

Application reference: 21/4099/FUL TEDDINGTON WARD

Date application received	Date made valid	Target report date	8 Week date
30.11.2021	21.03.2022	16.05.2022	16.05.2022

Site:

Sugden Hall, Station Road, Teddington, TW11 9AA

Proposal:

Change of use from F1 (learning and non-residential institutions) to E medical (mental therapy).

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

APPLICANT NAME

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QUADRANT
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AGENT NAME

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DC Site Notice: printed on 21.03.2022 and posted on 01.04.2022 and due to expire on 22.04.2022

Consultations:

Internal/External:

Consultee

LBRUT Transport
14D Urban D
14D POL

Expiry Date

04.04.2022
04.04.2022
04.04.2022

Neighbours:

11 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
5 Station Road, Teddington, TW11 9AA, - 21.03.2022
5A Station Road, Teddington, TW11 9AA, - 21.03.2022
14 Christchurch Avenue, Teddington, TW11 9AB - 21.03.2022
1 Teddington Business Park, Station Road, Teddington, TW11 9BQ, - 21.03.2022
3rd Teddington Scout Group, Station Road, Teddington, TW11 9AA, - 21.03.2022
,, TW11 9AA - 21.03.2022
8 Churcham House, 1 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
Flat 7, 3 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
Flat 6, 3 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
Flat 5, 3 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
Flat 4, 3 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
Flat 3, 3 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
Flat 2, 3 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
Flat 1, 3 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
Flat 2, 8 Cedar Road, Teddington, TW11 9AL, - 21.03.2022
Flat 1, 8 Cedar Road, Teddington, TW11 9AL, - 21.03.2022
11C Station Road, Teddington, TW11 9AA - 21.03.2022
11B Station Road, Teddington, TW11 9AA - 21.03.2022
11A Station Road, Teddington, TW11 9AA - 21.03.2022
Cairns House, 10 Station Road, Teddington, TW11 9AA, - 21.03.2022
11 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
9 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
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7 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 5 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 2 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 7 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
 5 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
 1 Bridgeman Road, Teddington, TW11 9AJ, - 21.03.2022
 12 Cedar Road, Teddington, TW11 9AL, - 21.03.2022
 14 Cedar Road, Teddington, TW11 9AL, - 21.03.2022
 10 Cedar Road, Teddington, TW11 9AL, - 21.03.2022
 Park House, Station Road, Teddington, TW11 9AD, - 21.03.2022
 11E Station Road, Teddington, TW11 9AA, - 21.03.2022
 7 Station Road, Teddington, TW11 9AA, - 21.03.2022
 9 Bridgeman Road, Teddington, TW11 9BL, - 21.03.2022
 12 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 10 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 30 Avenue Gardens, Teddington, TW11 0BH, - 21.03.2022
 6 Park Road, Hampton Hill, TW12 1HB - 21.03.2022
 Second Floor, 6 Park Road, Hampton Hill, Hampton, TW12 1HB, - 21.03.2022
 6 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 4 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 3 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 1 Christchurch Avenue, Teddington, TW11 9AB, - 21.03.2022
 Davies, Acting Cub Scout Leader, 3rd Teddington Scout Group, Station Road, Teddington TW11 9AA - 21.03.2022
 29 St Marys Avenue, Teddington, TW11 0HZ, - 21.03.2022
 65 Elmfield Avenue, Teddington, TW11 8BX, - 21.03.2022
 56 WEST END LANE, ESHER, KT10 8LF - 21.03.2022
 Miles Morris, 56 West End Lane, Esher, KT10 8LF - 21.03.2022
 8 Christchurch Avenue, Teddington, TW11,, - 21.03.2022
 11D Station Road, Teddington, TW11 9AA - 21.03.2022
 9 Station Road, Teddington, TW11 9AA, - 21.03.2022
 Asquith Day Nursery, 16 Cedar Road, Teddington, TW11 9AL, - 21.03.2022
 6 Cedar Road, Teddington, TW11 9AL, - 21.03.2022

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

<u>Development Management</u> Status: GTD Date:10/05/1977	Application:77/0179 Continuation of use of a prefabricated garage for the storage of Scout equipment.
<u>Development Management</u> Status: GTD Date:22/07/1982	Application:82/0641 Continuation of use of prefabricated garage for the storage of scout equipment.
<u>Development Management</u> Status: GTD Date:14/10/1987	Application:87/1346 Continuation of use of prefabricated garage for the storage of scout equipment.
<u>Development Management</u> Status: GTD Date:15/02/1974	Application:73/2561 Erection of a prefabricated garage to provide storage for scout equipment.
<u>Development Management</u> Status: WDN Date:01/10/2018	Application:18/1221/FUL Demolition of the existing church hall (Sugden Hall) and concrete shed. Erection of replacement church hall at ground floor with two flats to first floor (1 x 1 bed and 1 x 2 bed flats) and associated refuse and cycle stores
<u>Development Management</u> Status: REF Date:11/07/2019	Application:19/0883/FUL Demolition of the existing church hall and shed and erection of a two storey building comprising replacement church hall to ground floor and 2 no. flats (1 x 1 bed and 1 x 2 bed) on first floor and associated cycle and refuse stores. Installation of new pedestrian access gate.
<u>Development Management</u> Status: WDN	Application:20/1608/FUL

Date:02/11/2020

Demolition of existing ground floor and part first floor of church hall and ancillary space, to be replaced with a new church hall at ground floor plus ancillary space and 2 no. flats (2 x 1B2P) at first floor; associated bin storage and cycle parking.

Development Management

Status: REF

Date:14/10/2021

Application:21/2524/FUL

CHANGE OF USE FROM F1 (LEARNING AND NON-RESIDENTIAL INSTITUTIONS) TO E MEDICAL (MENTAL THERAPY).

Development Management

Status: PDE

Date:

Application:21/4099/FUL

Change of use from F1 (learning and non-residential institutions) to E medical (mental therapy).

Application Number	21/4099/FUL
Address	Sugden Hall Station Road Teddington TW11 9AA
Proposal	Change of use from F1 (learning and non-residential institutions) to E medical (mental therapy).
Contact Officer	Alice Murphy
Legal Agreement	YES agreement dated 19th December 2022 – restricting parking permits – restricting other uses within Class E.

1. INTRODUCTION

This application is of a nature where the Council's Constitution delegates the authority to make the decision to Officers rather than it being determined by the Planning Committee.

Before preparing this summary report the planning officer has reviewed site photos, considered any relevant previous planning applications in relation to the development and considered any comments made by those interested in the application such as consultees with specialist knowledge and nearby residents.

By indicating that the development proposal complies with relevant Local Plan Policies, the planning officer is taking into account the information submitted with the application, any previous relevant applications, observations during the site visit, any comments received in connection with the application and any other case specific considerations which are material to the decision.

2. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

The proposal site relates to Sugden Hall, situated on the east side of Station Road, Teddington, TW11 9AA, Teddington ward. Sugden Hall is a part- two-storey, part-single-storey flat-roofed building adjacent to Christ Church, which is a Building of Townscape Merit (BTM) of gothic architecture. The hall itself is not a BTM. The site is located in the CA37 High Street Conservation Area and Character Area 5 (High Street Teddington) of the Hampton Wick and Teddington Village Planning Guidance. There are no statutorily listed buildings to consider. South east of the site is another BTM, No. 3 Bridgeman Road, a two-storey with lower-ground floor detached dwelling.

Other site designations and constraints include:

- Area Susceptible to Groundwater Flooding (part \geq 50% <75%, and part <75%)
- Article 4 Direction restricting basement development;
- Critical Drainage Area (Environment Agency) (Teddington)
- Site of Archaeological Priority (English Heritage) (Site: Teddington – Early Medieval settlement)
- Brownfield Land Register (Christ Church Station Road Teddington);
- Teddington District Centre

The High Street (Teddington) Conservation Area 37 Statement describes the character of the area thus:

'High Street (Teddington) conservation area forms part of the varied busy commercial centre and good quality residential areas extending from the High Street of Teddington. It has a traditional high street character of mainly specialist shopping, importantly retaining an exceptional number of fine original shopfronts and some remarkable single storey shop units built on the frontage of older houses. This is a unifying feature of the area. There is a series of revealing views along the wide enclosed and gently curving street to the West and East, between the higher ground of the railway bridge and roundabout and down towards the riverside and the landmark St Alban's Church. The street is enclosed by an eclectic mix of predominately two storey traditional brick 18th century and later Victorian buildings on distinctively narrow plots to the North side, addressing the more imposing three storey Edwardian shopping parades, in well detailed red and yellow brick, to the South side. The variety of building forms, facades and roofscape here provides great interest and diversity to the street scene. Key buildings include the listed 18th century buildings of Elmfield House and nos.79-85 and the exceptional "Modern" building of Lloyds Bank (no.23) with its distinctive concave stone frontage. Larger apartment and office developments either side of Elmfield House (Harlequin House & Rutherford House) detract from the Conservation Area due their height and appearance, however their key locations mean that any redevelopment of these sites will have a bearing upon the character and appearance of the conservation area. Other earlier buildings along Waldegrave Road are the Meadow Cottages, and the Public House with the small terraces of dwellings (No.s 13-21) and the historic warehouse building behind (No.23) which evidence the historic form and function of this part of Teddington which once contained more industrial/workshop uses.'

The Village Planning Guidance for the area reinforces the character summary above, as well as identifying the following relevant threats from development:

- Loss of architectural features and materials due to unsympathetic alterations;
- New development that does not complement the existing built form, particularly in terms of height and massing.
- Conflict in building form between commercial and residential properties including ventilation, and other features such as storage and servicing;
- Loss of front boundary treatments and front gardens for car parking;
- Domination of traffic and poor pedestrian safety, leading to clutter of signage and street furniture.

The site has a Public Transport Accessibility Level (PTAL) rating of 3, which is considered 'moderate' on a scale of 0 to 6b with 0 being worst and 6b being best. Zone T – Teddington Controlled Parking Zone (CPZ) is in operation in the area Monday to Friday 8.30am to 10.30am. The site property is eligible for parking permits.

3. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

Proposal

The application seeks full planning permission for: 'Change of use from F1 (learning and non-residential institutions) to E medical (mental therapy).

The application follows the refusal of a similar scheme under application reference 21/2524/FUL on 14/10/2021.

Amendments

The following additional information was received during the course of the assessment:

- BREEAM Assessment – Received 15/07/2022
- Building Regulations Part L report – Received 15/07/2022
- Amended set of drawings to address previous labelling error regarding 'proposed' and 'existing' and proposed plans showing the new proposed internal layout – Received 15/07/2022
- Amended Sustainable Construction Checklist to reflect all energy saving measures proposed – Received 15/07/2022
- Fire Safety Strategy – Received 15/07/2022

The above was not considered to materially change the scheme and so neighbour re-consultation was not considered necessary.

Planning history

The comprehensive list of planning history can be found above however the most relevant planning history is as follows:

- 77/2561 – Erection of a prefabricated garage to provide storage for scout equipment. – Planning Permission APPROVED 15/02/1974
- 82/0641 – Continuation of use of prefabricated garage for the storage of scout equipment. – Planning Permission APPROVED 22/07/1982
- 87/1346 – Continuation of use of prefabricated garage for the storage of scout equipment. – Planning Permission APPROVED 14/10/1987
- 18/1221/FUL – Demolition of the existing church hall (Sugden Hall) and concrete shed. Erection of replacement church hall at ground floor with two flats to first floor (1 x 1 bed and 1 x 2 bed flats) and associated refuse and cycle stores. – WITHDRAWN 01/10/2018
- 19/0883/FUL – Demolition of existing church hall and shed and erection of a two-storey building comprising replacement church hall to ground floor and 2 no. flats (1 x 1bed and 1 x 2 bed) on first floor and associated cycle refuse /stores. Installation of new pedestrian access gate. – Planning Permission REFUSED 19/0883/FUL. *Reasons for refusal –*
 - *Design, Heritage Assets and Local Character – The proposed development by reason of its siting, design, proportion, mass and bulk would result in the introduction of a cramped and out of scale form of overdevelopment which would close important gaps between buildings in the street scene, provide inadequate space for soft landscaping, disrupt the setting of the adjoining Building of Townscape Merit (BTM) and appear incongruous with the character, appearance and pattern of development found in this part of the Conservation Area thereby detracting from its appearance and character. The proposal is therefore contrary to the aims and objectives of the NPPF, policies LP1, LP3, LP4 and LP39 of the Local Plan (2018) as well as Supplementary Planning Documents: 'Design Quality' (2006), Character Area Village Planning - Hampton Wick & Teddington' (2017) and 'Small and Medium Housing Sites' (2006).*

- *Affordable Housing* – In the absence of a binding agreement to secure an appropriate financial contribution towards affordable housing, the development fails to address the identified housing need and would be prejudicial to meeting the Council's affordable housing objectives and is therefore contrary to the NPPF and Local Plan, in particular Policy LP36 of the Local Plan 2018 and adopted Supplementary Planning Document: Affordable Housing (2014).
- *Amenity* – The proposed scheme by reason of its siting, scale, area of site coverage by building and poor juxtaposition with neighbouring residential properties would be significantly detrimental to the current amenity afforded to their occupants through being overborne, loss of light, visual intrusion and loss privacy from overlooking contrary to policy LP8 of the Local Plan (2018) and Supplementary Planning Document: 'Small and Medium Housing Sites' (2006).
- 21/1608/FUL – Demolition of existing ground floor and part first floor of church hall and ancillary space, to be replaced with a new church hall at ground floor plus ancillary space and 2 no. flats (2 x 1B2P) at first floor; associated bin storage and cycle parking. – WITHDRAWN 02/11/2020
- 21/2524/FUL – Change of use from F1 (learning and non-residential institutions) to E medical (mental therapy). – Planning Permission REFUSED 14/10/2021. Reasons for refusal –
 - *Land Use* – In the absence of any supporting information, the application fails to demonstrate that there is no longer an identified need for use of the site as a church hall and/or that it no longer meets users' needs. Further, no information has been submitted to demonstrate that the church hall is being adequately re-provided in a different way or elsewhere in a convenient alternative location accessible to the current community it supports, or that there are sufficient alternative facilities in the locality. Similarly, no information has been provided demonstrating that the proposed new use provides for an identified need, would be of a high quality and inclusive design providing access for all and provided in multi-use, flexible and adaptable buildings or co-located with other social infrastructure uses which increases public access. As such, the application fails to comply with Policy LP28 Parts B and C of the Local Plan (2018).
 - *Transport / Highways* – In the absence of cycle parking provision, lack of detailed information regarding site users and likely trip number generations, and the failure to enter into a legal agreement to restrict the eligibility of the site users' eligibility to parking permits, the application fails to demonstrate that the development would not lead to an unacceptable increase in offsite parking to the detriment of the free flow of traffic and highways and pedestrian safety. As such, the application fails to comply with the Policies T5 and T6 of the London Plan (2021), LP44 and LP45 of the Local Plan (2018) and the Council's Transport SPD (June 2020).

4. CONSULTATIONS CARRIED OUT

The list of neighbours notified of this application are listed above.

No letters of public representation were received.

Internal consultation

- Policy – No comments received
- Transport – No objection
- Urban Design – No objection

Internal consultee comments are incorporated into the main body of the assessment.

5. MAIN POLICIES RELEVANT TO THE DECISION

NPPF (2019)

The key chapters applying to the site are:

4. Decision-making
6. Building a strong, competitive economy
7. Ensuring the vitality of town centres
9. Promoting sustainable transport
11. Making effective use of land
12. Achieving well-designed places
14. Meeting the challenge of climate change, flooding and coastal change
15. Conserving and enhancing the natural environment
16. Conserving and enhancing the historic environment

These policies can be found at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

London Plan (2021)

The main policies applying to the site are:

Policy D12 Fire Safety

Policy T5 Cycling

Policy T6 Car Parking

Policy HC1 Heritage Conservation and Growth

These policies can be found at: https://www.london.gov.uk/sites/default/files/the_london_plan_2021.pdf

Richmond Local Plan (2018)

The main planning considerations applying to the site and the associated Local Plan policies are:

Issue	Local Plan Policy	Compliance	
Local Character and Design Quality	LP1	Yes	No
Impact on Designated Heritage Assets	LP3	Yes	No
Impact on Non-Designated Heritage Assets	LP4	Yes	No
Impact on Amenity and Living Conditions	LP8	Yes	No
Local Environmental Impacts, Pollution, Land Contamination	LP10	Yes	No
Development in Centres	LP25	Yes	No
Social and Community Infrastructure	LP28	Yes	No
Health and Wellbeing	LP30	Yes	No
Sustainable Travel Choices	LP44	Yes	No
Parking Standards and Servicing	LP45	Yes	No

These policies can be found at

https://www.richmond.gov.uk/media/15935/adopted_local_plan_interim.pdf

Supplementary Planning Documents

Buildings of Townscape Merit

Design Quality

Development Control for Noise Generating and Noise Sensitive Development

Transport

Refuse and Recycling Storage Requirements

Hampton Wick and Teddington Village Planning Guidance

Conservation Areas

These policies can be found at:

https://www.richmond.gov.uk/services/planning/planning_policy/local_plan/supplementary_planning_documents_and_guidance

Other Local Strategies or Publications

Other strategies or publications material to the proposal are:

Article 4 Direction – restricting basement development

CA 37 High Street Teddington Conservation Area Statement/Study

Determining applications in a Conservation Area

In considering whether to grant planning permission with respect to any buildings or other land in a conservation area, Section 72 of the Planning (Listed buildings and Conservation Areas) Act 1990 requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area. In this context, "preserving", means doing no harm.

To give effect to that duty, decisions of the court have confirmed that for development proposed to be carried out in a conservation area, a decision-maker should accord "considerable importance and weight" to the desirability of preserving or enhancing the character or appearance of the conservation area, when weighing

this factor in the balance with other material considerations which have not been given this special statutory status. This creates a strong presumption against granting planning permission where harm to the character or appearance of a conservation area is identified. The presumption can be rebutted by material considerations powerful enough to do so.

In applications where the decision-maker is satisfied that there will be no harm to the character or appearance of a conservation area, the statutory presumption against granting planning permission described above falls away. In such cases the development should be permitted or refused in accordance with the policies of the development plan and other material considerations.

6. EXPLANATION OF OFFICER RECOMMENDATION

The key issues for consideration are:

- i Principle of Development/Land Use
- ii Design and Impact on Heritage Assets
- iii Impact on Neighbour Amenity
- iv Land Contamination
- v Fire Safety
- vi Highways and Transport
- vii Previous Reasons for Refusal

Issue i – Principle of Development/Land use

Loss of community use

The lawful use of the site is a church hall which is F1 Use Class (Learning and non-residential institutions). Local Plan Policy LP28 (Social and Community Infrastructure) is therefore relevant.

LP28 Part C states that the loss of social or community infrastructure will be resisted. Proposals involving the loss of such infrastructure will need to demonstrate clearly:

1. that there is no longer an identified need for the facilities or they no longer meet the needs of the users and cannot be adapted; or
2. that the existing facilities are being adequately re-provided in a different way or elsewhere in a convenient alternative location accessible to the current community it supports, or that there are sufficient alternative facilities in the locality; and
3. the potential of re-using or redeveloping the existing site for the same or alternative social infrastructure use for which there is a local need has been full assessed.

The application proposes change of use of the site from church hall to mental health therapy. Thus the provision of social infrastructure would be continued and so Point 3 of Policy LP28 Part C is considered to be met.

The previous application was refused because no information had been submitted to demonstrate that there is no longer an identified need for use of the site as a church hall and/or that it no longer meets users' needs. Further, no information was been submitted to demonstrate that the church hall is being adequately re-provided in a different way or elsewhere in a convenient alternative location accessible to the current community it supports, or that there are sufficient alternative facilities in the locality.

The resubmitted scheme is accompanied by a planning statement prepared by the applicant's agent. This confirms that the Scouts moved into Sugden Hall in the late 1950s and then left in 2014 when they moved to Udney Park Pavilion in Teddington, which they still use. The original church building in Station Road was used by the Church until around 2013-14, when the insurers deemed it unsafe and they started using the current church building in Christchurch Avenue. The original church building in Station Road was sold in 2015 and is now flats. The current church building in Christchurch Avenue was built in 1974 and was refurbished between 2015-2017. The church then moved permanently into the refurbished church building. The outcome of this is that both the Scouts and the church have now achieved suitable accommodation in the area. Officers are therefore satisfied that criteria 1 and 2 of Policy LP28 Part C are now met.

Principle of new use / mental health therapy service

Local Plan Policy LP25 Part C relates to new social and community infrastructure. This states that proposals for new or extensions to existing social and community infrastructure will be supported where:

1. it provides for an identified need;
2. is of a high quality and inclusive design providing access for all; and

3. where practicable is provide din multi-use, flexible and adaptable buildings or co-located with other social infrastructure uses which increases public access.

The previous application was refused on the grounds that no details of how any of the above points would be met had been provided. As such, whilst the principle of a mental health therapy service was noted to likely be supported, subject to the loss of the community hall being justified, the application failed to comply in its current form with Policy LP35 Part B.

The planning statement accompanying the resubmitted scheme confirms that the applicant has pre-let the building to a company called Attachment Matters owned by a Hampton-based therapist. Attachment Matters, currently based in Mortlake, provides primarily children's therapy for local authorities/health trusts/social services/post-adoption.

The applicant has explained that the current space suits Attachment Matters' operation well in that it provides a mixture of individual consultation rooms (5 in total), a large training space, a kitchen for normal kitchen use and cooking therapy. Co-location in an existing facility does not suit Attachment Matters' clients as it is aimed predominantly at the under 18-20 age group with attachment issues, and not a general mental health grouping with a large age and ability difference.

The building is being completely refurbished throughout to provide new enhanced insulation, new plasterboard linings, walls and ceilings to achieve fire and acoustic separation, new electrical installation including low energy fittings and fire alarm, new accessible WC provision, and new kitchen. Externally the building is being redecorated and refurbished and the courtyard to the front is having cycle parking and planting provided. Officers are therefore satisfied that criteria 3 of Policy LP28 Part C are now met.

To conclude, the loss of the church hall has been justified and the principle of a new mental health service provision in the vicinity is supported. It is recommend that a condition be attached restricting use of the site to social infrastructure/community uses within Use Class E. The application is considered to have an acceptable land use in accordance with Policy LP28 of the Local Plan.

Issue ii- Design and impact on heritage assets

The statutory duty in Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special attention is paid to the desirability of preserving or enhancing the character or appearance of a conservation area on the exercise of planning functions.

According to the NPPF, paras 199 - 208, great weight should be given to the conservation of designated assets when considering the impact of a proposed development on the significance of a designated heritage asset. Para. 203 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application.

Local Plan Policy LP1 states that new development must be of a high architectural and urban design quality based on sustainable design principles. Development must be inclusive, respect local character including the nature of a particular road, and connect with, and contribute positively to, its surroundings based on a thorough understanding of the site and its context.

Local Plan Policy LP3 states that the Council will continue to protect areas of special significance by designating conservation areas. It is particularly important that any scheme not only preserves but positively enhances the conservation area.

Policy LP4 of the Local Plan states that the Council will seek to preserve, and where possible, enhance the significance, character and setting of non-designated heritage assets, including BTMs.

Further guidance can be found in the relevant Village Planning Guidance and the High Street (Teddington) Conservation Area CA37 Statement, and the Council's SPDs on BTMS, and Design Quality.

No external alterations or additions are proposed as part of the application, other than general external redecoration works, which on the plans are shown to be like-for-like. A condition is recommended ensuring that materials match existing. A further condition is recommended ensuring design details of the proposed cycle parking at the rear are submitted to and approved by the local planning authority. The Council's Urban Design Officer has been consulted on the application and raises no concerns. Subject to the above conditions, the application is not considered to impact on the character and appearance of the conservation area, nearby BTMs, the host building or the surrounding area in general.

Issue iii- Impact on Neighbour Amenity

Policy LP8 of the Local states that in considering proposals for development, the Council will seek to protect adjoining properties from unreasonable loss of privacy, pollution, visual intrusion, noise and disturbance. The Officer Planning Report – Application 21/4099/FUL Page 9 Of 14

Council will generally seek to ensure that the design and layout of buildings enables sufficient sunlight and daylight to penetrate into and between buildings and that adjoining land or properties are protected from overshadowing in accordance with established standards.

No external alterations or additions are proposed as part of the application. It is not considered that the change of use from a church hall to a mental health service would materially change the character of the area.

Issue iv – Land Contamination

The site has a Brownfield Land Register designation.

Local Plan Policy LP10 (Local Environmental Impacts, Pollution and Land Contamination) is relevant. Part A states that the Council will seek to ensure that local environmental impacts of all development proposals do not lead to detrimental effects on the health, safety and the amenity of existing and new users or occupiers of the development site, or the surrounding land. These potential impacts can include, but are not limited to, air pollution, noise and vibration, light pollution, odours and fumes, solar glare and solar dazzle as well as land contamination.

No material external alterations, additions or excavation works are proposed as part of the application and no residential accommodation is proposed on site. It is therefore not considered that the potential land contamination would require assessment for an application of this nature.

Issue v – Ecology and Biodiversity

Policy LP15 of the Local Plan states that all new development will be expected to preserve and where possible enhance existing habitats including river corridors and biodiversity features, including trees. Local Plan Policy LP16 seeks to protect existing trees and the provision of new trees, shrubs and other vegetation of landscape significance that complement existing, or create new, high quality green areas, which deliver amenity and biodiversity benefits.

The site has a paved front court and does not contain trees and is not considered to be of any ecological value. Whilst it is officers' opinion that it would be unreasonable under Local Plan Policy LP15 to require details of ecological uplift on site given the nature and scale of the application, which proposes a change of use to a non-residential building with no increase in footprint, it is noted in the Sustainable Construction Checklist that an additional 5sqm of peripheral planting is propose din order maximise the sustainability credentials of the development in accordance with Policy LP22. It is therefore considered prudent to attach a condition securing submission and approval of final landscaping details.

Issue vi – Flood Risk

Policy LP21 of the Local Plan states that all developments should avoid, or minimise, contributing to all sources of flooding, including fluvial, tidal, surface water, groundwater and flooding from sewers, taking account of climate change and without increasing flood risk elsewhere.

The site is in Flood Zone 1 and therefore at low risk of flooding. There are no surface water flooding designations. A Flood Risk Assessment is therefore not required. The site is in an Area Susceptible to Ground Water Flooding. The application does not propose any excavation works or increase in footprint of the existing building thus no further flood risk or sustainable drainage details are required and the application is not considered to result in an undue risk of flooding on site or to the local area.

Issue vii – Sustainability

Policy LP20 of the Local Plan states that the Council will promote and encourage development to be fully resilient to the future impacts of climate change in order to minimise vulnerability of people and property.

Local Plan Policy LP22 relates to sustainable design and construction. The application site is below Part A states that developments will be required to achieve the highest standards of sustainable design and construction in order to mitigate against climate change. Applicants will be required to comply with the following:

- 1. Development of 100sqm or more of non-residential floor space will be required to comply with the Sustainable Construction Checklist SPD;*
- 2. [Non-applicable – this is not a residential development]*
- 3. New non-residential buildings over 100sqm will be required to meet BREEAM 'Excellent' standard [Non-applicable as this is a conversion/change of use.]*
- 4. [Non applicable – The application is not for change of use to residential.]*

Part B of Policy LP22 states that developers are required to incorporate measures to improve energy conservation and efficiency as well as contributions to renewable and low carbon energy generation.

However, there are no specific carbon emissions targets to reach as the application is not a major non-residential building (or residential).

Part D of Policy LP22 states that the Council requires developments to contribute towards the Mayor of London's target of 25% of heat and power to be generated through localised decentralised energy (DE) systems by 2025. All new development will be required to connect with existing decentralised energy systems where feasible. Applicants are required to consider the installation of low, or preferably ultra-low, NOx boilers to reduce the amount of NOx emitted in the borough. Local opportunities to contribute towards DE supply from renewable and low-carbon technologies will be encouraged where appropriate.

Finally, Part E of Policy LP22 states that high standards of energy and water efficiency in existing developments will be supported wherever possible through retrofitting. Householder extensions and other developments proposals that do not meet the thresholds set out in this policy are encouraged to comply with the Sustainable Construction Checklist SPD as far as possible, and opportunities for micro-generation of renewable energy will be supported in line with other policies in the Local Plan.

The application is accompanied by a BREEAM Pre-Assessment Report prepared by a qualified specialist which gives the development a BREEAM score of 70.53% 'Excellent'.

The Sustainable Construction Checklist (SCC) as originally submitted with the application provided a score of 15 which represents a 'Fail: does not comply with SPD Policy' on the SCC matrix. The applicant has submitted a revised SCC to better reflect the energy saving measures set out in the applicant's Planning Statement, including refurb works to improve insulation and new low-energy fittings, as well as some additional periphery planting. The SCC score has been updated to 47.5 which is a rating of C. Whilst a C rating denotes 'minimal effort to increase sustainability beyond general compliance', officers accept that the development is small-scale in nature and relates to a refurb for a change of use, rather than a newly constructed building, thereby making it more difficult to achieve a higher rating. Noting too the 'BREEAM Excellent' score achieved, overall the application is considered to have demonstrated that the development's sustainability credentials have been maximised to a degree which is reasonable, and consequently the scheme is considered to be in compliance with Policies LP20 and LP22 above.

Issue viii – Fire Safety

London Plan Policy D12 requires all development to demonstrate the highest standards of fire safety. Part A relates to minor applications and requires the submission of a Fire Safety Strategy. The applicant has submitted a Fire Safety Strategy which addressed the relevant criteria of Policy D12. The applicant is advised that alterations to existing buildings should comply with the Building Regulations and that this permission is not a consent under the Building Regulations, for which a separate application should be made.

Issue ix – Transport, Parking and Highways

Policy LP44 of the Local Plan states that the Council will work in partnership to promote safe, sustainable and accessible transport solutions, which minimise the impacts of development including in relation to congestion, air pollution and carbon dioxide emissions, and maximise opportunities including for health benefits and providing access to services, facilities and employment.

Local Plan Policy LP45 requires new development to make provision for the accommodation of vehicles in order to provide for the needs of the development, whilst minimising the impact of car-based travel including on the operation of the road network and local environment, and ensuring making the best use of land.

The area has a moderate PTAL of 3 and the area is subject to Twickenham CPZ parking controls Mondays to Fridays 8.30am to 10.30am. The existing site is entitled to permits under its current land use. The proposed site has a GIA of 133sqm.

The previous application was refused on the grounds of absence of cycle parking provision, lack of detailed information regarding site users and likely trip number generations, and the failure to enter into a legal agreement to restrict site users' for parking permits.

The resubmitted scheme provide 5 x cycle parking spaces for employees, located to the rear of the building. This provision is in compliance with the London Plan. It is recommended that final details be secured via condition.

7. LOCAL FINANCE CONSIDERATIONS AND OTHER MATTERS

Section 70(2) of the Town and Country Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. The weight to be attached to a local finance consideration remains a matter for the decision maker. The Mayor of London's CIL and Officer Planning Report – Application 21/4099/FUL Page 11 of 14

Richmond CIL are therefore material considerations.

On initial assessment this development is considered liable for the Mayoral and Richmond CIL however this is subject to confirmation by the CIL Administration Team.

8. RECOMMENDATION

This recommendation is made following careful consideration of all the issues raised through the application process. In making this recommendation consideration has been had to the statutory duties imposed by the Planning (Listed Buildings and Conservation Areas) Act 1990 and the requirements set out in Chapter 16 of the NPPF.

Paragraph 11 of the Framework explains how the presumption in favour of sustainable development applies. For the reasons set out above, this application falls to be determined in accordance with the test under section 38(6) of the 2004 Act, the proposal is in general conformity with the Development Plan overall and there are no material considerations of sufficient weight to justify refusal.

Grant planning permission with conditions

Recommendation:

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

I therefore recommend the following:

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

This application is CIL liable YES* NO
(*If yes, complete CIL tab in Uniform)

This application requires a Legal Agreement YES* NO
(*If yes, complete Development Condition Monitoring in Uniform)

This application has representations online (which are not on the file) YES NO

This application has representations on file YES NO

Case Officer (Initials):AMU.....

Dated:09/01/2023.....

I agree the recommendation: SGS

Senior Planner

Dated:12/1/2023.....

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

Head of Development Management:

Dated:

REASONS:

CONDITIONS:
INFORMATIVES:
UDP POLICIES:
OTHER POLICIES:

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

SUMMARY OF CONDITIONS AND INFORMATIVES

CONDITIONS

INFORMATIVES

U0068295	NPPF Approval paras 38-42
U0068297	Building Regs
U0068296	Composite informative
U0073194	Section 106 Agreement