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SPECIALIST PLANNING & DEVELOPMENT CONSULTANTS

Planning and Retail Statement

PROPOSED REDEVELOPMENT

50 South Road, Fulwell

On behalf of Lidl UK GmbH

November 2018

Walsingham Planning

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King Street

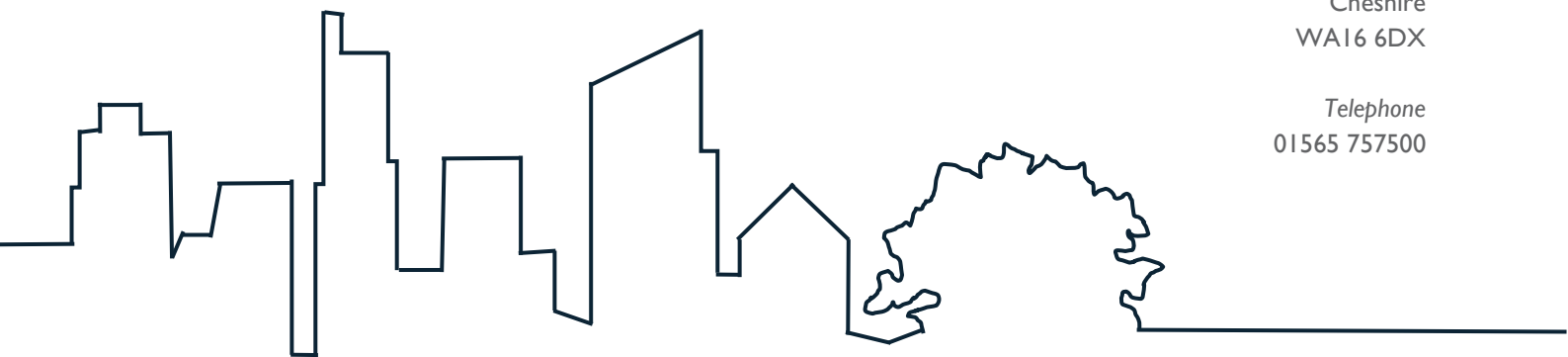
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I INTRODUCTION

- I.1 This Planning and Retail Statement has been prepared by Walsingham Planning on behalf of Lidl UK GmbH (Lidl) in relation to a development proposal at 50 South Road, Fulwell. It is intended to assist the Council's consideration of the suitability of the proposed development, in relation to matters outlined within planning policy and other material considerations.
- I.2 The site comprises a single building and this is occupied by Wickes and Toolstation. It is proposed to reconfigure the building to form two separate retail units; the largest of which will be occupied by Lidl. The occupier of the second smaller unit is unknown at this stage.
- I.3 By virtue of its original planning permission (LPA reference: 84/618, as amended), the existing building is restricted to the sale of non-food goods and confectionary items by condition 8. Condition 11 prevents any occupier from opening outside the hours of 6am to 8pm on Mondays to Saturdays and 10am to 5pm on Sundays and Bank Holidays. Condition 13 relates to servicing and prevents the building from being serviced by delivery vehicles on Sundays and Bank Holidays.
- I.4 In order for Lidl to lawfully trade from the larger of the two units within the building, an 'open' A1 use is required. This will permit the sale of food and other convenience goods, in addition to non-food goods. Lidl also require an extension to the permitted opening hours and servicing hours.
- I.5 To facilitate the proposed redevelopment, the car park which serves the building will also be extended to ensure the safe and efficient operation of the site. External alterations will be made to the building alongside other associated works including the installation of plant equipment.
- I.6 This Planning and Retail Statement is therefore submitted in support of two separate applications. The first application seeks full planning permission for:
- “An extension to the car park, external alterations to the building, installation of plant equipment and other associated works.”*
- I.7 The second application is made under Section 73 of the Town and County Planning Act (1990), and seeks to remove conditions 8, 11 and 13 attached to the original planning permission. New conditions are proposed and these are set out in Section 3.
- I.8 This Statement should be read in conjunction with the other supporting documentation submitted as part of the applications. The Statement is structured as follows:
- **The Site and its Surrounds** (Section 2)
 - **The Proposed Development** (Section 3)
 - **The Lidl Retail Operation** (Section 4)

- **Relevant Planning Policy** (Section 5)
- **Principle of Development** (Section 6)
- **Sequential Assessment** (Section 7)
- **Retail Impact Assessment** (Section 8)
- **Other Material Considerations** (Section 9)

1.9 Section 10 sets out our **Summary and Conclusions** which are:

- The application site has been an established retail destination for approximately 30 years. The retail use of the site has thus been firmly established, albeit for non-food goods and confectionary items only.
- The sale of food and other convenience goods is acceptable from part of the existing building on site, which will be converted to form a Lidl foodstore. As confirmed in our Retail Impact Assessment in Section 8, the Lidl foodstore will not have a significant adverse impact on the vitality and viability of any designated centre.
- Despite being an established retail destination, the site is out-of-centre in planning policy terms. The nature of goods which are proposed to be sold from part of the building on site, comprising a Lidl foodstore, differs from those which are currently permitted. Our Sequential Assessment, in Section 7, shows that there are no suitable, available and viable sites for the proposed Lidl store within or on the edge of Twickenham Town Centre, Teddington Town Centre and Hampton Hill Local Centre. As such, the application site represents the most appropriate opportunity for expanding the local convenience retail offer and makes efficient use of a brownfield site.
- The site is sustainably located and can be accessed by a range of modes of transport. The proposed Lidl store, which will occupy the larger of the two retail units, is therefore well-placed to serve the needs of local residents.
- The proposed development is acceptable in highway terms. The extension to the car park will ensure the safe and efficient operation of the site, without any traffic or road safety implications.
- The external alterations to the building, as proposed, are appropriate in design terms. Any noise generated by the Lidl store, during the extended hours of operation, will not harm the amenity of residents in the nearest properties. Deliveries at the proposed Lidl unit between 10am and 5pm on Sundays and Bank Holidays are also acceptable in environmental noise terms.

1.10 In light of the above, we respectfully suggest that planning permission should be granted for both applications, accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004.

2 THE SITE AND ITS SURROUNDS

THE SITE

- 2.1 The application site is irregular in shape and provides an area of 0.94 hectares. The western part of the site comprises a single building which is occupied by Wickes and Toolstation, in addition to external storage areas. These areas are used for the storage of bulky goods and are associated with the businesses which occupy the building.
- 2.2 The building is served by a car park to the east. This provides 62 spaces including three disabled bays in close proximity to the building's customer entrance. The car park adjoins an access road to the east and this forms a junction with South Road, which flanks the site to the north. The access road is shared with the car showroom to the east.
- 2.3 The site comprises dense vegetation along its northern edge to South Road and western edge to Wellington Road.

ITS SURROUNDS

- 2.4 As identified, a car showroom is located to the east of the site and is visible from the front of the building on the application site. To the north, beyond South Road, is an area comprising mainly residential accommodation and to the west, beyond Wellington Road, is a garden centre. The site is flanked by Fulwell Bus Depot to the south.

ACCESSIBILITY

- 2.5 The site has a PTAL rating of 3 and is flanked by Wellington Road to the west. Wellington Road forms part of the A311; a key arterial route which runs between Twickenham Town Centre to the north and Hampton Village to the south.
- 2.6 Several bus services (267, 281, 290, 481 and 681) run along Wellington Road and South Road and pass directly by the application site. There are five bus stops located within 100m of the site. It is therefore considered to benefit from excellent public transport accessibility, being served by up to 14 buses per hour. Many of these bus services provide direct links to railways stations. Fulwell Railway Station is located 150m to the south of the application site.
- 2.7 More importantly, given its location in proximity to the surrounding residential areas, the site is within easy walking distance of the various surrounding neighbourhoods of South Twickenham and Hampton Hill and is a short walk from many homes, businesses and services. The site can also be accessed by cycle and to encourage this mode of transport, cycle parking provision for staff and customers is incorporated within the proposed scheme.

- 2.8 Further details on the accessibility credentials of the site are provided within the Transport Statement which accompanies the application.

PLANNING HISTORY

- 2.9 During the mid-1980s, the Council failed to determine an outline planning application for the erection of a DIY superstore, garden centre and four industrial units on land falling within the application site, within the prescribed determination period (LPA reference: 84/618). The applicant appealed against the non-determination of the application and an appeal Inspector resolved to grant permission for the proposals in August 1986, subject to a number of planning conditions (PINS reference: T/APP/L5810/A/84/20182/P2). A copy of the Decision Notice is provided at Appendix 1.
- 2.10 Condition 8 of the outline permission is of relevance to the determination of the current proposals, as it states *“the DIY store and garden centre shall not be used for the sale of food other than confectionary”*. Condition 13 relates to servicing and states *“no unloading or loading of goods vehicles shall take place on Sundays or Bank Holidays”*.
- 2.11 The outline permission has been the subject of various amendments since the late 1980s relating to trading and servicing hours at the building on site. In May 2018, the Council granted permission for the variation of condition 11, thus allowing the Wickes and Toolstation stores to open to the public between 6am and 8pm on Mondays to Saturdays and 10am to 5pm on Sundays (LPA reference: 18/1095/VRC). A copy of the Decision Notice is provided at Appendix 2.
- 2.12 There are no further applications or decisions of material relevance to the determination of the proposals.

PLANNING AND HERITAGE DESIGNATIONS

- 2.13 The application site falls within an Archaeological Priority Area, as defined on the Development Plan Proposals Map.
- 2.14 The site is not within a conservation area and there are no listed buildings within or adjacent to the site.

FLOOD RISK

- 2.15 The site falls within a Flood Zone 1 and therefore has a low risk of flooding.

3 THE PROPOSED DEVELOPMENT

- 3.1 It is proposed to reconfigure the existing building on site to form two separate retail units. The largest of the two retail units will operate as a Lidl foodstore and will measure 2,096 sq.m (GIA). It will provide a sales area of 1,596 sq.m (GIA) and an in-store bakery. The smaller unit will measure 1,043 sq.m (GIA) and its occupier is unknown at this stage.
- 3.2 By virtue of its original planning permission (LPA reference: 84/618, as amended), the existing building is restricted to the sale of non-food goods and confectionary items by condition 8. Condition 11 prevents any occupier from opening outside the hours of 6am to 8pm on Mondays to Saturdays and 10am to 5pm on Sundays and Bank Holidays. Condition 13 relates to servicing and prevents the building from being serviced by delivery vehicles on Sundays and Bank Holidays.
- 3.3 In order for Lidl to lawfully trade from the largest unit within the building, an 'open' A1 use is required. This will permit the sale of food and other convenience goods, as well as non-food goods from the unit. Lidl also require an extension to the permitted opening hours and servicing hours. Conditions 11 and 13, in their current form, will be a significant burden for Lidl and will prevent the business from operating efficiently and successfully.
- 3.4 This Planning and Retail Statement is therefore submitted in support of an application made under Section 73 of the Town and County Planning Act (1990), which seeks to amend the conditions attached to the original planning permission. We outline the Section 73 application in further detail below.

SECTION 73 APPLICATION

- 3.5 Unlike the Lidl foodstore unit, the second smaller unit will continue to function in accordance with the existing restrictions prescribed by the original planning permission (as amended), in relation to the sale of retail goods, opening hours and servicing hours. It is therefore necessary to distinguish the different restrictions for the Lidl unit and the second smaller unit as part of any new planning permission.
- 3.6 It is proposed to remove conditions 8, 11 and 13 from planning permission 84/618 and replace them with new planning conditions. The new conditions will meet Lidl's operational needs and will allow the smaller unit to continue to function in accordance with the existing restrictions.
- 3.7 The proposed conditions are as follows:
1. *The development hereby permitted shall be carried out in accordance with the following approved plans and documents, where applicable:*
 - *Location Plan (110)*
 - *Building Subdivision Plan (109)*

2. *The approved retail floorspace shall not be used for the sale of food or convenience goods other than the floorspace shaded in blue on Building Subdivision Plan (109).*
3. *The approved retail floorspace shaded in blue on Building Subdivision Plan (109) shall not open outside the hours of 6am to 10pm on Mondays to Saturdays (inclusive) and 10am to 5pm on Sundays and Bank Holidays. The approved retail floorspace shaded in red shall not open outside the hours of 6am to 8pm on Mondays to Saturdays (inclusive) and 10am to 5pm on Sundays and Bank Holidays.*
4. *The approved retail floorspace shaded in blue on Building Subdivision Plan (109) shall only be serviced from 7am to 10pm on Mondays to Saturdays and from 10am to 5pm on Sundays and Bank Holidays. The approved retail floorspace shaded in red shall only be serviced between the hours of 8am and 8pm Monday to Saturday, and at no time on Sundays and Bank Holidays or other public holidays.*

3.8 The approved retail floorspace shaded in blue on Building Subdivision Plan (109) denotes the proposed Lidl unit within the building. The floorspace shaded in red denotes the smaller unit.

3.9 As can be seen from the new conditions, it is proposed to extend the opening hours for the Lidl unit by two hours during the evening period on Mondays to Saturdays. The Lidl store will also be serviced from 7am to 10pm on Mondays to Saturdays and from 10am to 5pm on Sundays and Bank Holidays.

FULL APPLICATION

3.10 To facilitate the proposed redevelopment, the car park which serves the building will be extended to ensure the safe and efficient operation of the site. External alterations will also be made to the building and new plant equipment will be installed. This Planning and Retail Statement is therefore submitted in support of a separate application which seeks full planning permission for:

“An extension to the car park, external alterations to the building, installation of plant equipment and other associated works.”

3.11 The extended car park will provide a total of 142 spaces including eight parent and child spaces and nine disabled bays, in close proximity to the building’s customer entrance / exit doors. Vehicular and pedestrian access will remain as existing.

3.12 Two of the car parking spaces will be served by a single rapid charging point for electric vehicles. 14 of the spaces will provide facilities for passive vehicle charging and 12 spaces will be reserved for active charging. As explained in the accompanying Transport Statement, the proposals fully accord with the London Plan’s parking standards for electric vehicles.

- 3.13 The Lidl foodstore and the second smaller unit will also be served by 34 short-stay cycle parking spaces and 16 long-stay cycle parking spaces, also in accordance with the London Plan's standards.
- 3.14 A demarcated service yard area will serve each of the two retail units. The service yards will be located to the front of each unit and HGV's will be able to manoeuvre safely into position.
- 3.15 External alterations will be made to the front of the building, facing the car park to the east. Glazing will be provided between the existing brick pillars, in addition to two new customer entrance / exit doors. The new doors will serve the two retail units within the building. The existing loading dock, which is also on the front of the building, will be upgraded to accord with Lidl's operational requirements and all existing plant equipment will be removed.
- 3.16 Plant equipment will be provided to the south of the building and this will allow Lidl to operate from the larger unit. The equipment will consist of four inverter heat pumps, one welfare VRF, one cash room DX heat pump and two 4 fan dry coolers. Further details regarding the model and specification of the proposed equipment is set out in the accompanying Noise Impact Assessment.

4 THE LIDL RETAIL OPERATION

- 4.1 This section provides an overview of the Lidl retail operation including the position of the company within the UK retail market, the discount format, pricing structure and product range.

POSITION WITHIN THE UK MARKET

- 4.2 Lidl was founded in Germany in the 1930's, with the first Lidl store trading in the UK opening in 1994. Lidl now has over 10,000 stores in 27 countries.
- 4.3 Lidl currently has over 670 stores trading in the UK market nationwide. Grocery share data from Kantar Worldpanel indicates that at August 2017, Lidl had around 5.2 per cent market share. The UK Food and Grocery Market Report (Globaldata, 2017) confirms that Lidl's market share is projected to increase.
- 4.4 The Lidl retail philosophy focuses on simplicity and maximum efficiency at every stage of the business from supplier to customer, enabling the company to sell high quality products from a limited range of exclusive own brand labels at the lowest prices. This accounts for Lidl's trading success.
- 4.5 The distinct offer provided by Lidl has been previously highlighted by the Competition Commission in its Groceries Market Investigation (2008). The glossary to the document refers to Lidl as a 'Limited Assortment Discounter' or 'LAD', which are defined as:

"Limited Assortment discounter (i.e. grocery retailers offering noticeably lower prices than a conventional supermarket but which stock a limited range of products)".

- 4.6 Further reference is made to the LADs at paragraph 3.3. It states:

"Limited Assorted Discounters (LADs) carry a limited number of grocery products and base their retail offer on selling these products at very competitive prices, the three major LADs in the UK are Aldi, Lidl and Netto. Each of Aldi, Lidl and Netto carries in the region of 1,000-1,400 product lines in stores ranging from 500-1400 sq. m. (Stores of a similar size operated by a large grocery retailer generally carry around 5,000 products.)"

- 4.7 Paragraph 4.80 highlights that due to the limited number of products carried by the LADs they are not close substitutes for other foodstores of a similar size. It states:

"The limited number of products carried by LAD stores means that these stores are not close substitutes for similarly sized stores operated by CGL (Co-op, M&S, Sainsbury's, Somerfield and Tesco)".

4.8 The findings of the Competition Commission's report confirm that Lidl provides a different offer from the main food retailers. In addition, the report states that "LAD retailers, such as Lidl, do not impact to any significant degree upon larger food retailers" (paragraph 4.71, table 4.5).

4.9 The material difference between large food retailers and Lidl has been acknowledged both by the Competition Commission and the Secretary of State. When making his recommendations to the First Secretary of State, in relation to a Lidl foodstore proposal in the London Borough of Merton¹, the Planning Inspector noted that:

"The Lidl offer is materially different to that provided by the mainstream food retailers".

4.10 Furthermore, it was recognised by the Inspector in her consideration of a Lidl scheme in New Addington², Croydon that:

"The Lidl offer is materially different to that provided by the main food retailers... And as a result... would meet a qualitative need by extending consumer choice. Furthermore, it would add a new dimension to the competition within the area."

4.11 In a more recent appeal decision involving a LAD proposal in Walsall³ the Inspector noted the different offer provided by discount retailers. The Inspector stated:

"PPS4 sets out that additional weight should be given to meeting qualitative deficiencies in deprived areas to enable choice to meet the needs of the whole community. The Secretary of State has recognised the complementary role of deep discount stores. I accept that the major food retailers have sought to respond to such retailers by the introduction of value ranges and that this may partially erode the price advantage of such stores. However, in Walsall, the main supermarkets are in a significant majority and in the catchment areas there is only one other LAD on the periphery of the area."

4.12 It is important to note that in the case of Walsall, which pre-dates current Government guidance, the Inspector recognised the materially different offer and qualitative benefits of LAD stores, despite the attempts of the main food retailers such as Tesco and Asda to introduce their own value ranges.

PRICING STRUCTURE AND PRODUCTS

4.13 Lidl's retail strategy is to offer customers the highest quality products at the lowest prices. They are able to do this due to the pan European bulk purchasing policy based upon offering a limited range of products. This gives Lidl immense buying power enabling the company to achieve significant cost savings that can then be passed onto the customer in the form of lower

¹ Appeal Reference: APP/T5720/V/04/1171394

² Appeal Reference: APP/T5720/V/04/1171394

³ Appeal Reference: APP/V4630/A/09/2111779

prices. The savings are further enhanced through efficiencies in store management, sourcing new property, building stores and the general operation of the business.

- 4.14 As set out above, Lidl sells a limited range of about 1,800 carefully selected products, of which 90 per cent are own brand. The store has very limited duplication of products whereas the large main foodstores offer a range of one type of product. This range is supplemented by a limited selection of branded goods. In comparison, the ‘big four’ food retailers (Tesco, Asda, Sainsbury’s and Morrisons) can offer up to 30,000 lines of mainly branded goods from similar size stores to those that Lidl operate.
- 4.15 The Lidl product range comprises continental and UK items which appeal to a broad customer base. The company aims to keep the shopping experience simple for customers; this is done through the store layout. Lidl has a ‘no frills’ policy by avoiding unnecessary packaging, presentation and store fit out costs, enabling the savings to be passed on to the customer.
- 4.16 Lidl also differentiates itself from larger food retailers and small local convenience stores by not offering any of the following concessions and services:
- Fresh Meat Counter
 - Fresh Fish Counter
 - Delicatessen / cheese counter
 - Hot food counter
 - Pharmacy
 - Dry cleaning
 - Film processing
 - Post office
 - Mobile phone shop
 - Café / restaurant
- 4.17 The above facilities and services do not fit with the company’s retail concept and business model. The facilities result in added expenses to the business model which Lidl chooses not to offer. Offering the identified services would have an adverse impact in the prices of the goods offered to customers. Lidl has a successful trading format and does not intend to change it. As Lidl does not provide concessionary services, it underlines the fact that Lidl does not compete to any significant degree with independent retailers, larger format supermarkets or high street retailers. Rather, Lidl stores are complementary to the existing pattern of convenience shopping within an area, providing increased and enhanced consumer choice and productive competition.
- 4.18 The price advantage offered by Lidl when compared to other retailers has also been accepted in planning appeals. Lidl is able to provide a basket of products (based upon goods of comparable quality) at a significantly cheaper price than other mainstream retailers. Therefore, the application site will offer an enhanced consumer choice in product and price for the whole community.

STORE FORMAT

- 4.19 The market position of Lidl is dictated by its ability to minimise costs throughout its business. Some products are displayed from the original pallets which are delivered to the store and in their original boxes rather than them being stacked on shelves. This reduces the cost associated with manual handling by removing the need to breakdown pallets and transferring products onto shelves.
- 4.20 The size of store is purposefully designed in order to provide safe and spacious movement around the store for less able-bodied customers and patrons with pushchairs. Furthermore, by placing items direct onto the sales floor, Lidl ensure easy access to these items for all customers. The Lidl business model inevitably has consequences for the design and layout of new stores. The size and configuration of new stores must be compatible with Lidl's efficient delivery and stock handling procedure and the ability to stock standard product lines in sufficient depth to meet customer needs. This inevitably places restrictions on the ability of the Lidl business model to be flexible in terms of store format.

LOCATIONAL STRATEGY

- 4.21 Lidl stores tend to serve a relatively compact catchment area as they primarily provide a local shopping facility, selling a limited range of goods. The locational strategy of Lidl is for stores in main urban areas to serve a primary catchment that broadly equates to a five minute drive-time.

CUSTOMER BEHAVIOUR

- 4.22 Many customers will use Lidl stores for their main weekly grocery shop, taking advantage of the low prices, but then visit other retailers to buy branded products or more specialist / luxury items or use services that are not offered by Lidl, such as the fresh fish counter or newsagency.
- 4.23 Most Lidl customers continue to visit local convenience stores close to their homes for top-up shopping requirements. In addition, they will use these stores or other supermarkets to buy products that Lidl does not sell such as tobacco. Lidl often trades in close proximity to other shops such as Londis, Spar and independent retailers as it complements the role that these stores perform. Moreover, Lidl trades successfully alongside the 'big four' food retailers.

EMPLOYMENT OPPORTUNITIES

- 4.24 The proposed Lidl store will employ up to 40 staff in-store. Lidl has a policy of employing local people from all backgrounds to work at their stores at a range of positions and levels of seniority. This allows for a short commute to work and a range of training opportunities for local people. Lidl is an equal opportunities employer with a strong social inclusion policy and abides by its 'Living Wage' policy. The company also seeks to 'recruit from within' and runs a

comprehensive management development scheme, enhancing the skills of its staff and contributing to staff retention.

- 4.25 Staff are also recruited from the local community using a variety of methods including local newspaper advertisements, job centre advertisements and open days.

OPENING HOURS

- 4.26 Lidl stores usually open between 7am and 11pm on Mondays to Saturdays and either 10am to 4pm or 11am to 5pm on Sundays. The standard opening hours of Lidl stores are therefore more limited than many large mainstream foodstores and small convenience retailers.

DELIVERIES

- 4.27 Lidl are mindful of the need to minimise any disturbances to neighbouring residents and landowners. Lidl stores generally have 2 – 3 deliveries per day and this increases to 3 per day during the peak season. During deliveries, all produce, including frozen and chilled goods, are carried using individual temperature controlled units that can be loaded onto the vehicle. The method ensures that there is minimum disruption by removing the need for noisy air conditioning units on vehicles. The total unloading time of a delivery is approximately 45 minutes to one hour.

SUSTAINABILITY

- 4.28 Lidl undertakes a comprehensive approach to the sustainability of its stores. The measures undertaken by Lidl are set out in Section 9.

5 RELEVANT PLANNING POLICY

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

“If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Act, the determination must be made in accordance with the plan, unless material considerations indicate otherwise”.

5.2 Any issue that relates to the use and development of land is capable of being a material consideration. This includes Government statements of planning policy, emerging planning policy and supplementary guidance.

5.3 The Development Plan applicable to the application site comprises the Richmond Local Plan, which was adopted in July 2018, and the London Plan, which was amended in 2016.

DEVELOPMENT PLAN

RICHMOND LOCAL PLAN

5.4 Policy LPI relates to local character and design quality. According to the Policy, the Council will require all new development to be of high architectural and urban design quality. Proposals should be compatible in terms of their appearance with the surrounding area. In particular, new shopfronts should complement the proportions, character, materials and detailing, surrounding street scene and the building of which it forms part of.

5.5 Policy LP8 deals with residential amenity. It states that all new development will be required to protect the amenity and living conditions for occupants of new, existing, adjoining and neighbouring properties. In particular, the Council will seek to ensure there is no harm to the reasonable enjoyment of the use of buildings, gardens and other spaces due to increases in traffic, servicing, parking and noise.

5.6 Policy LP25 deals with development in centres. Planning applications for main town centre uses which are not in an existing centre shall be subjected to the sequential test. When assessing proposals for development outside of existing centres, applicants will have to comply with the requirements of national policy and guidance in relation to impact assessments. For retail developments, including extensions, of over 500 sq.m gross, the Council will require a retail impact assessment.

5.7 According to Policy LP45, the Council will require new development to make parking provision for the accommodation of vehicles in order to provide for the needs of the development, while minimising the impact of car-based travel. Standard vehicle, disabled and cycle parking shall be provided in accordance with the standards as prescribed by the London Plan. The accompanying Transport Statement provides an exact breakdown of the standards which are applicable to the development proposals.

LONDON PLAN

- 5.8 Policy 4.7 refers to retail and town centre development. The Policy advises that retail development should be focused on sites in town centres, before edge or out-of-centre sites are considered. Proposals for new, or extensions to existing, edge or out-of-centre development will be subject to an assessment of impact, where necessary.
- 5.9 Policy 6.1 sets out the strategic approach to be taken to integrating transport and development. The Mayor will encourage patterns and nodes of development that reduce the need to travel, especially by car. Development will be supported that generates high numbers of trips at locations with high public transport accessibility.
- 5.10 Policy 6.13 relates to parking. The maximum vehicle parking standards, as prescribed within the Plan, should be the basis for considering all planning applications. In addition, development must; (a) provide parking for disabled people in accordance with the relevant standards; (b) meet the minimum cycle parking standards and; (c) provide for the needs of businesses for deliveries and servicing. The accompanying Transport Statement provides an exact breakdown of the standards which are applicable to the development proposals.
- 5.11 Policy 7.6 relates architecture. It states that buildings and structures should comprise details and materials that complement, and not necessarily replicate, the local architectural character.

OTHER MATERIAL CONSIDERATIONS

NATIONAL PLANNING POLICY FRAMEWORK (JULY 2018)

- 5.12 The National Planning Policy Framework (NPPF) sets out the Government's economic, environmental and social planning policies for England. These policies articulate the Government's vision of sustainable development, which should be interpreted and applied to meet local aspirations.
- 5.13 Paragraph 8 explains that the planning system has three overarching objectives. These are as follows:
- An economic objective – To help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure.
 - A social objective – To support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.

- An environmental role – To contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

5.14 The NPPF sets out a presumption in favour of sustainable development. Paragraph 11 of the document specifically states that:

“Plans and decisions should apply a presumption in favour of sustainable development.”

5.15 Paragraph 11 continues by stating that:

“For decision-taking this means:

- *approving development proposals that accord with an up-to-date development plan without delay; or*
- *where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting planning permission unless:*
 - *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole”.*

5.16 Paragraph 80 of the Framework states:

“Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.”

5.17 Section 7 of the NPPF sets out the policies to ensure the vitality of England’s town centres. Paragraph 86 sets out the sequential approach for the location of main town centre uses, defined at Annex 2 of the Framework. It notes that local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan.

5.18 Paragraph 89 of the NPPF notes that:

“When assessing applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an

impact assessment if the development is over a proportionate, locally set floorspace threshold.”

- 5.19 Paragraph 90 explains that where an application fails to satisfy the sequential test or is likely to have a significant adverse impact on one or more of the considerations in paragraph 89, it should be refused.
- 5.20 Section 9 of the Framework relates to the promotion of sustainable transport. Paragraph 109 explains that development should only be refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 5.21 In regard to design, the Framework states that good design is a key part of sustainable development and should contribute positively to making places better for people. Paragraph 127 goes on to state that planning decisions should ensure that developments are visually attractive as a result of good architecture and effective landscaping.
- 5.22 Paragraph 170 of the Framework notes that new development should be prevented from contributing to, or being put at unacceptable risk from, or being adversely affected by unacceptable levels of noise pollution.

SUPPLEMENTARY PLANNING DOCUMENTS

- 5.23 The Council adopted its Design Quality SPD in February 2006. The Document was prepared in response to a nationwide agenda that planning should advance high quality inclusive design. The SPD provides guidance in regards to the frontage of a building, detailing and the use of materials, explaining that proposals should adhere and seek to improve the appearance of a site and the surrounding area.
- 5.24 The application site falls within Twickenham Village, as defined within the Twickenham Village Planning Guidance SPD which was adopted in February 2018. However, the vision and aims of the Document do not relate to the proposed development; thus, the SPD is of no material relevance to the determination of the proposals.

DRAFT LONDON PLAN

- 5.25 The new London Plan will set out the Mayor’s strategic directions for planning in London until 2041. Consultation on the draft Plan concluded in March 2018 and so its policies carry very limited weight in the determination of planning applications until the start of 2019, when an Examination in Public is scheduled. The draft Plan showing minor suggested changes was published in August 2018.
- 5.26 Draft Policy SD8 relates to the development of main town centre uses. It states that proposals for such uses should take a town centre first approach in accordance with the sequential test. The impact test should also be applied where necessary.

6 PRINCIPLE OF DEVELOPMENT

- 6.1 Our review of national planning policy in Section 5 shows that there is a real focus on the need for sustainable economic development. Government policy is clear that there should be a presumption in favour of sustainable development, that economic growth is a high priority and that planning should encourage and not act as an impediment to sustainable growth.
- 6.2 The application site has been in retail use for approximately 30 years. Outline planning permission for the subject building was granted by an appeal Inspector in August 1986 (PINS reference: T/APP/L5810/A/84/20182/P2) on the proviso that it “*shall not be used for the sale of food other than confectionary*”. The use of the site for retail purposes has therefore been firmly established.
- 6.3 The land use policy issue for consideration therefore relates to the sale of food and other convenience goods from part of the building, rather than the principle of retail itself.
- 6.4 In order for Lidl to lawfully trade from the larger unit within the building, planning permission is required for an ‘open’ A1 use across an existing floor area measuring 2,096 sq.m (GIA), with a sales area of 1,596 sq.m (GIA). An ‘open’ A1 use will permit the sale of food and other convenience goods in addition to non-food goods.
- 6.5 The site is out-of-centre in planning policy terms and the floorspace to be occupied by Lidl exceeds the locally defined impact threshold of 500 sq.m gross, as prescribed by Policy LP25 of the Richmond Local Plan. As such, a Retail Impact Assessment is provided at Section 7.
- 6.6 Our Retail Impact Assessment, outlined in Section 8 and contained at Appendix 5 tests the impacts associated with the sale of food and other convenience goods from the Lidl foodstore. It concludes that the Lidl store will not have a significant adverse impact on any centres in the locality and thus complies with Policy LP25 of the Richmond Local Plan, Policy 4.7 of the London Plan and the NPPF.
- 6.7 It is acknowledged that the site is sustainable in terms of location and is accessible to an identified local need and consumer base. Indeed, the use of the site for retail purposes has been established for approximately 30 years. However, given the out-of-centre status of the site and the nature of goods which are proposed to be sold from the Lidl unit, a Sequential Assessment is provided at Section 7. This concludes that there are no sequentially preferable sites which are available, suitable and viable for the proposed Lidl store.
- 6.8 In summary, our retail analysis finds that the proposed Lidl store will not have a significant adverse impact on any designated centres or retail commitments in the locality. As such, it is considered that the principle of converting part of the building into a convenience foodstore is acceptable.

7 SEQUENTIAL ASSESSMENT

INTRODUCTION

- 7.1 As the application site is out-of-centre in retail policy terms, this section provides an assessment of sequentially preferable sites, in accordance with the Development Plan and the NPPF. First, we consider the policy context for undertaking a sequential search for sites, and then we outline the applicant's operational and market requirements. We then explain our methodology and provide a sequential assessment of potential alternative sites against the criteria set out in the relevant policy guidance.

POLICY CONTEXT

- 7.2 Policy LP25 of the Richmond Local Plan, Policy 4.7 of the London Plan and paragraph 86 of the NPPF require planning applications for main town centre uses that are not in an existing centre to be the subject of a sequential assessment.
- 7.3 Planning Practice Guidance provides further guidance on the application of the sequential approach. Notwithstanding its scheduled update in light of the revised NPPF, Planning Practice Guidance (PPG) makes clear that the sequential approach requires a thorough assessment of the availability, suitability and viability of locations for main town centre uses.
- 7.4 Paragraph 010 of PPG addresses the application of the sequential test to decision-taking. It states that:

“The application of the test should be proportionate and appropriate for the given proposal.”

- 7.5 PPG goes on to provide a short checklist of matters to consider when determining whether a proposal complies with the sequential test. These are as follows:
- *“With due regard to the requirement to demonstrate flexibility, has the suitability of more central sites to accommodate the proposal been considered? Where the proposal would be located in an edge of centre or out of centre location, preference should be given to accessible sites that are well connected to the town centre. Any associated reasoning should be set out clearly.*
 - *Is there scope for flexibility in the format and/or scale of the proposal? It is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development being proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal.”*
- 7.6 PPG concludes in stating that:

“[where] there are no suitable sequentially preferable locations, the sequential test is passed.”

OPERATIONAL AND MARKET REQUIREMENTS

7.7 The approach to selecting sites that are available, suitable and viable requires a consideration of the operational and market requirements of the applicant. Lidl’s operational and market requirements have been set out in detail in Section 4 and are outlined again briefly below.

7.8 In this case, the applicant seeks an appropriate site for a foodstore with associated car parking and servicing. The specific operational requirements that will determine whether a site or building is suitable and viable for the operations of a Lidl store include the following:

- A site which is available now or in the short term. Lidl is intending to deliver the proposed foodstore within 12 months of the application submission.
- A site that is in close proximity to other retail uses so that it can benefit from linked trips which attract and drive trade.
- A site or building which can accommodate a store with a gross internal area of at least 2,096 sq.m, so that the operator can provide enhanced consumer choice by offering its full product range.
- A site that has enough room for the safe manoeuvre of customer vehicles and delivery vehicles on site.
- A site or building with excellent visibility to attract passing trade.
- A site that would be able to offer benefits to its customers, such as dedicated free parking (or parking fees reimbursed through shopping at the store). Any restrictions to potential customers that make a new store less attractive than existing ones are likely to be untenable in terms of developing a viable operation.
- Direct access to dedicated car parking so that customers can easily transfer goods to their vehicles.
- A site or building that can provide a dedicated service area with adequate provision to accommodate heavy goods vehicles. Given the nature of the operation (i.e. the sale of perishable convenience items) an established programme of deliveries is required at each store.
- A single storey, open and unrestricted sales floor area. It follows that only sites that benefit from a relatively flat topography, or are able to be developed to provide one, are suitable.

METHODOLOGY

CATCHMENT AREA

- 7.9 In terms of the proposed development, it is imperative that the Council considers the proposed development in the correct context, in respect of the catchment area that the Lidl store seeks to serve.
- 7.10 The catchment area of the proposed store is shown on the Plan presented in Appendix 3. In summary, the catchment area is based around a five minute drive-time, which reflects the expected trade draw of a typical Lidl foodstore. The catchment area comprises Twickenham Town Centre, Teddington Town Centre and Hampton Hill Local Centre.
- 7.11 Stanley Road (Teddington) Neighbourhood Centre and a number of parades of local importance also fall within the catchment area of the proposed Lidl store. Paragraph 86 of the NPPF sets out the requirements for the sequential test and notes:

“Main town centre uses should be located in town centres, then in edge of centre locations; and if only suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered.”

- 7.12 According to Annex 2 of the NPPF:

“References to town centre or centres apply to city centres, town centres, district centres and local centres but excludes small parades of shops of purely neighbourhood significance.”

- 7.13 For this reason, our Sequential Assessment excludes the consideration of sites within or on the edge of Stanley Road (Teddington) Neighbourhood Centre and the parades of local importance within the Lidl catchment area.

FLEXIBILITY

- 7.14 The sequential approach in this instance needs to be applied with a common sense approach. The proposed Lidl store cannot be realistically disaggregated and offer the normal Lidl range of convenience goods.
- 7.15 Nevertheless, in order to demonstrate flexibility in accordance with the requirements of the NPPF, sites capable of accommodating a store with a gross internal area of 1,800 sq.m (296 sq.m smaller than the proposed unit) have been considered. This represents significant flexibility from the applicant. A store below this size would be a departure from the company standard and will require significant variation in trading format, design, layout, operation and stock display.

SEARCH FOR SITES

- 7.16 We have undertaken a thorough search for sites within and on the edge of Twickenham Town Centre, Teddington Town Centre and Hampton Hill Local Centre. Our search for sites has included a review of the Development Plan, visits to each centre and contact with local commercial agents.
- 7.17 As we explain below and in the pro-formas at Appendix 4, our survey identified no available and suitable and viable sites within or on the edge of the aforementioned centres.

SEQUENTIAL ASSESSMENT

- 7.18 The sequential approach to site selection has been undertaken using a methodology which demonstrates flexibility and complies with the requirements of the Development Plan, the NPPF and PPG. Our findings are set out below.

TWICKENHAM TOWN CENTRE

- 7.19 We identified four sites within the defined boundary for Twickenham Town Centre.
- 7.20 Site 1 is edge-of-centre in retail policy terms and comprises the Telephone Exchange at Garfield Road. The building, which occupies much of the site, currently operates as a telephone exchange. It is not being actively marketed and is therefore unavailable at present. Given the processes involved in closing or relocating the telephone exchange – which we assume to be lengthy – the site is also unlikely to become available within Lidl’s timetable for the delivery of the proposed foodstore. The site is therefore unavailable within a reasonable period of time.
- 7.21 In terms of its suitability, Site 1 also provides a total area of 0.17 hectares. It is evidently of a size not capable of being able to accommodate Lidl’s requirements, even when accounting for flexibility. The site is therefore unsuitable.
- 7.22 Site 2 is the Police Station at London Road. Akin to Site 1, it is identified as a Proposal Site within the Twickenham Area Action Plan (TAAP) and is unavailable for redevelopment within a reasonable period of time, due to its current operation as a Police Station. As far as we are aware, the Police Station has no plans to vacate the site.
- 7.23 In addition, Site 2 is only large enough to provide a Lidl foodstore with no associated customer car parking. For this reason, the site is unsuitable. The Police Station is also a Building of Townscape Merit and is restricted in terms of its redevelopment potential. By virtue of its size, configuration and the area of sales floorspace required by Lidl, it would be insurmountable to convert the Police Station into a foodstore, notwithstanding its heritage constraints. The site is therefore highly unsuitable for Lidl.

- 7.24 Sites 3 and 4 are both located on York Street and are in-centre and edge-of-centre in policy terms, respectively. Sites 3 and 4 comprise ground floor retail units which are much too small to provide the quantum of floorspace required by Lidl. Each site is therefore highly unsuitable.

TEDDINGTON TOWN CENTRE

- 7.25 We identified two sites within Teddington Town Centre.
- 7.26 Site 5 consists of the Telephone Exchange at High Street and is in-centre in retail policy terms. The site is allocated in the Richmond Local Plan and Policy SA5 notes that appropriate development includes commercial and retail uses at ground floor level, fronting High Street.
- 7.27 The site is owned by British Telecom and the building is in use as a telephone exchange. The site is not being actively marketed and is therefore unavailable at present. Given Lidl's timetable for the delivery of the proposed foodstore, the site is also unlikely to become available within a reasonable period of time. British Telecom would need to execute the seemingly lengthy process of closing or relocating its operations before promoting the site for redevelopment. This seems unlikely given the pending prior approval application for the erection of a radio base station on the roof of the Telephone Exchange building (LPA reference: 18/0128/TEL). The site owner is evidently willing to invest in its operations on site and, in our opinion, any proposal to market the site in the short term would be questionable.
- 7.28 Besides being unavailable within a reasonable period of time, the site is also highly unsuitable for Lidl. It provides an area of just 0.16 hectares and does not provide sufficient space for associated car parking and servicing.
- 7.29 Site 6 is the Teddington Delivery Office at High Street. The site is in-centre in retail policy terms and is owned by Royal Mail Group Limited. Akin to Site 5, it is allocated in the Richmond Local Plan and Policy SA6 notes that appropriate development includes commercial and retail uses at ground floor level, fronting High Street.
- 7.30 As far as we are aware, Royal Mail has no plans to sell the site on a leasehold or freehold basis. It is not being actively marketed and must therefore be considered unavailable at present. Given Royal Mail's statutory obligation to provide mail sorting and delivery in the local area, we would also consider the site to be unavailable within Lidl's timetable for the delivery of the proposed foodstore. Site 6 is therefore unavailable within a reasonable period.
- 7.31 In terms of its suitability, Site 6 is far too small to accommodate a Lidl foodstore, even after applying flexibility. The site is constrained in terms of its area and is not large enough to provide a dedicated customer car park. It does not meet Lidl's operational and market requirements and is therefore highly unsuitable.

HAMPTON HILL LOCAL CENTRE

- 7.32 We have identified no sequentially preferable opportunities within or on the edge of Hampton Hill Local Centre.
- 7.33 High Street, which is the main road through the Centre, is tightly constrained in terms of its urban form and presents very limited opportunities for a meaningful scale of retail development. The dense nature of the Centre, in addition to its elongated form and designated status as a Conservation Area, render it unsuitable for Lidl.

SUMMARY

- 7.34 We have undertaken a thorough search for sites within the catchment area of the proposed Lidl store, which will occupy the larger unit within the existing building on the application site. We have identified no sites within or on the edge of the identified retail centre's which are suitable, available and viable for Lidl, even allowing for flexibility in regards to the scale and format of the store.
- 7.35 The proposed development is therefore considered to satisfy the requirements of the sequential test, as set out at Policy LP25 of the Richmond Local Plan, Policy 4.7 of the London Plan and paragraph 86 of the NPPF.

8 RETAIL IMPACT ASSESSMENT

INTRODUCTION

- 8.1 In this section, we provide an assessment of the impact of the proposed Lidl store on town centre vitality and viability and on existing, committed and planned investment, having regard to the relevant policy guidance.
- 8.2 The use of the existing building on site is Class A1 and its floorspace is restricted to the sale of non-food goods and confectionary items. In order for Lidl to lawfully trade from the larger unit within the building, planning permission is required for an ‘open’ A1 use across an existing floor area measuring 2,096 sq.m (GIA) with a sales area of 1,596 sq.m (GIA). An ‘open’ A1 use will permit the sale of food and other convenience goods in addition to non-food goods.
- 8.3 The remaining floorspace within the building will form a second smaller unit and this will continue to be restricted to the sale of non-food goods and confectionary items.
- 8.4 The quantum of existing A1 floorspace to be occupied by Lidl is well below the default impact threshold of 2,500 sq.m (GEA), as set out in paragraph 89 of the NPPF. However, Policy LP25 of the Richmond Local Plan requires planning applications for all new retail developments in the Borough, which exceed 500 sq.m gross, to be accompanied by a retail impact assessment. Given that the quantum of retail floorspace proposed to be occupied by Lidl exceeds this threshold, an assessment is required in order to test the impacts associated with the sale of food and other convenience goods.
- 8.5 Paragraph 89 of the NPPF sets out the requirements of the impact assessment and paragraph 90 states that if an application has a “*significant adverse impact*” it should be refused. Paragraph 90 has been purposely drafted in these terms because all retail development will have an impact. The pertinent question therefore is not whether there will be an impact, but whether the impact is significantly adverse.
- 8.6 Our Retail Impact Assessment is presented in the set of spreadsheets contained in Appendix 5. In our commentary, we outline our methodology and the key findings of our Retail Impact Assessment.

METHODOLOGY

- 8.7 The base year for our Assessment is 2017. Lidl is anticipated to commence trading from the site within 12 months of the application submission; hence, we have tested impacts at a design year of 2022, when mature trading patterns should have been established. All monetary figures quoted in our spreadsheets are in a 2012 price base to align with the LBRuT Retail Study (NLP, 2014).

- 8.8 Where possible, retail impact has been assessed on the basis of survey derived turnovers and our methodology is shown at Tables 2 to 5 in Appendix 5. We have calculated the total convenience goods expenditure per capita across the LBRuT Study catchment area – comprising zones 1 to 7 – at 2022 and applied the 2014 market shares to each retail centre in order to obtain its turnover at our design year. Expenditure inflow has also been considered. The convenience goods offer of each centre has changed since 2014, principally due to the closure of the Morrisons M Local stores in Twickenham and Teddington Town Centres and the opening of a Sainsbury's Local store at the latter. Notwithstanding, we have considered it appropriate to assume constant market shares from 2014, noting that trade is likely to be diverted between retail stores within each centre.
- 8.9 Other retail destinations considered within our Assessment have been assessed on the basis of benchmark turnovers. Convenience sales density data for foodstore operators have been sourced from the LBRuT Retail Study and applied to the convenience sales area of each store, in order to calculate benchmark turnover. Convenience sales areas have been derived from the LBRuT Retail Study or ProMap (2018) following the application of an appropriate net to gross ratio and floorspace split. We have assumed no rate of floorspace efficiency growth in accordance with the LBRuT Retail Study.
- 8.10 Table 1 in Appendix 5 provides a breakdown of the retail floorspace to be occupied by Lidl, and the turnover that it is likely to generate. The proposed Lidl unit will provide a sales area measuring 1,596 sq.m (GIA) and it is expected that approximately 80 per cent of this floorspace will be used for the sale of food and other convenience items (i.e. 1,277 sq.m) and 20 per cent will be used for the sale of comparison goods (i.e. 319 sq.m). Based on Lidl's company average convenience sales density (£3,138 per sq.m), the convenience sales floorspace proposed at the unit is expected to generate a turnover of £4.01m at 2022.
- 8.11 We have not undertaken a detailed analysis of the impacts associated with the small amount of comparison goods floorspace proposed within the unit. The principle of non-food retail (i.e. the sale of comparison goods) has already been established at the site.
- 8.12 When considering retail impact, it is also necessary to take into account any extant retail commitments, so as to consider the cumulative effect of all schemes. We are aware of a single commitment for retail development. The Council granted full planning permission for a mixed-use development providing a Lidl foodstore and a school on Richmond Road, East Twickenham in September 2017 (LPA reference: 16/2777/FUL). The turnover and trade draw associated with the retail element of this commitment is detailed at Table 8 in Appendix 5.
- 8.13 As discussed in Section 4, the catchment area for a Lidl foodstore typically equates to a five minute drive-time. We have therefore given consideration to the likely impacts on the retail centres outlined below:
- Twickenham Town Centre;
 - Teddington Town Centre; and
 - Hampton Hill Local Centre.

- 8.14 Stanley Road (Teddington) Neighbourhood Centre and a number of parades of local importance also fall within the catchment area of the proposed Lidl store. The NPPF prescribes the requirements for impact testing, noting that any assessment should cover the impact of the proposal on “*town centre vitality and viability*”. According to Annex 2 of the NPPF:

“References to town centre or centres apply to city centres, town centres, district centres and local centres but excludes small parades of shops of purely neighbourhood significance”.

- 8.15 For this reason, our Assessment excludes the likely impacts of the proposal on Stanley Road (Teddington) Neighbourhood Centre and the parades of local importance within the Lidl catchment area. Any impacts on these centres are likely to be limited anyway, since they provide a top-up shopping role only and thus considerably differ from Lidl.
- 8.16 Table 7 in Appendix 5 considers retail impact without consideration to the retail commitment identified above, based on our estimate of the pattern of trade diversion to the sales floorspace associated with the Lidl store. In modelling the trade impacts, we have taken into account the generally accepted principle that ‘like affects like’; that is, that foodstores are most likely to compete with similar-sized competitor stores. When assessing impacts, we have also taken into account the location of other foodstores with respect to local residential areas and the application site.
- 8.17 Table 9 in Appendix 5 presents our cumulative convenience Retail Impact Assessment, considering impact on the commitment at Richmond Road noted earlier. Our estimate of the pattern of trade diversion is likely to be associated with the proposed Lidl sales area, taking into account the key principles noted above.

MAIN FINDINGS

- 8.18 We consider in turn below the anticipated impacts on the centres within the proposed Lidl catchment area and describe the implications of the foodstore for these centres, noting their current trading performance and existing level of vitality and viability.

TWICKENHAM TOWN CENTRE

- 8.19 Twickenham Town Centre benefits from a varied selection of convenience retail outlets including Waitrose, Iceland, M&S Simply Food and Tesco Express, in addition to a number of independent foodstores and specialist retailers. The selection of convenience retail services on offer, in conjunction with the Town Centre’s high level of accessibility and high environmental quality, form attributes that are indicative of a well performing Town Centre.
- 8.20 Indeed, our review of the LBRuT Retail Study indicates that there will be surplus convenience goods expenditure in Twickenham Town Centre, capable of absorbing any trade draw which may be generated by the proposed Lidl store at 2022. The LBRuT Retail Study confirms that the Town Centre will be trading above benchmark levels by £3m at 2019 and £6.1m at 2024.

- 8.21 Table 7 in Appendix 5 shows that the Lidl foodstore is likely to divert £0.8m convenience expenditure from Twickenham Town Centre, equivalent to just 2 per cent impact at 2022. When account is taken of our identified commitment at Richmond Road, Table 9 in Appendix 5 shows that the cumulative impact on Centre turnover is 2 per cent, equivalent to a trade draw of £1.01m at 2022.
- 8.22 Noting the existing performance of the Town Centre and its projected overtrading position, it is our view that the calculated level of trade draw to the Lidl foodstore will not have a “*significant adverse impact*” on the vitality and viability of the Centre.

TEDDINGTON TOWN CENTRE

- 8.23 The LBRuT Retail Study identifies that Teddington Town Centre provides convenience foodstore provision targeted more towards top-up shopping. M&S Simply Food, Tesco Metro, Budgens and Sainsburys Local are supported by a small selection of bakers, health food stores and delicatessens. The vacancy rate of the Centre is much lower than the national average, which reflects a good level of vitality and viability.
- 8.24 We estimate that the proposed Lidl store will divert £0.72m from Teddington Town Centre at 2022. When factoring in the committed development on Richmond Road, the cumulative impact remains at 2 per cent on Centre turnover at 2022.
- 8.25 We do not consider that this level of impact will affect the vitality and viability of the Town Centre, which has a broad selection of convenience shopping facilities. There is clear scope to expand the convenience goods retail offer in Fulwell without having a “*significant adverse impact*” on Teddington Town Centre.

HAMPTON HILL LOCAL CENTRE

- 8.26 The convenience goods offer within Hampton Hill Local Centre consists of a Tesco Express and Sainsburys Local on High Street, in addition to newsagents and a varied selection of specialist independent stores including a delicatessen. The retail function of the Centre provides a top-up shopping role only and thus differs considerably from Lidl.
- 8.27 Table 7 in Appendix 5 shows that the Lidl store is likely to divert £0.16m convenience expenditure from Hampton Hill Local Centre, equivalent to 3 per cent impact at 2022. When account is taken of our identified commitment at Richmond Road, Table 9 in Appendix 5 shows that the cumulative impact on Centre turnover remains at 3 per cent.
- 8.28 In considering the above, the proposed Lidl store will not have a “*significant adverse impact*” on the vitality and viability of the Centre.

OTHER CONVENIENCE FOODSTORES

- 8.29 In addition, the application proposal is expected to divert trade from existing out-of-centre foodstores, neighbourhood centres and parades of local importance. As explained at paragraph 8.15, the latter two destinations do not meet the NPPF's definition of a town centre or centre, thus we have not considered impact directly as a result of the proposed development.
- 8.30 Tables 7 and 9 in Appendix 5 demonstrate that the proposed Lidl store is likely to divert £1.6m from the popular Sainsburys store at Uxbridge Road and £0.08m from the Sainsburys Local on Staines Road. In addition to this, we have made an allowance for £0.04m to be diverted from smaller convenience foodstores within the catchment area, all of which comprise top-up shopping facilities.
- 8.31 The proposal is also likely to clawback custom from local residents who currently travel beyond the local area to visit other foodstores in East Twickenham and Hampton Village. Finally, we have also made an allowance for some trade to be diverted from all other convenience stores outside the catchment area.

SUMMARY IN RELATION TO RETAIL IMPACT

IMPACT ON COMMITTED AND PLANNED INVESTMENT

- 8.32 As noted, we are aware of a single committed retail development in the surrounding area. The Council granted full planning permission for a mixed-use development providing a Lidl foodstore and a school on Richmond Road, East Twickenham in September 2017 (LPA reference: 16/2777/FUL). The approved foodstore is located within East Twickenham Local Centre and is anticipated to commence trading in 2019.
- 8.33 Despite the committed retail development falling outside of the Lidl catchment area, the proposed foodstore is expected to draw some trade, given the generally accepted principle that 'like affects like'. Moreover, the committed retail development is expected to draw trade from destinations within the proposal's catchment area, having reviewed the Retail Impact Assessment for the commitment, dated June 2016. It is therefore considered appropriate to assess the cumulative impacts of the Richmond Road commitment and the application proposal.
- 8.34 Our Retail Impact Assessment shows that the committed retail development at Richmond Road will generate £2.92m convenience turnover at 2022. Against this context, the anticipated trade diversion to the proposed Lidl foodstore of £0.16m would equate to an impact on the trading performance of the Richmond Road scheme of 7 per cent.
- 8.35 The retail commitment at Richmond Road represents investment by Lidl and is evidently supported by the Council. The level of impact on this commitment should not be considered to bring a significantly adverse impact to East Twickenham Local Centre, noting that it falls

outside of the proposals catchment area. Indeed, the approved Lidl foodstore at Richmond Road will significantly bolster the vitality and viability of East Twickenham Local Centre and will increase consumer choice in an area which is under-represented by LAD provision. It would not be within the interests of Lidl to procure the application proposal on the understanding that it was going to harmfully affect levels of trading at its Richmond Road store.

- 8.36 The application scheme will not significantly impact on committed or planned investment.

IMPACT ON TOWN CENTRE VITALITY AND VIABILITY

- 8.37 While we have identified in our Retail Impact Assessment a certain level of trade diversion to the proposed Lidl foodstore, no centre is expected to experience a significant level of adverse impact.
- 8.38 Without accounting for the application proposal, the level of trade diversion to the retail commitment at Richmond Road from certain destinations within the proposals catchment area is at a level that has been deemed acceptable by the Council. As identified in Table 7 at Appendix 5, the level of impact proposed solely by the proposed Lidl store at 50 South Road is considered to be acceptable. Thus cumulatively, when combining the commitment and the solus impact from Lidl, the overall degree of impact should not be considered unacceptable by the Council.
- 8.39 As a consequence of the above, the proposed foodstore, which will occupy the larger unit within the existing building on site, will not have a significant adverse impact on the vitality and viability of any designated centre. As such, we have demonstrated that the proposed scheme complies with Policy LP25 of the Richmond Local Plan, Policy 4.17 of the London Plan and paragraphs 89 and 90 of the NPPF.

9 OTHER MATERIAL CONSIDERATIONS

9.1 This section addresses the other material considerations that will need to be taken into account in the assessment of the applications.

SUSTAINABILITY MEASURES

9.2 Lidl undertakes a variety of sustainability measures as standard procedure in the operation of its stores. The measures minimise the environmental impact of the store. Some of the measures taken are:

- Deliveries to the stores also remove waste on their return journey to the regional distribution centre where the waste and recyclable material is stored and managed centrally.
- Lidl is a sector leader in recycling and reduction of landfill waste. The company recycles all paper, cardboard and plastic produced in store.
- Lidl use highly efficient condensing boilers, which recover waste heat from the combustion process. All heating is regulated by sensors so that the heating is not on if it is not required.
- Lidl stores use a manual dock leveller for deliveries, reducing noise emissions and energy use.
- All stores are fitted with a 'Building Management System' incorporating movement sensor, LUX meters and thermostatic ground control. This ensures that the back of house areas of the store are only lit when they are being used, that external lighting is only used when required and that the temperatures of the various areas within the store are maintained at their correct levels. Lighting within the sales area is cut back to one third before and after trading hours.
- Water consumption is carefully monitored and on average is limited to 13 cubic metres per month (156 cubic meters per annum).

9.3 Lidl also produce and implement Travel Plans to promote sustainable transport choices. Both applications are accompanied by a Travel Plan.

9.4 As set out above, Lidl stores are designed, built and operated to industry leading standards and the company is constantly looking for new and creative ways of reducing energy consumption and emissions. The measures which will be adopted at the unit comprising the Lidl store will assist in reducing both energy consumption and carbon dioxide emissions, and will thus achieve a sustainable form of development.

HIGHWAYS AND CAR PARKING

- 9.5 This submission is accompanied by a Transport Statement, which sets out the accessibility credentials of the site and provides an assessment of the proposals impact on the highway network.
- 9.6 The Assessment demonstrates that the proposed redevelopment of the site could generate an additional 239 two-way vehicular trips during the weekday peak hour and a reduction of 17 two-way vehicular trips during the Saturday peak hour. The increase in trips to be generated from the proposed redevelopment during the weekday peak hour is not expected to result in a material impact on the surrounding highway network.
- 9.7 Indeed, the majority of trips to the site are expected to be linked with other surrounding uses, diverted or pass-by. As identified within our Retail Impact Assessment at Section 8, the Lidl foodstore is expected to divert trade from a number of retail destinations in the surrounding area, including Sainsbury's at Uxbridge Road. These diverted trips will not be new to the highway network and, on this basis, no further assessment of the traffic flows associated with the proposed redevelopment is considered necessary.
- 9.8 The extended car park, as proposed, will also result in a suitable number of car parking spaces, required to ensure the safe and efficient operation of the application site. Whilst it is acknowledged that the proposed number of car parking spaces will exceed the standards prescribed by the London Plan, the overall provision of 142 spaces is considered appropriate to ensure that no overspill parking will occur on the local highway network. The total number of spaces proposed also ensures that sufficient space is available for the unknown occupier of the smaller retail unit. We note this since parking demand for a non-food retail operator can vary substantially.
- 9.9 Overall, the proposals are acceptable in highway safety terms and will not cause an unacceptable impact on the highway network. The proposals are in accordance with the relevant parts of the NPPF.

SERVICING ARRANGEMENTS

- 9.10 Each new unit within the building will be provided with a dedicated service area. The service area for the Lidl unit will be located near the existing delivery bay for the Wickes and Toolstation store. The service area for the second smaller unit will be provided at the northern end of the site, to the front of the building. Each area will be demarcated by a different surface treatment.
- 9.11 The accompanying Transport Statement provides a swept path analysis. This demonstrates that the Lidl unit can be serviced by a 16.5m articulated vehicle, without crossing into the car parking spaces and without causing an obstruction. The analysis also demonstrates that the

smaller unit is capable of being serviced by a 10 rigid delivery vehicle in a safe and appropriate manner.

- 9.12 The proposed servicing arrangements on site will not give rise to any adverse impact in highway safety terms. Accordingly, there is no reason to resist the proposals on this basis.

RESIDENTIAL AMENITY

- 9.13 Notwithstanding the existing use of the site, the main concerns regarding residential amenity are likely to arise from noise generated from servicing and the plant equipment associated with the proposed Lidl store. We consider this issue below.
- 9.14 A Noise Impact Assessment has been undertaken to consider the impact of the proposed Lidl operations on the nearest noise sensitive receptors and this has been submitted with the planning application. Using baseline survey results, the Assessment considers the impact from plant noise, HGV noise and delivery activity noise (loading / unloading). In this case, the most noise sensitive receivers are considered to be the residential properties to the north of the site on South Road.
- 9.15 In relation to the plant equipment, the Assessment indicates that any noise generated will not harm the amenity of residents in the nearest properties. Accordingly, any noise impact generated by the plant equipment is considered to be wholly acceptable.
- 9.16 The Assessment also concludes that noise generated from unloading / loading activity will be acceptable between 10am and 5pm on Sundays and Bank Holidays, when assessed against the British Standard (4142:2014).
- 9.17 The proposed Lidl operations are therefore considered to be acceptable in environmental noise terms and thus comply with Policy LP8 of the Richmond Local Plan and the relevant parts of the NPPF.
- 9.18 Accordingly, there is no reason to resist the proposed extension of the store opening hours and servicing hours on the grounds of residential amenity.

DESIGN CONSIDERATIONS

- 9.19 The proposed alterations to the exterior of the building are acceptable in design terms.
- 9.20 The surrounding area contains no dominant elevational treatment or type. Having regard to this fact, it is considered that the proposed areas of glazing to the front of the building are appropriate. The areas of glazing will provide visual interest to the building and will assist in breaking up its massing, thus improving the overall appearance of the site in accordance with the Council's Design Quality SPD.

- 9.21 The proposed areas of glazing will also assist in showing movement and activity from the car park, thus promoting natural surveillance. This will actively discourage crime and anti-social behaviour in accordance with the principles of Secured by Design.
- 9.22 Overall, the proposed alterations will improve the appearance and functionality of the building, which will be reconfigured to form two new retail units. The proposed development therefore complies with Policy LPI of the Richmond Local Plan, Policy 7.6 of the London Plan and the NPPF.

10 SUMMARY AND CONCLUSIONS

- 10.1 This Statement has assessed the proposed development against the relevant policies contained within the Development Plan, together with the provisions of the National Planning Policy Framework and other material considerations.
- 10.2 As we have established, the application site comprises a single building and this is occupied by Wickes and Toolstation. It is proposed to reconfigure the building to form two separate retail units; the largest of which will be occupied by Lidl. The occupier of the second smaller unit is unknown at this stage.
- 10.3 By virtue of its original planning permission (LPA reference: 84/618, as amended), the existing building is restricted to the sale of non-food goods and confectionary items by condition 8. Condition 11 also prevents any occupier from opening outside the hours of 6am to 8pm on Mondays to Saturdays and 10am to 5pm on Sundays and Bank Holidays and; condition 13 prevents the building from being serviced by a delivery vehicle at any time on a Sunday and Bank Holiday.
- 10.4 In order for Lidl to lawfully trade from the larger of the two units within the building, an ‘open’ A1 use is required. This will permit the sale of food and other convenience goods, in addition to non-food goods. Lidl also require an extension to the permitted opening hours and servicing hours.
- 10.5 To facilitate the proposed redevelopment, the car park which serves the building will also be extended to ensure the safe and efficient operation of the site. External alterations will be made to the building alongside other associated works including the installation of plant equipment.
- 10.6 This Planning and Retail Statement is therefore submitted in support of two separate applications. The first application seeks full planning permission for:
- “An extension to the car park, external alterations to the building, installation of plant equipment and other associated works.”*
- 10.7 The second application is made under Section 73 of the Town and County Planning Act (1990), and seeks to remove conditions 8, 11 and 13 attached to the original planning permission. New conditions are proposed and these are set out in Section 3.
- 10.8 In this Statement, we have considered the implications of the proposals and have considered all relevant planning policies. We have arrived at the following conclusions:
- The application site has been an established retail destination for approximately 30 years. The retail use of the site has thus been firmly established.

- The sale of food and other convenience goods is acceptable from part of the existing building on site, which will be converted to form a Lidl foodstore. The proposed foodstore will not have a significant adverse impact on the vitality and viability of any designated centre.
- The site is out-of-centre in planning policy terms and there are no suitable, available and viable sites for the proposed Lidl store. As such, the application site represents the most appropriate opportunity for expanding the local convenience retail offer and makes efficient use of a brownfield site.
- The site is sustainably located and can be accessed by a range of modes of transport. The proposed Lidl store, which will occupy the larger of the two units within the existing building on site, is therefore well-placed to serve the needs of local residents.
- The proposed development is acceptable in highway terms. The extension to the car park will ensure the safe and efficient operation of the site, without any traffic or road safety implications.
- The external alterations to the building, as proposed, are appropriate in design terms. Any noise generated by the Lidl store, during the extended hours of operation, will not harm the amenity of residents in the nearest properties. Deliveries at the proposed Lidl unit between 10am and 5pm on Sundays and Bank Holidays are also acceptable in environmental noise terms.

10.9 In light of the above, we further conclude that:

- The proposals accord with the relevant Development Plan policies relating to retail development, highways, residential amenity and design; and
- There are no other material considerations that outweigh the presumption in favour of sustainable development as set out in the National Planning Policy Framework.

10.10 Our overall conclusion therefore is that both applications should be treated favourably and planning permission should be granted in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004.

APPENDIX I

84/618
84/768

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DEPT. OF TECHNICAL SERVICES				Refer To
21 AUG 1986				
No. SC				Copies To
File No. 84/618+84/768				
DTS	CAO	HBM	CPO	AJM(S)
HES	ASM	EM	SC	
CWO	PC	DAO	FILE	

Your reference

Our reference T/APP/L5810/A/84/20782/P2
T/APP/L5810/A/85/26787/P2

Date 20 AUG 86

This decision supercedes that issued on 14 August 1985

Sir

TOWN AND COUNTRY PLANNING ACT 1971, SECTION 36 AND SCHEDULE 9
APPEALS BY RMC HOMECARE LTD AND LONDON TRANSPORT
APPLICATION NOS: 84/618 AND 84/768

1. As you know, the original decision in these appeals relating to land fronting South Road and Wellington Road, Fulwell was quashed by Order of the High Court. I have been appointed to re-determine the appeals. The first is by RMC Homecare Ltd and London Transport against the failure of the Council of the London Borough of Richmond-upon-Thames to decide, within the prescribed period, an application for the erection of a do-it-yourself (DIY) superstore, garden centre and 4 industrial units together with car parking and servicing. The second appeal is by London Transport against the refusal of the same Council to permit the conversion and alteration of a building to create a staff recreation room. I held a local inquiry into the appeals on 21-24 May 1985.

2. At the inquiry it was confirmed that the first appeal is in outline with all matters except access reserved for later agreement. An amendment to the original access proposals was agreed between the principal parties, as a result of which the council did not pursue any traffic or highway objection to the development. The floor area of the proposed DIY superstore is 37,141 sq ft gross and with 4 industrial units totalling 17,504 sq ft, the total floor area of buildings applied for is 54,645 sq ft. However, this excludes a proposed greenhouse type building for the garden centre which also forms part of the proposals.

3. The second appeal relates to a small existing building which comprises storage accommodation and changing-room facilities. I consider this appeal in paragraphs 28 and 30 of this letter; the remaining paragraphs are concerned with the first appeal.

4. The appeal site comprises the Fulwell sports ground attached to London Regional Transport's (LRT) Fulwell Garage. It includes a football field, which has also been used as a cricket ground, a bowling green and a hard tennis court. Access is through the adjoining garage forecourt. The ground has been closed by LRT and evidence was given at the inquiry that the football field was last used in 1982 and the bowling green in 1984. When I visited the site I saw that the condition of these facilities is consistent with their not having been maintained since these dates. The tennis court appears to remain in good condition.

5. At the inquiry, the arguments of the 2 principal parties related mainly to policies concerning the retention of open space and the development of DIY stores outside town centres. Other parties also raised further matters including environmental and traffic issues. I propose to deal with these matters, which I accept are the key issues in this appeal, in the following 3 sections. Each section includes a very brief account of the main arguments put forward.

THE OPEN SPACE ISSUE

6. The initial Development Plan shows the site as "Statutory Undertakers' Land - London Transport Board". It is not shown as a separate area of private open space.

7. The Greater London Development Plan, approved in 1976 states that "it is important to ensure that private open space is not lost to other uses without good cause" (section 9.7). London Borough Councils are asked to give special consideration to the safeguarding of such open space. The policy goes on to give particular weight to sites which have a strategic role as part of the system of Metropolitan Open Land or the Green Belt; but I note that the appeal site does not fall in either category.

8. The Richmond-upon-Thames Local Plan is in an advanced stage of preparation, the Inspector's report into objections to the Plan having been received by the Council. The recreation policies are based on a consideration of earlier regional and local reports and include the following (Policy REC4):-

"The Council will resist the loss of any existing private and public sports facilities where there is a demand for them, and planning permission will not normally be granted for developments which would result in the loss of sports facilities to a non-sports use".

This policy has not been modified as a result of the consideration of objections to the Plan.

9. The site is unallocated on the Local Plan Proposals Map. Together with nearby residential areas to the north and south, it is included in an "area poorly provided with open space". In such areas a policy (REC2) states that:-

"The Council will seek, when opportunities occur and finance permits, to provide new public open space, especially small local parks to serve residents..."

10. For the appellants it was explained that LRT have decided that they no longer require the land as a private sports ground and that they will retain it unused as part of their land-bank if planning permission is not forthcoming. They are directly accountable to the Secretary of State for Transport for meeting the financial objectives laid down by him under section 16 of the London Regional Transport Act 1984; as a result opportunities for the development of redundant land are being explored with a view to disposal at the best price obtainable in the open market. Any suggestion that the appeal site should be used as a local park or public playing field is therefore not germane, as the Council cannot afford to acquire it. But in any case the recreation policies are not breached. First, the existing resource is of doubtful value; the combination of facilities is unhelpful, the ground is of poor quality (with minimal facilities and no special potential); and its use would be made difficult by the need for a new vehicular access in the middle of the frontage to South Road. Secondly, there is no effective demand for facilities here; there is no general deficiency in the provision of recreational land in South West London and such interest as has been shown in this particular site is opportunistic in character. Previous use of the facilities was

subsidised by LRT. No proposal has been made by those concerned to purchase the land for recreational purposes. Indeed anyone seeking a recreational site would be advised to buy this land as the cost would be excessive. There would therefore be no point in trying to market the land as private open space.

11. The Council, who are supported by the Regional Sports Council, the Central Council of Physical Recreation and many other interested parties, reject the idea that it would be excessively costly to provide and maintain adequate facilities. It is not necessary to provide an expensive club house, the problems of refurbishment are exaggerated (these could be as little as £4,200) and the making of a vehicular access towards the eastern end of the South Road frontage would not be dangerous. The Council Parks Department put the annual cost of maintenance at £6,000; and there is the possibility of much of the maintenance being done by voluntary labour. Moreover the cost of purchase of the land by a sports club would qualify for up to 50% grant aid from the Sports Council. There is a demand for recreational facilities here. First, the ground was very well used for many years and provided facilities of a standard sufficient to allow cup games played under the rules of the Football Association and the Test and County Cricket Board. Secondly, the Headmaster of the Mall School gave evidence that he had made an offer to maintain the football field and the LUTAA would be glad to play there again. The Regional Sports Council regard this as a valuable site which should be of interest to a sports club. Thirdly, taking the individual sports:-

- a. although the provision of football pitches in the Borough is above standard, provision in Richmond can help to compensate for the deficiency in inner London. The demand for football pitches in the Middlesex half of the Borough rose by 56% in the period 1977-1985 and particular difficulties are experienced on Sunday mornings. Junior League teams are also looking for facilities.
- b. no reliable information on the provision of bowling greens is available but it should be remembered that greens are very expensive to provide and it is therefore particularly important to retain facilities where they exist;
- c. there is an unmet demand for tennis facilities; the demand at Carlisle Park, not far from the appeal site, out-strips the supply;
- d. the playing field part of the site could be used in various ways accommodating adult, junior or 5-a-side football and/or basket ball, hockey, further tennis courts, play area or possibly a BMX track.

In all these circumstances, and taking into account that the appeal site is owned by a public authority and is located in an area identified in the Local Plan as deficient in public open space, it is astonishing that no attempt was made by LRT to market the land as a sports ground. It should also be noted that in 1983 the Minister of Sport wrote to 100 large employers (including LRT) encouraging them to make their sports facilities available to the wider public. The land should be kept in its present use in accordance with the approved GLDP policy which itself reflects the concern expressed in the White Paper on Sport and Recreation 1975.

12. The South Road Residents Association also argued that it would be unreasonable of LRT, having decided to include the site in its land-bank, to refuse permission for local organisations to use the recreational facilities, provided no security of tenure were sought. They stressed the need for a small local park for children living nearby. The LUTAA have found difficulty in reserving pitches at Osterley and one of their football teams has had to disband, as has the bowls section. The Headmaster of the Mall School stated that since the football field had ceased

to be available, boys have had to be taken by bus to pitches at Bushy Park.

13. In my opinion the GLDP clearly establishes a presumption against the loss of private open space without good cause and the draft Local Plan specifies the demand for the existing facilities as a factor to be considered. The need for the proposed DIY superstore is considered in the following section; I confine my attention at this stage to the demand for the existing facilities. As there is no suggestion from the council that they or any other public body are able in the present economic climate to purchase the site to make it available as public open space, attention must focus on the private sector. I think the appellants have exaggerated the cost and other difficulties of bringing the site into use as a separate sports ground and I prefer the more robust approach which recognises that before its closure the ground was well used in spite of certain drawbacks and that its use could be resumed without the provision of expensive facilities. Nor do I think that a new vehicular access towards the eastern end of the South Road frontage need be dangerous. But even if the costs are assumed to be comparatively moderate, I am not persuaded that there is any likelihood of any private organisation being able to meet them, notwithstanding the possible availability of grants. Because the ground will be severed from the bus depot, expenditure on both a new access and sanitary facilities will be necessary. Clearly there are those who would be glad to use the ground, notably the Mall School, but no viable scheme has been put forward showing likely expenditure balanced by likely income. Because I doubt very much if a solution to the problem could be found, whether the site were purchased or leased, I cannot give great weight to this objection to the proposals. It seems to me that the likely absence of resources to secure and maintain an area of open space must seriously weaken the case for its retention in the face of proposals for another form of development. Moreover I agree with the appellants that if a demand for an area of open space is to be established, it must be effective in the sense that it is backed-up by the likelihood of adequate resources being available, whether from the public or the private sector.

THE SHOPPING ISSUE

14. The draft Local Plan sets out a shopping strategy which seeks (among other things) to channel new investment into existing centres rather than out of town stores and to increase the range of durable shops in the district centres. The local shopping policy of key importance is Policy SHP4:-

"The Council will not normally permit the development of major shopping facilities outside the 4 district centres."

Following consideration of the Inspector's report on objections to the Plan, the Council agreed the following addition to paragraph 9.23 which justifies the policy:-

"In very exceptional circumstances superstores, discount stores and DIY stores may be permitted in appropriate out-of-centre locations. Before considering making an exception to Policy SHP4 the Council will need to be satisfied that..."

There follows a list of seven requirements including references to need, effect on existing shopping centres, displacement of other desirable uses (including sports facilities) and effect on the amenities of the surrounding area.

15. The proposed Alterations to the GLDP include a policy (SHP3) whereby large shopping developments must be associated with a town centre. However Policy SHP7 makes an exception of outlets selling a wide range of DIY products subject to a number of requirements including references to "demonstrable need", effect on

other shopping centres and accessibility by public transport as well as by cars.

16. For the appellants it was pointed out that the Council did not argue that the proposed DIY store would cause unacceptable harm to existing shopping centres - the estimated sales represent some 6% of the local DIY market within 3 miles of the site - their objection being rather that no need for the store has been demonstrated. But there is a need for more than one DIY store in this area. The DIY market is expanding very fast nationally (by some 5.7% per annum compound since 1976) and is expected to continue to do so. DIY and gardening activities comprise one of the most popular of all leisure activities, being engaged in by some 40% of the population. This compares with only 6% for football and 1% each for tennis and bowls. Moreover, Richmond has high proportions of professional and retired groups in its population so it would be of particular interest here. Indeed 76% of a sample of shoppers interviewed in Twickenham High Street said they would use a new DIY store if one opened within 2 miles. The proposed store, which would be one of the Great Mills DIY stores, would satisfy the need for a modern form of shopping in a purpose-built environment providing single-storey accommodation with adequate car-parking adjacent and easy access in a unit large enough to provide maximum choice, convenience and range. There is a public demand for one-stop shopping facilities where the customer can buy the full range of items required to carry out a DIY project. Moreover, the efficiency of the large purpose-built home improvement centre results in lower prices to the customer. The Council's witness accepted that there is a need for this form of shopping nationally and yet he estimated that only 10% of shoppers in Richmond currently enjoy the facilities of a DIY superstore. There is no such store within a 3 mile radius of the site; and beyond there is a dearth of facilities, with the nearest comparable store (Home Base at New Malden) seriously overcrowded and with parking difficulties. Even if a store were developed at the St Clare Nurseries (and this is by no means certain), the need is so great that both proposals are justified.

17. The Council accept that the impact of the store would not be such as to prejudice existing shopping centres; but in the context of policies which seek to channel investment into existing shopping centres and improve the range of goods sold there, the need for the proposed DIY superstore is challenged. They acknowledge the advantages of such stores, but place greater importance on the need to retain and improve the range of goods available in existing centres and ensuring that their character and appearance is improved. The present proposal would be inconsistent with these aims because it would divert trade from local and district centres which could result in a reduction in the range of goods available there, a lower level of upkeep of existing shops and possibly some closures. The centres in the Middlesex part of the Borough suffer from a number of difficulties and tend to be vulnerable. Of the 16 centres, 7 are within conservation areas. In addition to the existing position of 81 DIY/hardware shops in these centres, the appellants witness conceded that there are 4 DIY superstores within 15 minutes drive of the appeal site, as well as the Jewson's store at North Sheen. Moreover, the site is in a less densely populated area in that it lies between two large areas of open land (golf courses); most people are therefore closer to a superstore than is the appeal site. Local residents are already well provided with facilities and in addition to the Texas Store at Brentford Market now under construction there is a possibility of further DIY superstores at the St Clare's Nursery site and at Feltham. There has been no expression of public demand for the proposal in spite of its being well publicised; and there is no need for a DIY superstore to be very close to customers houses as the project-based shopping expedition is an infrequent event.

18. The South Road Residents Association, the Twickenham and District Chamber of Commerce and many interested persons support the Council's argument on shopping grounds pointing particularly to the number of local shops selling DIY and gardening goods. The Chamber are concerned that the proposal would result in empty shops which in turn would undermine the vitality of existing shopping centres.

19. In my opinion the key question to be answered under this heading is whether there is a need for the proposed DIY superstore sufficient to justify an exception to the local shopping policies. I accept that this form of shopping, covering a comprehensive range of DIY items fulfills a need; that the need is felt by a significantly large section of the public; and that because the goods sold include many heavy and bulky items, the ability of customers to park their cars on the site represents a substantial advantage. Accepting the point that most customers visit a DIY store infrequently, the opportunities for residents of the western part of the Borough to pursue this type of shopping for DIY items is nevertheless surprisingly limited. Even taking into account the possible development at the St Clare Nursery site and at Feltham, the provision is sparse for a suburban area. It is not as if there were an ample provision in areas beyond either the 3 mile radius (which I agree is somewhat arbitrary) or for that matter, the 15 minutes driving zone. I conclude that the need is very considerable. Moreover I am not satisfied that the proposal would prejudice the revitalisation of the existing shopping centres in this part of the Borough, let alone lead to their decline. The DIY trade is growing rapidly and there is room for this development and its attendant benefits without incurring any serious disadvantage to the shopping public on account of its effect on existing centres. Nor do I consider that the proposed garden centre would be detrimental to the existing system of shopping centres.

ENVIRONMENTAL AND TRAFFIC ISSUES

20. Local residents expressed considerable opposition to the proposals on environmental and traffic grounds. The South Road Residents Association and the Hampton Hill Association were represented at the inquiry and among the individuals who spoke against the scheme were 2 local councillors. Mr Toby Jessel MP also opposed the scheme. In addition letters were received from the Twickenham Society, the Stanley County Junior School Parents and Teachers Association, the Golfside Residents Association and from over 100 local residents protesting about these aspects.

21. In environmental terms, the proposed development is seen as an over-development of the site with the industrial element likely to be unsightly and the whole scheme adding to the bus depot which is already alien in scale and character to this pleasant suburban area. It could in turn act as a precedent for other unsuitable development. The loss of this area of open space with mature landscaping would be most damaging to the character of the area, not only in itself but because it represents a link in a long buffer of open space which at present separates the built-up areas of Twickenham and Teddington. The development would represent a further deterioration in the environment of the houses on South Road many of which are listed by the Council as buildings of Townscape Merit. The DIY store would lower the tone of the area, its customers bringing problems of noisy behaviour and litter.

22. The additional traffic generated is seen as a cause of noise, danger and inconvenience. On South Road, the volume of traffic (including buses) has already increased greatly following the closure of Stanley Road at its junction with Hampton Road. The ambulance and fire stations generate noise because of sirens, which will be used more with additional traffic congestion. The proposal would increase traffic noise, which will be particularly noticeable with early morning deliveries by lorry and customers at the weekend. There is widespread concern

at the implications for the safety of traffic and pedestrians as there is a bad accident record, particularly at the junction at either end of South Road; and there are 5 schools with 1993 pupils (1090 under 14) within one-quarter mile of the site. South Road is dangerous on account of its narrow lanes, narrow central reservation, incidence of on-street parking and the need to change lanes and make U-turns. Traffic turning into the appeal site would inevitably create problems by blocking the road and parking provision would prove inadequate on account of the existing unsatisfied demand, particularly from the intensively patronised Squire's Garden Centre to the west of the site. The traffic difficulties would impede the efficient working of the ambulance and fire services.

23. In reply it was pointed out on behalf of the appellants that no arguments on either aspect were put forward by the Council. There is no support in the Local Plan for the notion of a green buffer and as regards the environmental points it is notable that the appeal site is separated from residential development by a dual carriageway road and is adjoined by the fire and ambulance stations as well as the bus depot. As regards the traffic aspects, there will be no overload of the local road system (the estimate made by the South Road Residents Association being exaggerated); the proposed access conforms with the appropriate standards and there would be no undue difficulty caused by traffic turning into the site; the accidents record, however unfortunate, is not exceptional; and there is no reason to think that the proposed parking provision is inadequate to accommodate the extra demand generated.

24. I am impressed by the strength of the opposition by local residents to this scheme and I recognise their fears that the proposals including the industrial units, would exacerbate existing problems of environment and traffic. The loss of any open area is regrettable but I do not consider the appeal site to be of great merit in this respect, bounded as it is by busy roads on 2 sides and by non-residential buildings, including the rather over-bearing bus depot, on the other 2 sides. In the circumstances I see no reason why development here should act as an undesirable precedent for development on other nearby sites. I agree there is some merit in the idea of keeping Twickenham and Teddington separate by a green buffer, but the link represented by the appeal site is tenuous and has not been recognised as of townscape importance in the Local Plan. As regards the traffic implications I do not think that with the proposed access arrangements and provision for car parking there is any sustainable objection to the scheme. If the generation of traffic were in itself a reason for refusing planning permission, no development would occur anywhere. No one welcomes additional traffic passing their home or turning in front of it, but in this case the effect would, in my view, not be severe as South Road although not a principal road, is a "secondary" road (the highest level in the GLC road hierarchy represented in the Borough) which is already busy. It seems to me that much of the anxiety felt by local residents and by teachers and parents of children attending local schools stems from existing traffic and parking problems which have to be faced irrespective of whether the present proposals are carried out. It was suggested that the customers attracted to the proposed store would act irresponsibly and cause a nuisance, but I do not accept that this is likely to be the case even if it were a material consideration. I conclude that there are no substantial disadvantages such as to justify the refusal of planning permission, provided that some aspects (particularly as regards hours of operation) are safeguarded by appropriate conditions. I note that the appellants have agreed with the Council on the alterations to the central reservation of South Road which will be necessary in the event of the appeal being successful.

THE PROPOSED INDUSTRIAL UNITS

25. Although the emphasis at the inquiry was on the proposed DIY store and its associated garden centre, I have also considered carefully the 4 proposed industrial units. In my opinion they do not raise any substantial new issue not already covered. The suggested layout and elevations show that they can be satisfactorily accommodated on the site and need not appear unpleasant. It would be necessary to discourage traffic movements in unsocial hours by controlling the times of working; this control would also prevent disturbance from general activity and it would be important to restrict industrial processes to light industry appropriate to a residential area.

OVERALL CONCLUSION

26. Bringing together my assessment of the individual factors (paragraph 13, 19, 24 and 25, above) and having considered all the other matters raised (including other local planning policies and strategies) I conclude that the first appeal should succeed. There is a substantial need for a DIY superstore to serve the area and this justifies an exception being made to local shopping policies particularly as existing shopping centres are unlikely to be prejudiced. Against this the case for retaining the site as open space is weak on account of the absence of any evidence of an effective demand from either the public or private sectors. It is notable that in the draft Local Plan the policy resisting the loss of sports facilities recognises the importance of the existence of a demand for them; and that the policy seeking the provision of new public open space in the area recognises that finance has to be available. I have also concluded that there is no strong case against the proposals on environmental or traffic grounds and in this context I note that the draft Local Plan does not include the site as metropolitan open land, nor as "other land of townscape importance". In relation to the shopping policies, I think it reasonable to regard the particular combination of circumstances in this case as "very exceptional". Given that the DIY store is acceptable in principle, I see no objection to the garden centre and industrial units.

CONDITIONS

27. In addition to the standard conditions, I consider it necessary to impose a number which are intended to ensure that the access to the site is safe and that traffic is limited to that one safe point of access; that adequate provision is made for the parking and turning of vehicles on the site; that the site is not disfigured by open storage; that it is not used for the sale of food or for any industrial process other than light industry; that control is retained over the extent of the garden centre; and that local residents are not unduly disturbed by activities on the site, it being particularly important that the proposed uses should not be carried out on Sundays or Bank Holidays or at night. Conditions along these lines were suggested by the Council, but I have removed some duplication and where relevant I have preferred the wording of the model conditions set out in Appendix A to Circular 1/85. That Circular stresses the point that conditions shall only be imposed if they are necessary, and I have accordingly excluded some of the conditions suggested by the Council on that ground. In particular a number of the suggested conditions relate to the reserved matters and are in my opinion adequately covered by the standard outline conditions.

THE SECOND APPEAL

28. The second appeal refers to the refurbishment and change of use of a small building in the bus depot, part of which was used as changing rooms in connection with the sports field. LRT wish to use the building as a staff recreation room. Particularly in the light of my decision on the first appeal, I see no objection whatsoever to this proposal, nor is an independent objection advanced by any party.

DECISION

29. For the above reasons, and in exercise of powers transferred to me, I hereby allow both appeals. As regards the first appeal I grant planning permission for the erection of a do-it-yourself (DIY) retail store of 37,141 sq ft; a garden centre; 4 industrial units totalling 17,504 sq ft; together with car parking and servicing all in accordance with the terms of the application (No 84/618) dated 14 May 1984 and the plans submitted therewith, subject to the following conditions:

1.
 - a. approval of the details of the siting, design and external appearance of the buildings, and the landscaping of the site (hereinafter referred to as 'the reserved matters') shall be obtained from the local planning authority;
 - b. application for approval of the reserved matters shall be made to the local planning authority not later than 3 years from the date of this letter.
2. the development hereby permitted shall be begun on or before whichever is the later of the following dates:
 - a. 5 years from the date of this letter; or
 - b. the expiration of 2 years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter approved.
3. The junction of the new access road and the existing highway shall be constructed in accordance with the revised drawing (No 84/618) accompanying the appellants' letter to the Council of 17 May 1985. Detailed drawings of the new access road shall be submitted not later than 3 years from the date of this letter and approved by the Local Planning Authority, such drawings to include visibility splays at the junction. The buildings shall not be occupied until the junction and access have been constructed in accordance with the approved details.
4. A minimum of 183 car parking spaces plus turning space shall be provided of which a minimum of 143 spaces shall be available to staff and customers of the DIY store and garden centre. The spaces shall be provided as part of the development hereby approved in accordance with detailed drawings to be submitted within 3 years of the date of this letter and approved by the Local Planning Authority. The spaces shall at no time be used for any other purpose.
5. Facilities clear of the highway shall be provided as part of the development hereby approved for the loading/unloading/turning of vehicles in accordance with detailed drawings to be submitted within 3 years of the date of this letter and approved by the Local Planning Authority; and the areas so provided shall at no time be used for any other purpose except on Saturdays, when they shall be available for the parking of private motor vehicles.

6. A suitable means of enclosure shall be erected along all boundaries of the site except at the point of access to South Road in accordance with details to be approved by the Local Planning Authority, such works to be carried out before the buildings are occupied.
7. No goods, merchandise, material or article of any description shall be stacked or stored, anywhere within the garden centre at a height greater than 8 ft and no storage shall take place anywhere else on the site other than within a building or other enclosing structures.
8. The DIY store and garden centre hereby approved shall not be used for the sale of food other than confectionery.
9. The garden centre hereby approved shall at no time have a site in excess of 10,000 sq ft.
10. The industrial units hereby approved shall be used only for purposes falling within Class III of the Schedule to the Town and Country Planning (Use Classes) Order 1972 or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, and for no other purpose.
11. The DIY store and garden centre hereby approved shall not be open on any Sunday or Bank Holiday nor before 9.00 am nor after 8.00 pm on Monday - Friday; nor before 9.00 am nor after 6.00 pm on Saturdays.
12. The industrial units hereby approved shall not be open for work on any Sunday or Bank Holiday nor before 8.00 am nor after 7.00 pm on Monday - Friday nor before 8.00 am nor after 5.00 pm on Saturdays.
13. No unloading or loading from goods vehicles shall take place on Sundays or Bank Holidays.
14. The car-parking hereby approved shall only be used for the parking of private motor vehicles.
30. As regards the second appeal, I grant planning permission for the alteration of a building to permit use as a staff recreation room in accordance with the terms of the application (No 84/768) dated 14 May 1984 and the plans submitted therewith, subject to the condition that the development hereby permitted shall be begun not later than 5 years from the date of this letter.
31. Attention is drawn to the fact that an applicant for any consent, agreement or approval required by a condition of this permission and for approval of the reserved matters referred to in this permission has a statutory right of appeal to the Secretary of State if approval is refused or granted conditionally or if the authority fail to give notice of their decision within the prescribed period.
32. The developer's attention is also drawn to the enclosed note relating to the requirements of the Chronically Sick and Disabled Persons Act 1970.
33. This letter does not convey any approval or consent which may be required under any enactment, byelaw, order or regulation other than section 23 of the Town and Country Planning Act 1971.

I am Sir
Your obedient Servant



D F HARRIS BSc (Econ) MRTPI

APPEARANCES

FOR THE APPELLANTS

Mr Daniel Robins

He called:

1. Mr A Trott BSc (Est Man) ARICS
 - of counsel, instructed by Mr A P Fage, RMC Legal Dept RMC House, High Street, Feltham, Middlesex
 - Principal Executive Assistant (Buses), London Regional Transport, Townsend House, Greycoat Place, London SW1P 1BC
2. Mr I MacQueen
 - Director and General Manager, RMC Homecare Ltd.
3. Mr W Hillary FRICS
 - Principal, William Hillary and Co Consultants on Sports and Leisure Facilities.
4. Mr M Thorncroft BSc (Est Man) FRICS
 - Consultant on the economic and planning problems of large-scale commercial projects.
5. Mr F E Noble
 - F E Noble Associates, Traffic Engineers.

FOR THE PLANNING AUTHORITY

Mr T Comyn

He called:

1. Mr A Halfpenny
 - of counsel, instructed by Mr McGowan, Solicitor to the Council.
 - Principal Planning Assistant.
2. Mr W Hodgson BSc (Econ) DipTP
 - Team Leader, Policy and Research Group.

FOR THE SOUTH ROAD RESIDENTS' ASSOCIATION

Mr M Burroughs BA MRTPI

He called:

1. Mr N Mulberry
 - Michael Burroughs Associates, 42 Bruton Place, Berkley Square, London W1X 7AA.
 - 17 South Road.
2. Mrs E G Bentley
 - 20 South Road.

Mr Burroughs also gave evidence

INTERESTED PERSONS

1. Mr Toby Jessel MP - House of Commons.
2. Mr C Dickson - General Secretary, London United Tramways Athletic Association, Hanwell Garage Traffic Office, Hanwell, London W3.
3. Mr C Barnes BSc (Econ) - Secretary, Twickenham & District Chamber of Commerce, 235 Percy Road, Twickenham.
4. Mr A D Smith - Chairman, Hampton Hill Association, 5 Lime Tree Court, Burtons Road, Hampton Hill, Middlesex TW12 1DY.
5. Councillor G Pope - 72 Pope's Grove, Twickenham TW1 4JX.
6. Councillor Mrs N Ford-Millar - 84 Nelson Road, Whitton, Twickenham, Middlesex.
7. Mr P Waterfield - Headmaster, The Mall School, Hampton Road, Twickenham.
8. Mr D Plummer - 24 South Road, Twickenham, TW2 5NU.

DOCUMENTS

- Document 1/1-4 Lists of persons present at the inquiry.
- " 2 Letter informing interested persons of the inquiry and list of addresses circulated.
- " 3/1-3 Comments by the Regional Council for Sport and Recreation.
- " 4 Letter from the Central Council of Physical Recreation.
- " 5 Letter from the Twickenham Society.
- " 6 Letter from the Stanley County Junior School Parents and Teachers Association.
- " 7/1-118 Other letters received before the close of the inquiry.
- " 8/1-14 Letters received after the inquiry.
- " 9 Letter of 17 May 1985 from RMC Group Services Ltd to the Council concerning the agreed access to the site (refers Plan C).
- " 10 Draft Richmond-upon-Thames Local Plan, November 1983.
- " 11 Council's proposed modifications to Document 10.
- " 12 Proposed Alterations (1984) to the Greater London Development Plan - extracts (Chapters on shopping and on town centres).

- Document 13 Extract from District Plan Topic Study Report: Leisure and Recreation.
- " 14 Appeal decision - site at Strawberry Hill.
- " 15 " " - site at Raynes Park.
- " 16/1-2 " " - site at St Clare Nurseries, Hampton.
(Decision letter and Inspector's Report.)
- " 17/1-3 Documents accompanying proof of evidence of Mr Trott.
- " 18/1-4 Documents accompanying proof of evidence of Mr MacQueen.
- " 19 Document accompanying proof of evidence of Mr Hillary.
- " 10/1-10 Documents accompanying proof of evidence of Mr Thorncroft.
- " 21/1-10 Documents accompanying proof of evidence of Mr Halfpenny.
- " 22/1-5 Documents accompanying proof of evidence of Mr Hodgson.
- " 23 Tables accompanying proof of evidence of Mr Burroughs.
- " 24/1-4 Documents accompanying proof of evidence of Mr Mulberry.
- " 25/1-5 Documents accompanying proof of evidence of Mrs Bentley.
- " 26/1-3 Documents submitted by Mr Noble.
- " 27/1-4 Other documents submitted by the appellants.
- " 28/1-5 Other documents submitted by the Council.
- " 29 Document submitted by Mr Burroughs.
- " 30 List of Council's suggested conditions.

PLANS

- Plan A/1-3 Plan accompanying the first application (Plans A2 and A3 are illustrative only, except as regards the access; but see Plan C).
- " B/1-2 Plans accompanying the second application.
- " C Plan showing agreed revision to details of access (see Document 9).
- " D Location Plan.
- " E/1-2 Plans submitted by Mr Trott.
- " F Plan submitted by Mr Thorncroft.

- Plan G/1-3 Plans submitted by Mr Halfpenny.
- " H/1-2 Plans submitted by Mr Hodgson.
- " J/1-2 Plans submitted by Mr Burroughs.
- " K/1-2 Council's suggested access to site (recreational use): original overlay and revised layout.
- " L Appellants suggested access to site (recreational use).

PHOTOGRAPHS

- Photographs 1/1-6 Council's photographs of the site - external to the site.
- " 2/1-15 Council's photographs of the site - internal to the site.



**Department of the Environment and
Department of Transport**

Common Services

Room 1310 Tollgate House Houlton Street Bristol BS2 9DJ

Telex 449321

Direct line 0272-218
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DEPT. OF TECHNICAL SERVICES				15 AUG 1985		Refer To	
No.				11		Copies To	
File				84/618		E	
				-168		A/m/e	
SPS	CAO	HBM	CPO				
HES	ASM	EM	SC				
CWG	PC	DAO	FILE				

Mr A P Fage
RMC Legal Department
RMC House
High Street
Feltham
Middlesex

Your reference

Our reference T/APP/L5810/A/84/20782/P2
T/APP/L5810/A/85/26787/P2

Date

14 AUG 85

Sir

TOWN AND COUNTRY PLANNING ACT 1971, SECTION 36 AND SCHEDULE 9
APPEALS BY RMC HOMECARE LTD AND LONDON TRANSPORT
APPLICATION NOS: 84/618 AND 84/768

c/o South Road - Wellington Road, Fulwell

- I refer to these appeals, which I have been appointed to determine relating to land fronting South Road and Wellington Road, Fulwell. The first appeal is by RMC Homecare Ltd and London Transport against the failure of the Council of the London Borough of Richmond-upon-Thames to decide, within the prescribed period, an application for the erection of a do-it-yourself (DIY) superstore, garden centre and 4 industrial units together with car parking and servicing. The second appeal is by London Transport against the refusal of the same Council to permit the conversion and alteration of a building to create a staff recreation room. I held a local inquiry into the appeals on 21-24 May 1985.
- At the inquiry it was confirmed that the first appeal is in outline with all matters except access reserved for later agreement. An amendment to the original access proposals was agreed between the principal parties, as a result of which the council did not pursue any traffic or highway objection to the development. The floor area of the proposed DIY superstore is 37,141 sq ft gross and with 4 industrial units totalling 17,504 sq ft, the total floor area of buildings applied for is 54,645 sq ft. However, this excludes a proposed greenhouse type building for the garden centre which also forms part of the proposals.
- The second appeal relates to a small existing building which comprises storage accommodation and changing-room facilities. I consider this appeal in paragraphs 28 and 30 of this letter; the remaining paragraphs are concerned with the first appeal.
- The appeal site comprises the Fulwell sports ground attached to London Regional Transport's (LRT) Fulwell Garage. It includes a football field, which has also been used as a cricket ground, a bowling green and a hard tennis court. Access is through the adjoining garage forecourt. The ground has been closed by LRT and evidence was given at the inquiry that the football field was last used in 1982 and the bowling green in 1984. When I visited the site I saw that the condition of these facilities is consistent with their not having been maintained since these dates. The tennis court appears to remain in good condition.

5. At the inquiry, the arguments of the 2 principal parties related mainly to policies concerning the retention of open space and the development of DIY stores outside town centres. Other parties also raised further matters including environmental and traffic issues. I propose to deal with these matters, which I accept are the key issues in this appeal, in the following 3 sections. Each section includes a very brief account of the main arguments put forward.

THE OPEN SPACE ISSUE

6. The initial Development Plan shows the site as "Statutory Undertakers' Land - London Transport Board". It is not shown as a separate area of private open space.

7. The Greater London Development Plan, approved in 1976 states that "it is important to ensure that private open space is not lost to other uses without good cause" (section 9.7). London Borough Councils are asked to give special consideration to the safeguarding of such open space. The policy goes on to give particular weight to sites which have a strategic role as part of the system of Metropolitan Open Land or the Green Belt; but I note that the appeal site does not fall in either category.

8. The Richmond-upon-Thames Local Plan is in an advanced stage of preparation, the Inspector's report into objections to the Plan having been received by the Council. The recreation policies are based on a consideration of earlier regional and local reports and include the following (Policy REC4):-

"The Council will resist the loss of any existing private and public sports facilities where there is a demand for them, and planning permission will not normally be granted for developments which would result in the loss of sports facilities to a non-sports use".

This policy has not been modified as a result of the consideration of objections to the Plan.

9. The site is unallocated on the Local Plan Proposals Map. Together with nearby residential areas to the north and south, it is included in an "area poorly provided with open space". In such areas a policy (REC2) states that:-

"The Council will seek, when opportunities occur and finance permits, to provide new public open space, especially small local parks to serve residents...".

10. For the appellants it was explained that LRT have decided that they no longer require the land as a private sports ground and that they will retain it unused as part of their land-bank if planning permission is not forthcoming. They are directly accountable to the Secretary of State for Transport for meeting the financial objectives laid down by him under section 16 of the London Regional Transport Act 1984; as a result opportunities for the development of redundant land are being explored with a view to disposal at the best price obtainable in the open market. Any suggestion that the appeal site should be used as a local park or public playing field is therefore not germane, as the Council cannot afford to acquire it. But in any case the recreation policies are not breached. First, the existing resource is of doubtful value; the combination of facilities is unhelpful, the ground is of poor quality (with minimal facilities and no special potential); and its use would be made difficult by the need for a new vehicular access in the middle of the frontage to South Road. Secondly, there is no effective demand for facilities here; there is no general deficiency in the provision of recreational land in South West London and such interest as has been shown in this particular site is opportunistic in character. Previous use of the facilities was

subsidised by LRT. No proposal has been made by those concerned to purchase the land for recreational purposes. Indeed anyone seeking a recreational site would be ill advised to buy this land as the cost would be excessive. There would therefore be no point in trying to market the land as private open space.

11. The Council, who are supported by the Regional Sports Council, the Central Council of Physical Recreation and many other interested parties, reject the idea that it would be excessively costly to provide and maintain adequate facilities. It is not necessary to provide an expensive club house, the problems of refurbishment are exaggerated (these could be as little as £4,200) and the making of a vehicular access towards the eastern end of the South Road frontage would not be dangerous. The Council Parks Department put the annual cost of maintenance at £6,000; and there is the possibility of much of the maintenance being done by voluntary labour. Moreover the cost of purchase of the land by a sports club would qualify for up to 50% grant aid from the Sports Council. There is a demand for recreational facilities here. First, the ground was very well used for many years and provided facilities of a standard sufficient to allow cup games played under the rules of the Football Association and the Test and County Cricket Board. Secondly, the Headmaster of the Mall School gave evidence that he had made an offer to maintain the football field and the LUTAA would be glad to play there again. The Regional Sports Council regard this as a valuable site which should be of interest to a sports club. Thirdly, taking the individual sports:-

- a. although the provision of football pitches in the Borough is above standard, provision in Richmond can help to compensate for the deficiency in inner London. The demand for football pitches in the Middlesex half of the Borough rose by 56% in the period 1977-1985 and particular difficulties are experienced on Sunday mornings. Junior League teams are also looking for facilities.
- b. no reliable information on the provision of bowling greens is available but it should be remembered that greens are very expensive to provide and it is therefore particularly important to retain facilities where they exist;
- c. there is an unmet demand for tennis facilities; the demand at Carlisle Park, not far from the appeal site, out-strips the supply;
- d. the playing field part of the site could be used in various ways accommodating adult, junior or 5-a-side football and/or basket ball, hockey, further tennis courts, play area or possibly a BMX track.

In all these circumstances, and taking into account that the appeal site is owned by a public authority and is located in an area identified in the Local Plan as deficient in public open space, it is astonishing that no attempt was made by LRT to market the land as a sports ground. It should also be noted that in 1983 the Minister of Sport wrote to 100 large employers (including LRT) encouraging them to make their sports facilities available to the wider public. The land should be kept in its present use in accordance with the approved GLDP policy which itself reflects the concern expressed in the White Paper on Sport and Recreation 1975.

12. The South Road Residents Association also argued that it would be unreasonable of LRT, having decided to include the site in its land-bank, to refuse permission for local organisations to use the recreational facilities, provided no security of tenure were sought. They stressed the need for a small local park for children living nearby. The LUTAA have found difficulty in reserving pitches at Osterley and one of their football teams has had to disband, as has the bowls section. The Headmaster of the Mall School stated that since the football field had ceased

to be available, boys have had to be taken by bus to pitches at Bushy Park.

13. In my opinion the GLDP clearly establishes a presumption against the loss of private open space without good cause and the draft Local Plan specifies the demand for the existing facilities as a factor to be considered. The need for the proposed DIY superstore is considered in the following section; I confine my attention at this stage to the demand for the existing facilities. As there is no suggestion from the council that they or any other public body are able in the present economic climate to purchase the site to make it available as public open space, attention must focus on the private sector. I think the appellants have exaggerated the cost and other difficulties of bringing the site into use as a separate sports ground and I prefer the more robust approach which recognises that before its closure the ground was well used in spite of certain drawbacks and that its use could be resumed without the provision of expensive facilities. Nor do I think that a new vehicular access towards the eastern end of the South Road frontage need be dangerous. But even if the costs are assumed to be comparatively moderate, I am not persuaded that there is any likelihood of any private organisation being able to meet them, notwithstanding the possible availability of grants. Because the ground will be severed from the bus depot, expenditure on both a new access and sanitary facilities will be necessary. Clearly there are those who would be glad to use the ground, notably the Mall School, but no viable scheme has been put forward showing likely expenditure balanced by likely income. Because I doubt very much if a solution to the problem could be found, whether the site were purchased or leased, I cannot give great weight to this objection to the proposals. It seems to me that the likely absence of resources to secure and maintain an area of open space must seriously weaken the case for its retention in the face of proposals for another form of development. Moreover I agree with the appellants that if a demand for an area of open space is to be established, it must be effective in the sense that it is backed-up by the likelihood of adequate resources being available, whether from the public or the private sector.

THE SHOPPING ISSUE

14. The draft Local Plan sets out a shopping strategy which seeks (among other things) to channel new investment into existing centres rather than out of town stores and to increase the range of durable shops in the district centres. The local shopping policy of key importance is Policy SHP4:-

"The Council will not normally permit the development of major shopping facilities outside the 4 district centres."

Following consideration of the Inspector's report on objections to the Plan, the Council agreed the following addition to paragraph 9.23 which justifies the policy:-

"In very exceptional circumstances superstores, discount stores and DIY stores may be permitted in appropriate out-of-centre locations. Before considering making an exception to Policy SHP4 the Council will need to be satisfied that..."

There follows a list of seven requirements including references to need, effect on existing shopping centres, displacement of other desirable uses (including sports facilities) and effect on the amenities of the surrounding area.

15. The proposed Alterations to the GLDP include a policy (SHP3) whereby large shopping developments must be associated with a town centre. However Policy SHP7 makes an exception of outlets selling a wide range of DIY products subject to a number of requirements including references to "demonstrable need", effect on

other shopping centres and accessibility by public transport as well as by cars.

16. For the appellants it was pointed out that the Council did not argue that the proposed DIY store would cause unacceptable harm to existing shopping centres - the estimated sales represent some 6% of the local DIY market within 3 miles of the site - their objection being rather that no need for the store has been demonstrated. But there is a need for more than one DIY store in this area. The DIY market is expanding very fast nationally (by some 5.7% per annum compound since 1976) and is expected to continue to do so. DIY and gardening activities comprise one of the most popular of all leisure activities, being engaged in by some 40% of the population. This compares with only 6% for football and 1% each for tennis and bowls. Moreover, Richmond has high proportions of professional and retired groups in its population so it would be of particular interest here. Indeed 76% of a sample of shoppers interviewed in Twickenham High Street said they would use a new DIY store if one opened within 2 miles. The proposed store, which would be one of the Great Mills DIY stores, would satisfy the need for a modern form of shopping in a purpose-built environment providing single-storey accommodation with adequate car-parking adjacent and easy access in a unit large enough to provide maximum choice, convenience and range. There is a public demand for one-stop shopping facilities where the customer can buy the full range of items required to carry out a DIY project. Moreover, the efficiency of the large purpose-built home improvement centre results in lower prices to the customer. The Council's witness accepted that there is a need for this form of shopping nationally and yet he estimated that only 10% of shoppers in Richmond currently enjoy the facilities of a DIY superstore. There is no such store within a 3 mile radius of the site; and beyond there is a dearth of facilities, with the nearest comparable store (Home Base at New Malden) seriously overcrowded and with parking difficulties. Even if a store were developed at the St Clare Nurseries (and this is by no means certain), the need is so great that both proposals are justified.

17. The Council accept that the impact of the store would not be such as to prejudice existing shopping centres; but in the context of policies which seek to channel investment into existing shopping centres and improve the range of goods sold there, the need for the proposed DIY superstore is challenged. They acknowledge the advantages of such stores, but place greater importance on the need to retain and improve the range of goods available in existing centres and ensuring that their character and appearance is improved. The present proposal would be inconsistent with these aims because it would divert trade from local and district centres which could result in a reduction in the range of goods available there, a lower level of upkeep of existing shops and possibly some closures. The centres in the Middlesex part of the Borough suffer from a number of difficulties and tend to be vulnerable. Of the 16 centres, 7 are within conservation areas. In addition to the existing position of 31 DIY/hardware shops in these centres, the appellants witness conceded that there are 4 DIY superstores within 15 minutes drive of the appeal site, as well as the Jewson's store at North Sheen. Moreover, the site is in a less densely populated area in that it lies between two large areas of open land (golf courses); most people are therefore closer to a superstore than is the appeal site. Local residents are already well provided with facilities and in addition to the Texas Store at Brentford Market now under construction there is a possibility of further DIY superstores at the St Clare's Nursery site and at Feltham. There has been no expression of public demand for the proposal in spite of its being well publicised; and there is no need for a DIY superstore to be very close to customers houses as the project-based shopping expedition is an infrequent event.

18. The South Road Residents Association, the Twickenham and District Chamber of Commerce and many interested persons support the Council's argument on shopping grounds pointing particularly to the number of local shops selling DIY and gardening goods. The Chamber are concerned that the proposal would result in empty shops which in turn would undermine the vitality of existing shopping centres.

19. In my opinion the key question to be answered under this heading is whether there is a need for the proposed DIY superstore sufficient to justify an exception to the local shopping policies. I accept that this form of shopping, covering a comprehensive range of DIY items fulfills a need; that the need is felt by a significantly large section of the public; and that because the goods sold include many heavy and bulky items, the ability of customers to park their cars on the site represents a substantial advantage. Accepting the point that most customers visit a DIY store infrequently, the opportunities for residents of the western part of the Borough to pursue this type of shopping for DIY items is nevertheless surprisingly limited. Even taking into account the possible development at the St Clare Nursery site and at Feltham, the provision is sparse for a suburban area. It is not as if there were an ample provision in areas beyond either the 3 mile radius (which I agree is somewhat arbitrary) or for that matter, the 15 minutes driving zone. I conclude that the need is very considerable. Moreover I am not satisfied that the proposal would prejudice the revitalisation of the existing shopping centres in this part of the Borough, let alone lead to their decline. The DIY trade is growing rapidly and there is room for this development and its attendant benefits without incurring any serious disadvantage to the shopping public on account of its effect on existing centres. Nor do I consider that the proposed garden centre would be detrimental to the existing system of shopping centres.

ENVIRONMENTAL AND TRAFFIC ISSUES

20. Local residents expressed considerable opposition to the proposals on environmental and traffic grounds. The South Road Residents Association and the Hampton Hill Association were represented at the inquiry and among the individuals who spoke against the scheme were 2 local councillors. Mr Toby Jessel MP also opposed the scheme. In addition letters were received from the Twickenham Society, the Stanley County Junior School Parents and Teachers Association, the Golfside Residents Association and from over 100 local residents protesting about these aspects.

21. In environmental terms, the proposed development is seen as an over-development of the site with the industrial element likely to be unsightly and the whole scheme adding to the bus depot which is already alien in scale and character to this pleasant suburban area. It could in turn act as a precedent for other unsuitable development. The loss of this area of open space with mature landscaping would be most damaging to the character of the area, not only in itself but because it represents a link in a long buffer of open space which at present separates the built-up areas of Twickenham and Teddington. The development would represent a further deterioration in the environment of the houses on South Road many of which are listed by the Council as buildings of Townscape Merit. The DIY store would lower the tone of the area, its customers bringing problems of noisy behaviour and litter.

22. The additional traffic generated is seen as a cause of noise, danger and inconvenience. On South Road, the volume of traffic (including buses) has already increased greatly following the closure of Stanley Road at its junction with Hampton Road. The ambulance and fire stations generate noise because of sirens, which will be used more with additional traffic congestion. The proposal would increase traffic noise, which will be particularly noticeable with early morning deliveries by lorry and customers at the weekend. There is widespread concern

at the implications for the safety of traffic and pedestrians as there is a bad accident record, particularly at the junction at either end of South Road; and there are 5 schools with 1993 pupils (1090 under 14) within one-quarter mile of the site. South Road is dangerous on account of its narrow lanes, narrow central reservation, incidence of on-street parking and the need to change lanes and make U-turns. Traffic turning into the appeal site would inevitably create problems by blocking the road and parking provision would prove inadequate on account of the existing unsatisfied demand, particularly from the intensively patronised Squire's Garden Centre to the west of the site. The traffic difficulties would impede the efficient working of the ambulance and fire services.

23. In reply it was pointed out on behalf of the appellants that no arguments on either aspect were put forward by the Council. There is no support in the Local Plan for the notion of a green buffer and as regards the environmental points it is notable that the appeal site is separated from residential development by a dual carriageway road and is adjoined by the fire and ambulance stations as well as the bus depot. As regards the traffic aspects, there will be no overload of the local road system (the estimate made by the South Road Residents Association being exaggerated); the proposed access conforms with the appropriate standards and there would be no undue difficulty caused by traffic turning into the site; the accidents record, however unfortunate, is not exceptional; and there is no reason to think that the proposed parking provision is inadequate to accommodate the extra demand generated.

24. I am impressed by the strength of the opposition by local residents to this scheme and I recognise their fears that the proposals including the industrial units, would exacerbate existing problems of environment and traffic. The loss of any open area is regrettable but I do not consider the appeal site to be of great merit in this respect, bounded as it is by busy roads on 2 sides and by non-residential buildings, including the rather over-bearing bus depot, on the other 2 sides. In the circumstances I see no reason why development here should act as an undesirable precedent for development on other nearby sites. I agree there is some merit in the idea of keeping Twickenham and Teddington separate by a green buffer, but the link represented by the appeal site is tenuous and has not been recognised as of townscape importance in the Local Plan. As regards the traffic implications I do not think that with the proposed access arrangements and provision for car parking there is any sustainable objection to the scheme. If the generation of traffic were in itself a reason for refusing planning permission, no development would occur anywhere. No one welcomes additional traffic passing their home or turning in front of it, but in this case the effect would, in my view, not be severe as South Road although not a principal road, is a "secondary" road (the highest level in the GLC road hierarchy represented in the Borough) which is already busy. It seems to me that much of the anxiety felt by local residents and by teachers and parents of children attending local schools stems from existing traffic and parking problems which have to be faced irrespective of whether the present proposals are carried out. It was suggested that the customers attracted to the proposed store would act irresponsibly and cause a nuisance, but I do not accept that this is likely to be the case even if it were a material consideration. I conclude that there are no substantial disadvantages such as to justify the refusal of planning permission, provided that some aspects (particularly as regards hours of operation) are safeguarded by appropriate conditions. I note that the appellants have agreed with the Council on the alterations to the central reservation of South Road which will be necessary in the event of the appeal being successful.

THE PROPOSED INDUSTRIAL UNITS

25. Although the emphasis at the inquiry was on the proposed DIY store and its associated garden centre, I have also considered carefully the 4 proposed industrial units. In my opinion they do not raise any substantial new issue not already covered. The suggested layout and elevations show that they can be satisfactorily accommodated on the site and need not appear unpleasant. It would be necessary to discourage traffic movements in unsocial hours by controlling the times of working; this control would also prevent disturbance from general activity and it would be important to restrict industrial processes to light industry appropriate to a residential area.

OVERALL CONCLUSION

26. Bringing together my assessment of the individual factors (paragraph 13, 19, 24 and 25, above) and having considered all the other matters raised (including other local planning policies and strategies) I conclude that the first appeal should succeed. There is a substantial need for a DIY superstore to serve the area and this justifies an exception being made to local shopping policies particularly as existing shopping centres are unlikely to be prejudiced. Against this the case for retaining the site as open space is weak on account of the absence of any evidence of an effective demand from either the public or private sectors. It is notable that in the draft Local Plan the policy resisting the loss of sports facilities recognises the importance of the existence of a demand for them; and that the policy seeking the provision of new public open space in the area recognises that finance has to be available. I have also concluded that there is no strong case against the proposals on environmental or traffic grounds and in this context I note that the draft Local Plan does not include the site as metropolitan open land, nor as "other land of townscape importance". In relation to the shopping policies, I think it reasonable to regard the particular combination of circumstances in this case as "very exceptional". Given that the DIY store is acceptable in principle, I see no objection to the garden centre and industrial units.

CONDITIONS

27. In addition to the standard conditions, I consider it necessary to impose a number which are intended to ensure that the access to the site is safe and that traffic is limited to that one safe point of access; that adequate provision is made for the parking and turning of vehicles on the site; that the site is not disfigured by open storage; that it is not used for the sale of food or for any industrial process other than light industry; that control is retained over the extent of the garden centre; and that local residents are not unduly disturbed by activities on the site, it being particularly important that the proposed uses should not be carried out on Sundays or Bank Holidays or at night. Conditions along these lines were suggested by the Council, but I have removed some duplication and where relevant I have preferred the wording of the model conditions set out in Appendix A to Circular 1/85. That Circular stresses the point that conditions shall only be imposed if they are necessary, and I have accordingly excluded some of the conditions suggested by the Council on that ground. In particular a number of the suggested conditions relate to the reserved matters and are in my opinion adequately covered by the standard outline conditions.

THE SECOND APPEAL

28. The second appeal refers to the refurbishment and change of use of a small building in the bus depot, part of which was used as changing rooms in connection with the sports field. LRT wish to use the building as a staff recreation room. Particularly in the light of my decision on the first appeal, I see no objection whatsoever to this proposal, nor is an independent objection advanced by any party.

DECISION

29. For the above reasons, and in exercise of powers transferred to me, I hereby allow both appeals. As regards the first appeal I grant planning permission for the erection of a do-it-yourself (DIY) retail store of 37,141 sq ft; a garden centre; 4 industrial units totalling 17,504 sq ft; together with car parking and servicing all in accordance with the terms of the application (No 84/618) dated 14 May 1984 and the plans submitted therewith, subject to the following conditions:

1. a. approval of the details of the siting, design and external appearance of the buildings, and the landscaping of the site (hereinafter referred to as 'the reserved matters') shall be obtained from the local planning authority;
- b. application for approval of the reserved matters shall be made to the local planning authority not later than 3 years from the date of this letter.
2. the development hereby permitted shall be begun on or before whichever is the later of the following dates:
 - a. 5 years from the date of this letter; or
 - b. the expiration of 2 years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter approved.
3. The junction of the new access road and the existing highway shall be constructed in accordance with the revised drawing (No 84/618) accompanying the appellants' letter to the Council of 17 May 1985. Detailed drawings of the new access road shall be submitted not later than 3 years from the date of this letter and approved by the Local Planning Authority, such drawings to include visibility splays at the junction. The buildings shall not be occupied until the junction and access have been constructed in accordance with the approved details.
4. A minimum of 183 car parking spaces plus turning space shall be provided of which a minimum of 143 spaces shall be available to staff and customers of the DIY store and garden centre. The spaces shall be provided as part of the development hereby approved in accordance with detailed drawings to be submitted within 3 years of the date of this letter and approved by the Local Planning Authority. The spaces shall at no time be used for any other purpose.
5. Facilities clear of the highway shall be provided as part of the development hereby approved for the loading/unloading/turning of vehicles in accordance with detailed drawings to be submitted within 3 years of the date of this letter and approved by the Local Planning Authority; and the areas so provided shall at no time be used for any other purpose except on Saturdays, when they shall be available for the parking of private motor vehicles.

6. A suitable means of enclosure shall be erected along all boundaries of the site except at the point of access to South Road in accordance with details to be approved by the Local Planning Authority, such works to be carried out before the buildings are occupied.

7. No goods, merchandise, material or article of any description shall be stacked or stored, anywhere within the garden centre at a height greater than 8 ft and no storage shall take place anywhere else on the site other than within a building or other enclosing structures.

8. The DIY store and garden centre hereby approved shall not be used for the sale of food other than confectionery.

9. The garden centre hereby approved shall at no time have a site in excess of 10,000 sq ft.

10. The industrial units hereby approved shall be used only for purposes falling within Class III of the Schedule to the Town and Country Planning (Use Classes) Order 1972 or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order, and for no other purpose.

11. The DIY store and garden centre hereby approved shall not be open on any Sunday or Bank Holiday nor before 9.00 am nor after 8.00 pm on Monday - Friday; nor before 9.00 am nor after 6.00 pm on Saturdays.

12. The industrial units hereby approved shall not be open for work on any Sunday or Bank Holiday nor before 8.00 am nor after 7.00 pm on Monday - Friday nor before 8.00 am nor after 5.00 pm on Saturdays.

13. No unloading or loading from goods vehicles shall take place on Saturdays or Bank Holidays.

14. The car-parking hereby approved shall only be used for the parking of private motor vehicles.

30. As regards the second appeal, I grant planning permission for the alteration of a building to permit use as a staff recreation room in accordance with the terms of the application (No 84/768) dated 14 May 1984 and the plans submitted therewith, subject to the condition that the development hereby permitted shall be begun not later than 5 years from the date of this letter.

31. Attention is drawn to the fact that an applicant for any consent, agreement or approval required by a condition of this permission and for approval of the reserved matters referred to in this permission has a statutory right of appeal to the Secretary of State if approval is refused or granted conditionally or if the authority fail to give notice of their decision within the prescribed period.

32. The developer's attention is also drawn to the enclosed note relating to the requirements of the Chronically Sick and Disabled Persons Act 1970.

33. This letter does not convey any approval or consent which may be required under any enactment, byelaw, order or regulation other than section 23 of the Town and Country Planning Act 1971.

I am Sir
Your obedient Servant



D F HARRIS BSc (Econ) MRTPI
Inspector

APPEARANCES

FOR THE APPELLANTS

Mr Daniel Robins

He called:

1. Mr A Trott BSc (Est Man) ARICS

2. Mr I MacQueen

3. Mr W Hillary FRICS

4. Mr M Thorncroft BSc (Est Man) FRICS

5. Mr F E Noble

- of counsel, instructed by
Mr A P Fage, RMC Legal Dept
RMC House, High Street,
Feltham, Middlesex

- Principal Executive Assistant
(Buses), London Regional
Transport, Townsend House,
Greycoat Place, London
SW1P 1BC

- Director and General Manager,
RMC Homecare Ltd.

- Principal, William Hillary and Co,
Consultants on Sports and
Leisure Facilities.

- Consultant on the economic
and planning problems of large-
scale commercial projects.

- F E Noble Associates, Traffic
Engineers.

FOR THE PLANNING AUTHORITY

Mr T Comyn

He called:

1. Mr A Halfpenny

2. Mr W Hodgson BSc (Econ) DipTP

- of counsel, instructed by
Mr McGowan, Solicitor to the
Council.

- Principal Planning Assistant.

- Team Leader, Policy and
Research Group.

FOR THE SOUTH ROAD RESIDENTS' ASSOCIATION

Mr M Burroughs BA MRTPI

He called:

1. Mr N Mulberry

2. Mrs E G Bentley

- Michael Burroughs Associates,
42 Bruton Place, Berkley Square,
London W1X 7AA.

- 17 South Road.

- 30 South Road.

Mr Burroughs also gave evidence

INTERESTED PERSONS

1. Mr Toby Jessel MP - House of Commons.
2. Mr C Dickson - General Secretary, London United Tramways Athletic Association, Hanwell Garage Traffic Office, Hanwell, London W3.
3. Mr C Barnes BSc (Econ) - Secretary, Twickenham & District Chamber of Commerce, 235 Percy Road, Twickenham.
4. Mr A D Smith - Chairman, Hampton Hill Association, 5 Lime Tree Court, Burtons Road, Hampton Hill, Middlesex TW12 1DY.
5. Councillor G Pope - 72 Pope's Grove, Twickenham TW1 4JX.
6. Councillor Mrs N Ford-Millar - 84 Nelson Road, Whitton, Twickenham, Middlesex.
7. Mr P Waterfield - Headmaster, The Mall School, Hampton Road, Twickenham.
8. Mr D Plummer - 24 South Road, Twickenham, TW2 5NU.

DOCUMENTS

- Document 1/1-4 Lists of persons present at the inquiry.
- " 2 Letter informing interested persons of the inquiry and list of addresses circulated.
- " 3/1-3 Comments by the Regional Council for Sport and Recreation.
- " 4 Letter from the Central Council of Physical Recreation.
- " 5 Letter from the Twickenham Society.
- " 6 Letter from the Stanley County Junior School Parents and Teachers Association.
- " 7/1-118 Other letters received before the close of the inquiry.
- " 8/1-14 Letters received after the inquiry.
- " 9 Letter of 17 May 1985 from RMC Group Services Ltd to the Council concerning the agreed access to the site (refers Plan C).
- " 10 Draft Richmond-upon-Thames Local Plan, November 1983.
- " 11 Council's proposed modifications to Document 10.
- " 12 Proposed Alterations (1984) to the Greater London Development Plan - extracts (Chapters on shopping and on town centres).

- Document 13 Extract from District Plan Topic Study Report: Leisure and Recreation.
- " 14 Appeal decision - site at Strawberry Hill.
- " 15 " " - site at Raynes Park.
- " 16/1-2 " " - site at St Clare Nurseries, Hampton.
(Decision letter and Inspector's Report.)
- " 17/1-3 Documents accompanying proof of evidence of Mr Trott.
- " 18/1-4 Documents accompanying proof of evidence of Mr MacQueen.
- " 19 Document accompanying proof of evidence of Mr Hillary.
- " 10/1-10 Documents accompanying proof of evidence of Mr Thorncroft.
- " 21/1-10 Documents accompanying proof of evidence of Mr Halfpenny.
- " 22/1-5 Documents accompanying proof of evidence of Mr Hodgson.
- " 23 Tables accompanying proof of evidence of Mr Burroughs.
- " 24/1-4 Documents accompanying proof of evidence of Mr Mulberry.
- " 25/1-5 Documents accompanying proof of evidence of Mrs Bentley.
- " 26/1-3 Documents submitted by Mr Noble.
- " 27/1-4 Other documents submitted by the appellants.
- " 28/1-5 Other documents submitted by the Council.
- " 29 Document submitted by Mr Burroughs.
- " 30 List of Council's suggested conditions.

PLANS

- Plan A/1-3 Plan accompanying the first application (Plans A2 and A3 are illustrative only, except as regards the access; but see Plan C).
- " B/1-2 Plans accompanying the second application.
- " C Plan showing agreed revision to details of access (see Document 9).
- " D Location Plan.
- " E/1-2 Plans submitted by Mr Trott.
- " F Plan submitted by Mr Thorncroft.

- Plan G/1-3 Plans submitted by Mr Halfpenny.
- " H/1-2 Plans submitted by Mr Hodgson.
- " J/1-2 Plans submitted by Mr Burroughs.
- " K/1-2 Council's suggested access to site (recreational use): original overlay and revised layout.
- " L Appellants suggested access to site (recreational use).

PHOTOGRAPHS

- Photographs 1/1-6 Council's photographs of the site - external to the site.
- " 2/1-15 Council's photographs of the site - internal to the site.

APPENDIX 2

Mr Tim Rainbird
Quod
Ingeni Building
17 Broadwick Street
London
W1F 0DA

Letter Printed 29 May 2018

FOR DECISION DATED
29 May 2018

Dear Sir/Madam

The Town and Country Planning Act 1990, (as amended)
Decision Notice

Application: 18/1095/VRC
Your ref: WBS Twickenham
Our ref: DC/PAJ/18/1095/VRC/VRC
Applicant:
Agent: Mr Tim Rainbird

WHEREAS in accordance with the provisions of the Town and Country Planning Act 1990 and the orders made thereunder, you have made an application received on **3 April 2018** and illustrated by plans for the permission of the Local Planning Authority to vary condition(s) of the Planning Permission for land situated at:

50 South Road Twickenham TW2 5NT

for

Variation of Condition 11 (Opening Hours) of Planning Permission Ref. 84/618 (dated 20 August 1988), as Amended by Planning Permissions ref. 93/0014/FUL (dated 17 May 1993), 94/0853/FUL (dated 16 June 1994), 02/1501/FUL (dated 28 November 2002) and 03/3301/FUL (dated 5 February 2004) to allow the store to open between 6.00am to 8.00pm Mondays to Saturdays and 10am to 5pm on Sundays.

NOW THEREFORE WE THE MAYOR AND BURGESSES OF THE LONDON BOROUGH OF RICHMOND UPON THAMES acting by the Council of the said Borough, the Local Planning Authority HEREBY GIVE YOU NOTICE pursuant to the said Act and the Orders made thereunder that permission to develop the said land in accordance with the said application is hereby **GRANTED** subject to the conditions and informatives summarised and listed on the attached schedule.

Yours faithfully

A handwritten signature in black ink, appearing to read 'R. Angus', with a long horizontal flourish extending to the right.

Robert Angus
Head of Development Management

SCHEDULE OF CONDITIONS AND INFORMATIVES FOR APPLICATION 18/1095/VRC

APPLICANT NAME

C/O Agent

AGENT NAME

Mr Tim Rainbird
Ingeni Building
17 Broadwick Street
London
W1F 0DA

SITE

50 South Road Twickenham TW2 5NT

PROPOSAL

Variation of Condition 11 (Opening Hours) of Planning Permission Ref. 84/618 (dated 20 August 1988), as Amended by Planning Permissions ref. 93/0014/FUL (dated 17 May 1993), 94/0853/FUL (dated 16 June 1994), 02/1501/FUL (dated 28 November 2002) and 03/3301/FUL (dated 5 February 2004) to allow the store to open between 6.00am to 8.00pm Mondays to Saturdays and 10am to 5pm on Sundays.

SUMMARY OF CONDITIONS AND INFORMATIVES

CONDITIONS

U43691	DV48 - Approved Drawings
U43692	Operating Hours
U43693	Tannoy System
U43694	Storage
U43690	Activity Condition Deliveries~~

INFORMATIVES

U25334	Composite Informative
U25335	NPPF APPROVAL - Para. 186 and 187

DETAILED CONDITIONS AND INFORMATIVES

DETAILED CONDITIONS

U43691 DV48 - Approved Drawings

The development hereby permitted shall be carried out in accordance with the following approved plans and documents, where applicable.

Site Location Plan (Q01) - received 03/04/2018

REASON: To accord with the terms of the application, for the avoidance of doubt and in the interests of proper planning.

U43692 Operating Hours

The store shall not open outside the hours of 6:00am to 8:00pm on Mondays to Saturdays (inclusive) and 10:00am to 5:00pm on Sundays or Bank Holidays.

Reason: In the interests of the Local Amenity and to accord with the terms of this application.

U43693 Tannoy System

The tannoy system or similar devices shall at no time be used other than within the building and shall not be audible from outside the site as measured from any point on the north boundary of the site.

REASON: To protect the amenities of nearby residential properties.

U43694 Storage

No goods, merchandise, material or article of any description shall be stacked or stored anywhere within the garden centre at a height greater than 8ft and no storage shall take place anywhere else on the site other than within a building or other enclosing structures.

Reason: To ensure the safety of employees and customers.

U43690 Activity Condition Deliveries~~

Deliveries (including loading and unloading) or collection of goods shall not be made to or from the site before 8am nor after 8pm Monday to Friday/Saturday nor at any time on Sundays or Bank or other Public Holidays.

REASON: To protect the amenity of occupiers of residents of nearby properties

DETAILED INFORMATIVES

U25334 Composite Informative

Principal Policies:

Where relevant, the following have been taken into account in the consideration of this proposal:-

Core Strategy Policies: CP7

Development Management Plan Policies: DM DC5, DM TC3, DM TP1, DM TP2, DM TP6, DM TP7, DM TP8, DM TP9

Local Plan (Publication Version for consultation): LP8, LP26, LP44, LP45

Building Regulations:

The applicant is advised that the erection of new buildings or alterations to existing buildings should comply with the Building Regulations. This permission is NOT a consent under the Building Regulations for which a separate application should be

made. For application forms and advice please contact the Building Control Section of the Street Scene department, 2nd floor, Civic Centre, 44 York Street, Twickenham, TW1 3BZ. (Tel: 020 8891 1411).

If you alter your proposals in any way, including to comply with the Building Regulations, a further planning application may be required. If you wish to deviate in any way from the proposals shown on the approved drawings you should contact the Development Control Department, 2nd floor, Civic Centre, 44 York Street, Twickenham, TW1 3BZ. (Tel: 020 8891 1411).

Damage to the public highway:

Care should be taken to ensure that no damage is caused to the public highway adjacent to the site during demolition and (or) construction. The Council will seek to recover any expenses incurred in repairing or making good such damage from the owner of the land in question or the person causing or responsible for the damage.

BEFORE ANY WORK COMMENCES you MUST contact Highways and Transport, London Borough of Richmond upon Thames, 44 York Street, Twickenham TW1 3BZ (Telephone 020 8891 7090 ask for the Streetscene inspector for your area or email highwaysandtransport@richmond.gov.uk) to arrange a pre commencement photographic survey of the public highways adjacent to and within the vicinity of the site. The precondition survey will ensure you are not charged for any damage which existed prior to commencement of your works.

If you fail to contact us to arrange a pre commencement survey then it will be assumed that any damage to the highway was caused by your activities and you will be charged the full cost of repair.

Once the site works are completed you need to contact us again to arrange for a post construction inspection to be carried out. If there is no further damage then the case will be closed. If damage or further damage is found to have occurred then you will be asked to pay for repairs to be carried out.

Noise control - Building sites:

The attention of the applicant is drawn to the requirements of section 60 of the Control of Pollution Act 1974 in respect of the minimisation of noise and vibration on construction and demolition sites. Application, under section 61 of the Act for prior consent to the works, can be made to the Environmental Health Department.

Under the Act the Council has certain powers to control noise from construction sites. Typically the council will limit the times during which sites are permitted to make noise that their neighbours can hear.

For general construction works the Council usually imposes (when necessary) the following limits on noisy works:-

Monday to Friday 8am to 6pm

Saturdays 8am to 1pm

Sundays and Public Holidays- No noisy activities allowed

Applicants should also be aware of the guidance contained in British Standard 5228;2009- Noise and vibration control on construction and open sites.

U25335 NPPF APPROVAL - Para. 186 and 187

In accordance with paragraphs 186 and 187 of the National Planning Policy Framework, Richmond upon Thames Borough Council takes a positive and proactive approach to the delivery of sustainable development, by:

- Providing a formal pre-application service
- Providing written policies and guidance, all of which is available to view on the Council's website
- Where appropriate, negotiating amendments to secure a positive decision
- Determining applications in a timely manner.

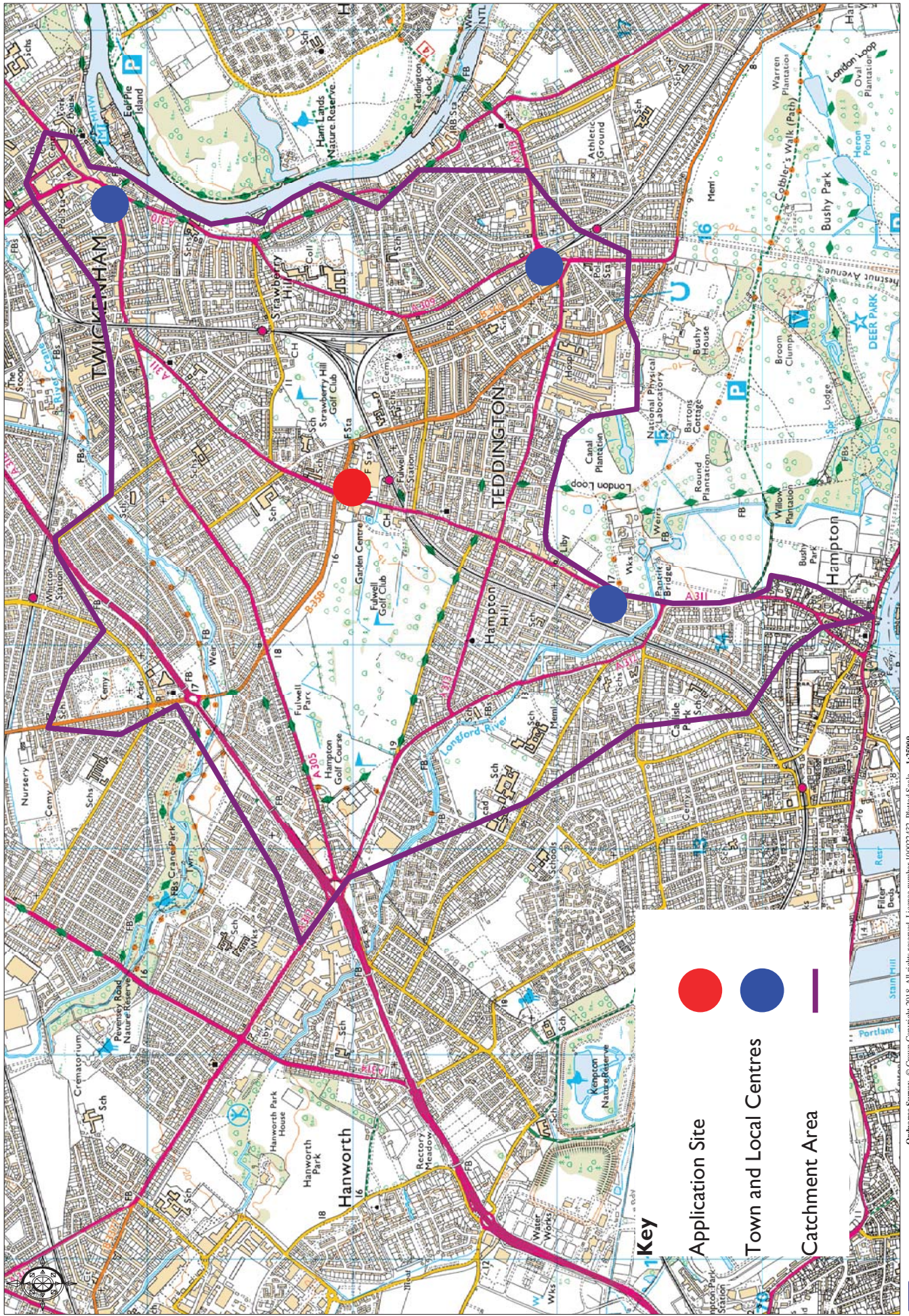
In this instance:

- o The application was amended following negotiations with the Council to ensure the scheme complied with adopted policy and guidance, and a decision was made without delay.

END OF SCHEDULE OF CONDITIONS AND INFORMATIVES FOR APPLICATION
18/1095/VRC

APPENDIX 3

Five-Minute Drive-Time Catchment Area



Ordnance Survey © Crown Copyright 2018. All rights reserved. Licence number 100022432. Plotted Scale - 1:25000

APPENDIX 4

SITE I



Site Name: Telephone Exchange, Garfield Road

Address: Telephone Exchange, Garfield Road, Twickenham, TW1 3JS

Sequential Location: Edge-of-centre

Area: The site provides an area of 0.17 hectares.

Existing Use: The building on site operates as a telephone exchange. The site is also occupied by a small area of hardstanding, used for car parking.

Surrounding Uses: The site is surrounded by main town centre type uses, fronting York Road to the south and London Road to the west. There are also residential properties to the north east of the site along Arragon Road, a library to the south west on Garfield Road and apartments to the north.

Ownership: The site's ownership position is unknown.

Development Plan Allocation and Designation: The site falls within the Twickenham Town Centre Boundary. It is also identified as Proposal Site TW5 in the Twickenham Area Action Plan (TAAP). The TAAP states that an active frontage to Garfield Road comprising creative industries, indoor market, niche retail and cinema uses is encouraged on site.

Planning history: The site has no relevant planning history.

Availability: The site is not being actively marketed at present. Given its current state of occupancy and use as a telephone exchange, the site is unlikely to become available within Lidl's timetable for the delivery of the proposed foodstore. The site is therefore unavailable.

Suitability: Assuming flexibility, the site is large enough to accommodate a Lidl foodstore only. It is not large enough to provide the level of associated car parking and servicing required by Lidl. The site is therefore unsuitable.

Viability: As the site is unavailable (or not expected to become available within a reasonable period) and highly unsuitable, there is no requirement to consider viability.

SUMMARY

The site is unavailable and unsuitable for the proposed Lidl store.

SITE 2



Site Name: Police Station, London Road

Address: Police Station, 41 London Road, Twickenham, TW1 3SY

Sequential Location: In-centre

Area: The site provides an area of 0.19 hectares.

Existing Use: The building on site is used as a police station.

Surrounding Uses: The site is surrounded by main town centre uses, fronting London Road. Uses include convenience stores, off licenses, estate agents, restaurants, public houses and fast food takeaways. To the rear of the building, Grosvenor Road consists of mainly residential accommodation.

Ownership: The site's ownership position is unknown.

Development Plan Allocation and Designation: The site falls within the Twickenham Town Centre Boundary and forms part of the Secondary Shopping Frontage. It is also identified as Proposal Site TW6 in the Twickenham Area Action Plan (TAAP). The TAAP states that, in the event of the satisfactory relocation of the police station, acceptable uses for the site would be a mix of town centre uses including retail and residential. The building is a Building of Townscape Merit.

Planning history: There are no planning applications or decisions of material relevance to the Lidl proposals.

Availability: The site is not being actively marketed at present. Given its current state of occupancy and use as a police station, the site is unlikely to become available within Lidl's timetable for the delivery of the proposed foodstore. The site is therefore unavailable.

Suitability: The site is large enough to accommodate a Lidl foodstore only and not the level of associated car parking required by Lidl. The site is therefore unsuitable. Notwithstanding Lidl's size requirements, the existing building on site is a Building of Townscape Merit. The site is therefore

restricted in terms of its redevelopment potential and is thus considered unsuitable for a Lidl foodstore.

Viability: As the site is unavailable (or not expected to become available within a reasonable period) and highly unsuitable, there is no requirement to consider viability.

SUMMARY

The site is unavailable and unsuitable for the proposed Lidl store.

SITE 3



Site Name: 15 – 19 York Street (Former Porcelain Tiles Unit)

Address: 15 – 19 York Street, Twickenham

Sequential Location: In-centre

Area: The site comprises a ground floor retail unit and measures 255 sq.m GIA.

Existing Use: The existing lawful use of the unit is Class A1 (retail). The unit is currently vacant.

Surrounding Uses: The site is surrounded by main town centre uses, fronting York Street. Uses include estate agents, dry cleaners, restaurants, public houses and a taxi rank office. To the rear of the building, Garfield Road provides access to the Grade II listed Twickenham Library and the Twickenham Telephone Exchange.

Ownership: The site is privately owned.

Development Plan Allocation and Designation: The site falls within the Twickenham Town Centre Boundary and forms part of the Key Shopping Frontage. It also lies within Twickenham Conservation Area and forms part of a Building of Townscape Merit.

Planning history: The unit is the subject of a pending application seeking full planning permission for the change of use from Class A1 to Class A3 (LPA reference: unknown). The accompanying documentation confirms that the unit is intended to be occupied by an ice cream and dessert shop.

Availability: The unit is being marketed on a leasehold basis only and is thus considered unavailable, as Lidl require freehold premises. Notwithstanding, the pending application for the Class A3 use of the unit suggests that the landlord of the unit has agreed terms with an interested party, subject to the grant of planning permission. The unit is therefore unavailable.

Suitability: The unit is too small to accommodate a Lidl foodstore, even when applying flexibility. Moreover, the unit does not provide any associated car parking or a dedicated service area. The site is therefore wholly unsuitable for Lidl.

Viability: As the site is unavailable for freehold purchase (or not expected to become available within a reasonable period) and highly unsuitable, there is no requirement to consider viability.

SUMMARY

The site is unavailable and unsuitable for the proposed Lidl store.

SITE 4



Site Name: 31 and 33 – 35 York Street, Twickenham

Address: 31 and 33 – 35 York Street, Twickenham, TW1 3JZ

Sequential Location: Edge-of-centre

Area: The site comprises two adjoining ground floor units. No. 31 York Street measures 325 sq.m GIA and No. 33 – 35 measures 155 sq.m GIA. Taken together, the units provide 480 sq.m floorspace (GIA).

Existing Use: The existing lawful use of No. 31 is Class A3 and was last occupied by a restaurant. The existing lawful use of No. 33 – 35 is Class A4 and was last in use as a public house.

Surrounding Uses: The site is surrounded by main town centre uses, fronting York Street. Uses include estate agents, dry cleaners, restaurants and public houses. To the rear of the building, Arragon Road provides access to the Twickenham Telephone Exchange.

Ownership: The units are privately owned.

Development Plan Allocation and Designation: The site falls within the Twickenham Town Centre Boundary. It also lies within Twickenham Conservation Area and forms part of a Building of Townscape Merit.

Planning history: There is no relevant planning history.

Availability: Each ground floor unit is being marketed independently, on a leasehold basis only. The units are thus considered unavailable, as Lidl require freehold premises.

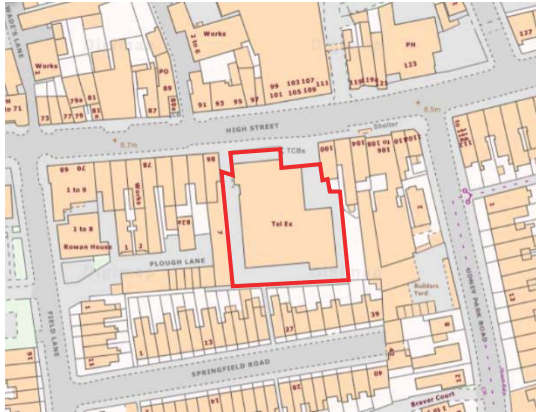
Suitability: The units are much too small to accommodate a Lidl foodstore, even when applying flexibility. Moreover, the units do not provide any associated car parking or sufficient room for servicing and are restricted in terms of their redevelopment potential, given their location in a Building of Townscape Merit. The units are therefore highly unsuitable for a Lidl foodstore.

Viability: As the site is unavailable for freehold purchase (or not expected to become available within a reasonable period) and highly unsuitable, there is no requirement to consider viability.

SUMMARY

The site is unavailable and unsuitable for the proposed Lidl store.

SITE 5



Site Name: Telephone Exchange, Teddington

Address: 88 High Street, Teddington, TW1 18JD

Sequential Location: In-centre

Area: The site provides an area of 0.16 hectares.

Existing Use: The building on site currently operates as a telephone exchange. The site also provides a small area of hardstanding, used for car parking.

Surrounding Uses: The site is surrounded by main town centre uses along High Street. Uses include restaurants and public houses, a foodstore, takeaways and other retail uses. The back gardens of the properties along Springfield Road adjoin the rear of the site.

Ownership: British Telecom

Development Plan Allocation and Designation: The site is allocated (SA5) within the Local Plan for commercial and retail use at ground floor level, fronting High Street, with offices and residential accommodation above. The building also forms part of a Key Shopping Frontage and lies within Teddington Town Centre. It is within Teddington High Street Conservation Area and an Archaeological Priority Area.

Planning history: The site is the subject of a pending application for the erection of a rooftop radio base station (LPA reference: 18/0128/TEL). There is no further relevant planning history.

Availability: The pending application for the installation of a radio base station on the roof of the building is, in our opinion, a clear endorsement that the site owner or occupier is willing to invest in its operations on site. Given this and the building's current use as a telephone exchange, the site is considered to be unavailable at present. The site is also unlikely to become available within Lidl's timetable for the delivery of the proposed foodstore.

Suitability: The site is too small to accommodate a Lidl foodstore, even after applying flexibility. Moreover, it is not large enough to provide the level of associated car parking and servicing required by Lidl. The site is therefore highly unsuitable.

Viability: As the site is unavailable and highly unsuitable, there is no requirement to consider viability.

SUMMARY

The site is unavailable and unsuitable for the proposed Lidl store.

SITE 6



Site Name: Teddington Delivery Office, Teddington

Address: Teddington Delivery Office, 19 High Street, Teddington, TW11 8EG

Sequential Location: In-centre

Area: The site provides an area of 604 sq.m.

Existing Use: The building on site operates as a delivery sorting office. There is a small area of associated hardstanding to the side of the building, off Elmfield Avenue, currently used for car parking.

Surrounding Uses: The site is surrounded by residential properties to the rear, accessible via Elmfield Avenue. The building fronts High Street to the south and this comprises a number of main town centre uses including estate agents, a foodstore and offices.

Ownership: Royal Mail Group Limited

Development Plan Allocation and Designation: The site is allocated (SA6) within the Local Plan for commercial and retail use at ground floor level, fronting High Street, with offices and residential accommodation at upper level and to the rear. The building also forms part of a Key Shopping Frontage within Teddington Town Centre and lies within Teddington High Street Conservation Area.

Planning history: The site has no relevant planning history.

Availability: The site is not being actively marketed at present. Given its current state of occupancy and use as a delivery sorting office for Royal Mail, the site is unlikely to become available within Lidl's timetable for the delivery of the proposed foodstore. The site is therefore unavailable.

Suitability: The site is much too small to accommodate a Lidl foodstore, even after applying flexibility. Moreover, it is not large enough to provide the level of associated car parking and servicing required by Lidl. The site is therefore highly unsuitable.

Viability: As the site is unavailable and highly unsuitable, there is no requirement to consider viability.

SUMMARY

The site is unavailable and unsuitable for the proposed Lidl store.

APPENDIX 5

Table 1: Proposed Floorspace and Turnover

Scenario	Sales Area	Convenience Sales Area	Convenience Sales Density	2017	2022
	(sq.m)	(sq.m)	(£/sq.m)	(£m)	(£m)
Proposed Lidl Store	1,596	1,277	£3,138	4.01	4.01

Notes

1. Lidl sales area split 80% convenience / 20% comparison.
2. Lidl convenience sales density sourced from LBRuT Retail Study.
3. No increase in convenience sales density has been assumed in line with the LBRUT Retail Study.

Table 2: Convenience Goods Expenditure Per Capita

Zone	2019 (£m)	2022 (£m)
1	£2,360	£2,417
2	£2,169	£2,221
3	£2,132	£2,184
4	£2,139	£2,191
5	£2,192	£2,245
6	£2,285	£2,340
7	£2,410	£2,468

Notes

1. Expenditure per capita figures rolled forward to 2022 using 0.8% growth rate in accordance with LBRuT Retail Study.
2. Excludes special forms of trading.
3. Figures expressed at 2012 prices.

Lidl UK GmbH
South Street, Fulwell

Table 3: Population Estimates

Zone	2019	2022
1	22,945	23,562
2	34,280	34,951
3	32,639	32,922
4	33,244	33,687
5	20,738	21,068
6	23,787	24,193
7	33,679	34,321

Note

1. 2019 figures derived from LBRuT Retail Study and estimated at 2022.

Lidl UK GmbH
South Street, Fulwell

Table 4: Total Convenience Expenditure Pot

Zone	2022 (£m)
1	£56.95
2	£77.64
3	£71.89
4	£73.80
5	£47.30
6	£56.62
7	£84.71
Total	£468.91

Note

1. Total figures for each zone sourced from Tables 2 and 3.

Lidl UK GmbH
 South Street, Fulwell

Table 5: 2014 Convenience Goods Market Shares

Location / Foodstore Provision	Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Zone 6	Zone 7	Inflow
	%	%	%	%	%	%	%	%
Twickenham Town Centre	0.3%	38.3%	13.5%	4.0%	0.8%	3.9%	0.4%	15%
Teddington Town Centre	0.0%	4.1%	0.6%	41.8%	0.9%	0.0%	0.0%	15%

Note

1. Convenience goods market shares sourced from LBRuT Retail Study.
2. Expenditure inflow sourced from LBRuT Retail Study.

Table 6: Convenience Goods Expenditure at 2022

Location / Foodstore Provision	Zone 1 (£m)	Zone 2 (£m)	Zone 3 (£m)	Zone 4 (£m)	Zone 5 (£m)	Zone 6 (£m)	Zone 7 (£m)	Sub-Total (£m)	Inflow %	Total (£m)
Twickenham Town Centre	£0.17	£29.74	£9.70	£2.95	£0.38	£2.21	£0.34	£45.49	15%	£52.31
Teddington Town Centre	£0.00	£3.18	£0.43	£30.85	£0.43	£0.00	£0.00	£34.89	15%	£40.12

Note

1. Total figures for each zone sourced from Tables 4 and 5.

Table 7: Solus Impact Assessment

Location / Foodstore Provision	Pre-Impact Turnover at 2022		Trade Diversion to Proposed Development		Residual Convenience Turnover at 2022		Solus Impact at 2022	
	£m	%	£m	%	£m	%	£m	%
Within Catchment Area								
Twickenham Town Centre*								
Total	52.31	20%	0.80		51.51		2%	
Teddington Town Centre*								
Total	40.12	18%	0.72		39.40		2%	
Hampton Hill Local Centre								
Tesco Express, High Street	1.62	2%	0.08		1.54		5%	
Sainsburys Local, High Street	3.55	2%	0.08		3.47		2%	
Total	5.17	4%	0.16		5.01		3%	
All Other Convenience Stores								
Sainsburys, Uxbridge Road	50.10	40%	1.60		48.50		3%	
Sainsburys Local, Staines Road	2.90	2%	0.08		2.82		3%	
Small Convenience Stores	-	1%	0.04		-		-	
Outside Catchment Area								
Sainsburys, Tangle Park Road	11.34	8%	0.32		11.02		3%	
Little Waitrose, Percy Road	6.22	4%	0.16		6.06		3%	
All Other Convenience Foodstores	-	3%	0.12		-		-	
Total		100%	4.01					

Notes

1. Pre-impact turnovers utilise benchmark figures with sale densities sourced from LBRuT Retail Study unless stated otherwise.
2. No increase in convenience sales density has been assumed in line with the LBRuT Retail Study.
3. Benchmark turnovers calculated using floorspace figures sourced from LBRuT Retail Study or ProMap (2018).
4. * Pre-impact turnovers are survey derived. See Table 5.
5. Figures expressed at 2012 prices.

Table 8: Trade Diversion to Lidl, East Twickenham

Local Centre / Foodstore Provision	Convenience Benchmark Turnover at 2022	Trade Diversion to Lidl, East Twickenham at 2022	
		%	£m
Within Catchment Area	£m	%	£m
Richmond Major Town Centre	51.94	32%	0.93
Total	51.94	32%	0.93
St Margarets Local Centre	4.45	9%	0.26
Total	4.45	9%	0.26
East Twickenham Local Centre	2.56	5%	0.15
Total	2.56	5%	0.15
All Other Convenience Stores		3%	0.09
Outside Catchment Area			
Waitrose, London Road	23.77	7%	0.20
Iceland, King Street	3.39	5%	0.15
Lidl, High Street	1.39	4%	0.10
Iceland, High Street	3.23	5%	0.13
Sainsbury's, Richmond Road	46.26	15%	0.44
All Other Convenience Foodstores	-	16%	0.45
Total		100%	2.92

Notes

1. Benchmark turnover (£2.92m) sourced from Retail Statement (WP, June 2016) which accompanied planning application: 16/2777/FUL.
2. No increase in convenience sales density has been assumed in line with the LBRUT Retail Study.
3. Trade diversion figures sourced from Retail Statement (WP, June 2016) which accompanied planning application: 16/2777/FUL.
4. Turnovers for centres / destinations expressed as a benchmark.

Table 9: Cumulative Impact Assessment

Location / Foodstore Provision	Pre-impact Turnover at 2022		Trade Diversion to Lidl, East Twickenham at 2022		Residual Turnover after Lidl, East Twickenham		Impact After Committed Development		Trade Diversion to Proposed Development		Residual Convenience Turnover at 2022		Cumulative Impact at 2022	
	£m	%	£m	%	£m	%	£m	%	£m	%	£m	%	£m	%
Within Catchment Area														
Twickenham Town Centre *														
Total	52.31		0.35	17%	51.96	1%	0.66	51.30	2%	0.66	51.30	2%		
Teddington Town Centre*														
Total	40.12		-	18%	40.12	-	0.72	39.40	2%	0.72	39.40	2%		
Hampton Hill Local Centre														
Tesco Express, High Street	1.62		0.02	2%	1.60	1%	0.06	1.54	2%	0.06	1.54	5%		
Sainsburys Local, High Street	3.55		-	2%	3.55	-	0.08	3.47	2%	0.08	3.47	2%		
Total	5.17		0.02	4%	5.15	0%	0.14	5.01	3%	0.14	5.01	3%		
All Other Convenience Stores														
Sainsburys, Uxbridge Road	50.10		-	40%	50.10	-	1.60	48.50	3%	1.60	48.50	3%		
Sainsburys Local, Staines Road	2.90		-	2%	2.90	-	0.08	2.82	3%	0.08	2.82	3%		
Small Convenience Stores	-		-	1%	-	-	0.04	-	-	0.04	-	-		
Outside Catchment Area														
Lidl, East Twickenham														
Lidl, East Twickenham	2.92		-	5%	2.92	-	0.20	2.72	7%	0.20	2.72	7%		
Sainsburys, Tangle Park Road	11.34		-	8%	11.34	-	0.32	11.02	3%	0.32	11.02	3%		
Little Waitrose, Percy Road	6.22		-	4%	6.22	-	0.16	6.06	3%	0.16	6.06	3%		
All Other Convenience Foodstores	-		-	2%	-	-	0.08	-	-	0.08	-	-		
Total				100%			4.01			4.01				

Notes

1. Pre-impact turnovers sourced from Table 7
2. Trade diversion figures to Lidl, East Twickenham sourced from Table 8.
3. Figures expressed at 2012 prices.