CCTV provision to monitor the relocated recycling.

102. The applicant has demonstrated through the submission of a financial viability study which the Council has had independently verified twice; once during the original submission and again of the revised scheme with a reduced number of units; that it is unviable for the scheme to make any contribution towards Affordable Housing.

103. The existing buildings on site are of little architectural merit and the redevelopment of the site is welcomed. The proposed building is three storeys with a set back at fourth floor

level. The overall design of the building is contemporary in appearance but uses traditional details/materials and it is considered that the development will enhance the streetscene and this part of Heath Road.

104. The proposal would not result in a significant impact upon existing residents in terms of loss of daylight, sunlight, outlook or privacy and the proposed development would provide an appropriate standard of accommodation for future residents.
105. The development incorporates 10 off-street parking spaces to the rear. There is one shortfall of parking for the residential unit however in view of existing situation, this is considered acceptable. Adequate cycle storage, refuse and recycling provision will also be provided.
106. The commercial units will achieve an 'Excellent' BREEAM rating. The residential part of the development provides a 37% improvement over the Building Regulations Part L 2013 Target Emissions Rate (TER). PV panels have been incorporated into the design to reduce carbon emissions from the site.

RECOMMENDATION:

Recommendation 1: Approve subject to conditions and informatives and subject to the completion of a section 106 agreement securing the obligations set out under the Heads of Terms.

Recommendation 2: Refuse, in the absence of a completed section 106 agreement within 6 months of the date of this resolution, for the following reason:

By virtue of the lack of parking provision and in the absence of a legal agreement to secure the removal of access to resident/business/all zone permits for the whole building and season tickets to council run car parks, membership of a car club for all residential/business units and the necessary contribution to secure the provision of a CCTV cameras, the scheme will adversely impact on the free flow of traffic in the locality to the detriment of highway and pedestrian safety. The scheme is therefore contrary to the aims and objectives of, in particular policies DM TP1, DM TP2, DM TP6, DM TP7 and DM TP8 of the Development Management Plan 2011, LP44 and LP45 of the Local Plan (Publication for consultation) and the National Planning Policy Framework.

Standard Conditions

- AT01 - Development Begun Within 3 Years
- DV02 A - Boundary Fencing - Dev't Commence
- DV28 - External Illumination
- DV29F - Potentially Contaminated Sites
- DV30 - Refuse Storage
- DV48 - Approved Drawings

Drawing 1517-01, 1517-02, 1517-29, 1517-30, 1517-31, 1517-32, 1517-33, 1517-34, 1517-40, BREEAM 'New Construction – Shell Only', Draft Construction Method Statement, Sustainability Construction checklist and Phase 1 Environmental Assessment received on 29 August 2016

Drawing 1517-35A received on 23 September 2016

Drawing 1517-21, 1517-22, 1517-23, 1517-24, 1517-25, 1517-26, 1517-27, 1517-28, received on 29 November 2016

Drawings 1517-03D, 1517-04D, 1517-10C, 1517-11A, 1517-12D, 1517-13B, 1517-14B, 1517-15A, 1517-16, 1517-36A received on 22 March 2017

Drawing 1517-05B, 1517-06B, 1517-07A, 1517-08A, 1517-09C, 1517-51, 1517-52 and 1517-53 received on 13 July 2017

Energy Strategy Report, Transport Statement, Design and Access Statement and Daylight and Sunlight Analysis received on 28 July 2017.

- DV49 - Construction Method Statement
- DV50 - Energy Reduction
- DV51 - Water Consumption
- DV52 - Building Regulation M4(2)
- LB12B - Archaeology
- LT09 - Hard and Soft Landscaping Required
- LT10 - Landscape Management Plan (Small Scheme)
- ST25A - Highway Sight Lines be Provided

NS01 - Porous Hardsurfacing

All new hardsurfacing shall be of a porous or permeable material and be constructed and laid out in accordance with details to be submitted to and agreed in writing by the Local Planning Authority.

Reason: In the interest of sustainable construction and to avoid excessive surface water run-off.

NS02 - Solar PV Panels

Prior to the occupation of any part of the building hereby approved, the solar panels shall be installed in accordance with details shown on approved drawing 1517-08A. The solar panels shall remain functional and be retained thereafter.

REASON: In the interests of the Council's sustainability targets.

NS03 - Refuse/Recycling facilities - Required

Separate refuse/recycling facilities for the commercial and residential units shall be provided in accordance with details shown on drawing 1517-04D hereby approved. The approved details shall be retained thereafter.

REASON: To accord with this Council's policy to encourage the recycling of appropriate waste products.

NS04 - Parking Layout

No part of the development shall be occupied until the on-site parking spaces (1-10) as shown on approved drawing 1517-36A have been laid out in the approved manner and available for use by occupiers/visitors.

REASON: To ensure the development does not prejudice the free flow of traffic and highway and pedestrian safety and comply with parking standards.

NS05 - Car Parking (Residential)

One on-site parking space shall be at all times assigned to each of the 8 residential flats hereby approved and made available for use solely by the occupiers thereof and shall at no time be used for any other purpose, in particular customers/staff of the ground floor commercial units.

REASON: To provide adequate parking for the residential units and allow its operation and also prevent overspill onto surrounding roads and to ensure compliance with the Council's parking standards

NS06 - Car Parking (Commercial)

One on-site car parking spaces shall be provided for use by occupiers/customers of each of the commercial unit(s) at ground floor. These spaces shall be made available at all times.
REASON: To ensure an adequate level of parking is provided for all uses within the development and to ensure compliance with the Council's parking standards

NS07 - EV Charging Point

The electric charging point shall be installed in accordance with details to be submitted to approved in writing by the Local Planning Authority. Such details to include siting, external finishes and maintenance plan. The approved details shall be retained thereafter.

REASON: To ensure a sustainable form of development that is in keeping with the existing building(s) and does not prejudice the appearance of the locality.

NS08 - Disabled Parking

Provision of parking for people with disabilities shall be made in accordance with drawings to be submitted to and approved in writing by the Local Planning Authority, such drawings to show size, position, surface treatment and method of delineation and signing of such spaces, and these spaces shall at no time be used for any other purpose.

REASON: To ensure the provision of as satisfactory and convenient form of development for people with disabilities.

NS09 - Details of Materials

The external surfaces of the building(s) (including fenestration) shall not be constructed other than in materials shown on drawings hereby approved.

REASON: To ensure that the proposed development does not prejudice the appearance of the locality.

NS10 - Screening

The trellis screen and Elefant grating on first, second, third and fourth floor set at 68° shall not be constructed other than in materials and details as shown on drawings 1517-25 and 1517-26 hereby approved. The approved details shall be installed prior to first occupation and be retained thereafter.

REASON: To ensure that the proposed development does not prejudice the appearance of the locality and to safeguard the amenities of the occupiers of adjacent properties.

NS11 - Brown Roof

Prior to occupation of any part of the building hereby approved the brown roof as shown on Drawing 1517-08A and 1517-28 located on the building shall be installed and maintained permanently thereafter.

REASON: To ensure that the development reduces storm water runoff, to provide more sustainable forms of construction and to safeguard biodiversity.

NS12 - Service Management Plan

The applicant shall prepare a joint service management plan for both of the A1/A2/B1(a) use hereby approved identifying the size, number and frequency of vehicles to be used for the servicing of the premises to the rear of the property, times during off-peak hours and duration of deliveries/collection and staff responsibilities in connection with the enforcement of the service management plan; such plan to be submitted to and approved in writing by the Local Planning Authority prior to the A1/A2/B1(a) use/s commence and such plan to be complied with as part of the development thereafter.

REASON: To ensure the development does not prejudice general safety and security within the application site and to ensure a safe and convenient form of development at the application site

NS13 - Commercial Noise Transmission

Development shall not begin until a scheme for the sound insulation of the floor/ceiling to the proposed ground floor & first floor of the development to reduce the transmission of noise from the commercial element to the residential element of the development has been submitted to and approved in writing by the local planning authority.

The scheme approved by the local planning authority shall be fully implemented in accordance with the approved details before the use, hereby permitted, commences. The works and scheme shall thereafter be retained in accordance with the approved details. No alteration to the structure, roof, doors, windows or external facades shall be undertaken without the grant of further specific consent of the local planning authority.
Reason: To protect amenity of occupiers of residents of nearby properties

NS14 - Commercial Use Restriction

The A1/A2/B1(a) use hereby approved shall not benefit from the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order) for the change of use to C3 (residential) use.

REASON: To safeguard the character and appearance of the locality and amenities of the occupiers of adjoining property.

NS15 - Specific Use - A1

The ground-floor commercial premises shall be solely used for either:

b) a non-food retail use and for no other purpose within Use Class A1 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 or/and.

c) an A2/B1(a) 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 local road and parking conditions and residential amenity of nearby occupants.

NS16 - BREEAM - Non-Housing

The development 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.

NS17 - Staff on Premises

Staff shall not be present on the premises in A1 (non-food retail)/A2/B1(a) uses hereby approved more than 30 minutes before 08.00 or after 18.30 on any day.

REASON: To protect the amenities of nearby residential properties.

NS18 - Customer on Premises

No customers shall be present on the premises in any A1 (non-food retail)/A2/B1(a) uses hereby approved before 08.00 or after 18.30 on any day. A notice to this effect shall be displayed at all times on the premises so as to be visible from outside.

REASON: To protect the amenities of nearby residential properties.

NS19 - Cycle Parking - Residential

No part of the residential units shall be occupied until residential cycle parking facilities have been provided in accordance with drawings hereby approved. The approved cycle parking shall be retained thereafter.

REASON: To accord with this Council's policy to discourage the use of the car wherever possible.

NS20 - Cycle Parking - Commercial

No part of the commercial units shall be occupied until covered cycle parking facilities have been provided in accordance with detailed drawings to be submitted to and approved in writing by the Local Planning Authority, such drawings to show the position, design, materials and finishes thereof. The cycle parking facilities are required to be covered. The approved details to be retained thereafter.

REASON: To accord with this Council's policy to discourage the use of the car wherever possible.

NS21 - Use of Roof Restricted

Unless otherwise shown as roof terrace on drawings hereby approved, the roof of the building 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.

NS22 - Servicing/Delivery/Loading

No work or associated activities including deliveries/loading /unloading /servicing of the development hereby approved shall be carried out on the premises before 7.00am and after 10pm and between the hours of 8am-10am and 3pm-7pm on any day.

Reason: To safeguard the amenities of nearby occupiers and ensure that the proposals do not result in an adverse impact on the functioning of the local highway network.

NS23 - Strict Accord Plans-Height/Site -

The development hereby approved shall be constructed in strict accordance with the submitted plans, with particular reference to the height and siting of the buildings relative to all on and off site features as shown on the approved drawing numbered 1517-15A.

REASON: To ensure a satisfactory development as indicated on the submitted drawings.

NS24 - Level Threshold

The proposed finished floor levels of the building, the finished ground levels of the site, including the internal footpaths, parking spaces and roads, and in relation to existing site levels of surrounding land shall not be other than in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

REASON: To ensure that the work is carried out at suitable levels in relation to the highway and adjoining land having regard to drainage, gradient of access and future highway improvement, amenities of adjoining properties, and appearance of the development.

NS25 - Lighting

Prior to the commencement of development, details of the lighting of the parking areas including light spillage diagrams shall be submitted to and agreed in writing by the Local Planning Authority and thereafter constructed in accordance with these details.

Reason: To safeguard the ecology of the site and neighbour amenity and ensure a safe and convenient form of development.

NS26 - Door Design - Disabled Access (Adapt)

Any external door shall have a minimum opening clearance of 830mm and a level approach from the public highway.

REASON: To safeguard access for the disabled.

NS27 - No Amalgamation of Units

No alterations shall be made to any of the units hereby approved nor shall they be occupied in any way which would result in a reduction in the number of units within the development.

REASON: To retain an active frontage within the development that comprises units of a variety of sizes and types.

Standard Informatives:

- COM1 - Composite Informative
- IH03B - Vehicular Crossover
- IM13 - Street Numbering
- IX03 - Soil and Surface Water Drainage
- IL02 - Advertisements
- IL13 - Section 106 Agreement
- IL24 - CIL Liable
- IL25A - NPPF APPROVAL - Para. 186 and 187