

Application reference: 22/1075/FUL TEDDINGTON WARD

Date application received	Date made valid	Target report date	8 Week date
29.03.2022	08.06.2022	03.08.2022	03.08.2022

Site:

First Floor Flat, Teddington District Library, Waldegrave Road, Teddington

Proposal:

Change of use of first floor from self-contained residential flat to office. Internal alterations including, upgrading the fire escape route, refurbishment of the kitchen to a tea room and WC facilities . Painting and decorating all rooms and corridors throughout the new offices and stair well to the private entrance.

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

APPLICANT NAME

Cheney Gardner
Richmond Upon Thames Library
Services
The Cottage, Little Green
Richmond
TW9 1QH

AGENT NAME

David Edlin
Wandsworth Town Hall
Wandsworth
SW18 1DW

DC Site Notice: printed on 06.07.2022 and posted on 15.07.2022 and due to expire on 05.08.2022

Consultations:

Internal/External:

Consultee

21D Urban D
14D POL
LBRUT Transport

Expiry Date

27.07.2022
20.07.2022
20.07.2022

Neighbours:

Suite 4,First Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 5,Second Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 3,First Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 4 2nd Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 2,First Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 2 Second Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 9 To 10 Second Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Right Wing First Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Left Wing First Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 7,First Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 6,First Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 5,First Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Ground Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite D,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Second Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 1 Second Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 6 To 7,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Suite 8 Second Floor,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Rooms 1 To 4 First,8 Waldegrave Road,Teddington,TW11 8GT, - 06.07.2022
Upper Floor ,33 Waldegrave Road,Teddington,TW11 8LA - 06.07.2022
41 Waldegrave Road,Teddington,TW11 8LA, - 06.07.2022
35 Waldegrave Road,Teddington,TW11 8LA, - 06.07.2022

31 Waldegrave Road, Teddington, TW11 8LA, - 06.07.2022
 33 Ground Floor Flat, Waldegrave Road, Teddington, TW11 8LA - 06.07.2022
 39 Waldegrave Road, Teddington, TW11 8LA, - 06.07.2022
 37 Waldegrave Road, Teddington, TW11 8LA, - 06.07.2022
 33 Waldegrave Road, Teddington, TW11 8LA, - 06.07.2022
 3 Elmfield Avenue, Teddington, TW11 8BU, - 06.07.2022
 11 Elmfield Avenue, Teddington, TW11 8BU, - 06.07.2022
 9 Elmfield Avenue, Teddington, TW11 8BU, - 06.07.2022
 7 Elmfield Avenue, Teddington, TW11 8BU, - 06.07.2022
 5 Elmfield Avenue, Teddington, TW11 8BU, - 06.07.2022
 Rear Part Lhs Ground Floor, 4 Waldegrave Road, Teddington, TW11 8HT, - 06.07.2022
 4 Waldegrave Road, Teddington, TW11 8HT, - 06.07.2022
 Teddington District Library, Waldegrave Road, Teddington, TW11 8LG, - 06.07.2022

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

Development Management

Status: REF Application: 10/3159/FUL
 Date: 20/12/2010 Removal of 3 timber windows at first floor level on rear elevation and replace with PVCu double glazed units to same fenestration. Replacement of 4 timber sash windows on front elevation at first floor level, retaining existing sash boxes, to same fenestration.

Development Management

Status: REF Application: 10/3368/FUL
 Date: 29/12/2010 Removal of existing timber framed windows to first floor flat and replacement with PVCu double glazed units to match fenestration

Development Management

Status: PCO Application: 22/1075/FUL
 Date: Change of use of first floor from self-contained residential flat to office. Internal alterations including, upgrading the fire escape route, refurbishment of the kitchen to a tea room and WC facilities. Painting and decorating all rooms and corridors throughout the new offices and stair well to the private entrance.

Development Management

Status: PCO Application: 22/1076/LBC
 Date: Change of use of first floor from self-contained residential flat to office. Internal alterations including, upgrading the fire escape route, refurbishment of the kitchen to a tea room and WC facilities. Painting and decorating all rooms and corridors throughout the new offices and stair well to the private entrance. (Listed Building Consent)

Building Control

Deposit Date: 28.11.2001 Level access shower/wc for a registered person.
 Reference: 01/2191/FP

Building Control

Deposit Date: 15.01.2010 Installed a Gas Boiler
 Reference: 10/FEN01620/GASAFE

Application reference: 22/1076/LBC TEDDINGTON WARD

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Proposal:

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

APPLICANT NAME

Cheney Gardner
Richmond Upon Thames Library
Services
The Cottage, Little Green
Richmond
TW9 1QH

AGENT NAME

David Edlin
Wandsworth Town Hall
Wandsworth
SW18 1DW

DC Site Notice: printed on 12.07.2022 and posted on 22.07.2022 and due to expire on 12.08.2022

Consultations:

Internal/External:

Consultee

21D Urban D

Expiry Date

02.08.2022

Neighbours:

-

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

Development Management

Status: REF

Date:20/12/2010

Application:10/3159/FUL

Removal of 3 timber windows at first floor level on rear elevation and replace with PVCu double glazed units to same fenestration. Replacement of 4 timber sash windows on front elevation at first floor level , retaining existing sash boxes, to same fenestration.

Development Management

Status: REF

Date:29/12/2010

Application:10/3368/FUL

Removal of existing timber framed windows to first floor flat and replacement with PVCu double glazed units to match fenestration

Development Management

Status: PDE

Date:

Application:22/1075/FUL

Change of use of first floor from self-contained residential flat to office. Internal alterations including, upgrading the fire escape route, refurbishment of the kitchen to a tea room and WC facilities . Painting and decorating all rooms and corridors throughout the new offices and stair well to the private entrance.

Development Management

Status: PDE

Application:22/1076/LBC

Date: Change of use of first floor from self-contained residential flat to office.
Internal alterations including, upgrading the fire escape route, refurbishment
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rooms and corridors throughout the new offices and stair well to the private
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Reference: 01/2191/FP

Building Control

Deposit Date: 15.01.2010 Installed a Gas Boiler

Reference: 10/FEN01620/GASAFE

Application reference: 22/1075/FUL & 22/1076/LBC

Site address: First Floor Flat, Teddington District Library, Waldegrave Road Teddington, TW11 8NY

Site description:

The application site relates to the first floor residential flat located above the Teddington District Library which is detached two storey building, listed at grade II in 2011. The flat contains 3 bedrooms and it appears it would have originally been used as residential accommodation to allow 24hr surveillance of the library. The site is situated within Hampton Wick & Teddington Village and is designated as:

- Article 4 Direction Restricting B1 to C3
- Article 4 Direction Restricting Basements
- Critical Drainage Area – Environment Agency
- Key Office Area
- Conservation Area (CA37 High Street Teddington)
- Takeaway Management Zone

Planning history (most recent/relevant):

The planning history for the site is as follows:

10/3368/FUL – Removal of existing timber framed windows to first floor flat and replacement with PVCu double glazed units to match fenestration – Refused 29/12/2010

10/3159/FUL – Removal of 3 timber windows at first floor level on rear elevation and replace with PVCu double glazed units to same fenestration. Replacement of 4 timber sash windows on front elevation at first floor level , retaining existing sash boxes, to same fenestration. – Refused 20/12/2010

Proposal:

The applicant seeks planning permission for a change of use of the first floor of the building from a self-contained residential flat to an office. Internal alterations are proposed including, upgrading the fire escape route, refurbishment of the kitchen to a tea room and WC facilities, painting and decorating of all rooms and corridors throughout the new offices and stair well to the private entrance.

Main Development plan policies:

National Planning Policy Framework (2021)

London Plan (2021)

- D12 – Fire Safety

Local Plan (2018)

- LP 1 – Local Character & Design Quality
- LP 3 – Designated Heritage Assets
- LP 8 – Amenity & Living Conditions
- LP 10 – Local Environment Impacts, Pollution and Land Contamination
- LP 38 – Loss of Housing
- LP 40 – Employment and Local Economy
- LP 41 – Offices

- LP 44 – Sustainable Travel Choices
- LP 45 – Parking Standards and Servicing

Supplementary Planning Documents (SPD) / Guidance (SPG)

- Transport SPD (2020)
- Hampton Wick & Teddington Village Planning Guidance (2017)

Public and other representations:

Neighbour consultation

Public consultation was undertaken to notify surrounding residents about the proposed development. 1 objection comment was received in response, and the reasons are summarised below:

- Unclear whether narrow raised area of shrubs and trees separating No. 109 from 115 will be retained.
- Removing this would not be in keeping with the environmental character of the area.
- Concerns over traffic generation and highway safety.

The above comment will be addressed in the forthcoming assessment.

Consultee Comments

Transport – No objections subject to removal of the proposed car parking space and other conditions, comments discussed below.

Conservation – No objections; comments summarised below.

Policy – No comments received.

Amendments

No amendments requested or submitted.

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.

Determining applications affecting a Listed Building

Sections 16(1) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 require that, when considering whether to grant listed building consent for any works, or whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses. In this context, "preserving", means doing no harm.

To give effect to this duty decisions of the court have confirmed that a decision-maker should accord "considerable importance and weight" to the desirability of preserving the listed building or its setting when weighing this factor in the balance with other material considerations which have not been given this special statutory status. However, this does not mean that the weight that the decision-maker must give to the desirability of preserving the building or its setting is uniform. It will depend on, among other things, the extent of the assessed harm and the heritage value of the asset in question. This creates a strong presumption against granting planning permission where harm to a listed building or its setting is identified. The presumption can be rebutted by material considerations powerful enough to do so

Professional comments:

The main planning issues to be considered are:

- Principle of Development;
- Character and Design;
- Neighbouring amenities;
- Transport;
- Fire Safety

Principle of Development

- Employment

Policy LP41 of the Local Plan states the Council will support a strong local economy and ensure there is a range of office premises within the borough, particularly for small and medium size business activities within the borough's centres, to allow businesses to grow and thrive. A shortage of office space across the borough leads to increases in rental values and costs for local businesses. Therefore, the Council encourages new office development in appropriate locations to meet local needs.

This application relates to a change of use of the existing self-contained residential flat above the Teddington District Library to an office. The site lies within a Key Office Area and Policy LP41 states smaller scale office development will be encouraged in suitable locations, particularly within the designated Key Office Areas. As such, the proposed new office use in this location is supported in principle by Council policy guidance.

- Loss of Housing

Policy LP38 of the Local Plan states existing housing should be retained, as it is valued in the borough due to the constraints of limited land supply and high land values.

Whilst there is a presumption against the loss of housing units, LP38 does state exceptions may be considered if other policy priorities are met and wider benefits provided such as an increase in employment uses. It is considered that an exception to policy can be accepted in this instance as

the loss of one housing unit is outweighed by the opportunity to create a commercial office use within a Key Office Area, subject to meeting other policy requirements on amenity, transport etc.

As such, the proposal is considered acceptable in principle, and other policy matters are assessed below.

Character and Design

Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of the conservation area. There is a statutory presumption and a strong one, against granting planning permission for any development which would fail to preserve the character and appearance of a conservation area.

Paragraph 197 of the National Planning Policy Framework (NPPF) states when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Policy LP 1 of the Local Plan states that the Council will require all development to be of high architectural and urban design quality. The high-quality character and heritage of the borough and its villages will need to be maintained and enhanced where opportunities arise.

Policy LP3 notes that buildings or parts of buildings, street furniture, trees and other features which make a positive contribution to the character, appearance or significance of the area should be retained. New development (or redevelopment) or other proposal should conserve and enhance the character and appearance of the area.

Teddington District Library is detached two storey building, listed at grade II in 2011 as a fine example of an Edwardian library designed in the Baroque style. The building was designed by HA Cheers and funded by Andrew Carnegie. The building is also situated within the High Street Teddington Conservation Area, making a positive contribution to its special character and appearance. The proposal only relates to the first floor flat above the library which would have originally been used as residential accommodation to allow 24hr surveillance of the library. The flat has remained in this use since, however it has recently been left unused for some time. Internally, this space retains its original layout, being accessed via its own entrance to the left of the main double entrance to the main library.

The Council's Conservation Officer noted the original door and internal door remain along with the staircase leading to the first-floor spaces. At first floor level, the flat has survived in good condition with many original features surviving including some fireplaces, doors and architraves. The layout also appears to be retained as original with long corridor allowing access to each room. There are however some additions including later door frames within the corridor likely to form some fire separation although the doors have been removed. Some of the fireplaces have also been boarded up but it looks like the original hearths are present behind. All these original features and plan form contribute to the special interest of the listed building, forming part of its Edwardian character. It, however, does make a lesser contribution relative to the main library interior.

The proposal seeks to upgrade the flat to form offices with several works proposed to ensure the first-floor space complies with recent fire regulations. The Council's Conservation Officer noted the works do not include any changes to the layout of the spaces which is welcomed and many works will reveal blocked up features, most notably the fireplaces, with one currently being housed in a fitted cupboard. These works are considered to form a heritage benefit.

Most of the works relate to the upgrading of the existing doors to ensure fire safety requirements. This includes the replacement of the corridor doors and frames. These are clearly later insertions as evidenced at the Conservation Officer's site visit and therefore do not contribute to the special interest of the listed building. As such, there are no objections to their replacement and whilst the design of the replacements are modern, it is considered this is necessary to ensure the building is safe from fire spread. As there are no existing historic doors in these openings and indeed the openings themselves are no historic, the Council could not insist on heritage style doors.

Those existing original doors which have been introduced will be upgraded and the proposed works to these doors are considered appropriate without compromise the form and character of the doors and frames. The works also avoid the loss of these original features while still achieving fire protection for the listed building. A new door will be inserted into an original door within the current kitchen (to be converted to tea room) and the design and form is in keeping with the character of the building.

The application is accompanied by a detailed schedule of works which also details works to the windows, with the replacement of the secondary glazing where necessary. All the works proposed appear appropriate and will conserve the listed building. It is noted that door G is warped.

Overall, the proposal is considered appropriate and in keeping with the character of the listed building. The change of use is also not considered to cause harm to the listed building especially as the original layout would be retained. Overall, the listed building would be preserved and, in some instances, enhanced with the revealing of blocked features such as the fireplaces. The works are largely internal and therefore the conservation area will remain unaffected. As such, the proposal accords with the statutory duty of the 1990 Act, paras 199 and 200 of the NPPF as well as local policies LP1 and LP3.

Residential Amenity

Policy LP8 state in considering proposals for development, the Council will seek to protect adjoining properties from unreasonable loss of privacy, pollution, visual intrusion, noise and disturbance. The Council will generally seek to ensure that the design and layout of buildings enables sufficient sunlight and daylight to penetrate into and between buildings and that adjoining land or properties are protected from overshadowing in accordance with established standards.

1. ensure the design and layout of buildings enables good standards of daylight and sunlight to be achieved in new development and in existing properties affected by new development; where existing daylight and sunlight conditions are already substandard, they should be improved where possible;

4. Ensure that proposals are not visually intrusive or have an overbearing impact as a result of their height, massing or siting, including through creating a sense of enclosure;

5. 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, noise, light, disturbance, air pollution, odours or vibration or local micro-climatic effects.

Policy LP10 of the Local Plan seeks to ensure that local environment impacts of development do not lead to detrimental impacts on health, safety, and amenity of new users of the site and surrounding land. This can include such matters as air pollution, noise and vibration, light pollution, odour, solar glare and land contamination.

Aside from being located above Teddington District Library, the proposed office is sited between the commercial office units at No. 8 Waldegrave Road to the north and Richmond AID to the south, along with residential properties to the east and west. Offices are an established use of this area

noting that it is sited in a KOA, and it is not considered that the proposal will result in any undue noise impact to surrounding neighbours.

In light of the above, the proposal is considered to accord with Policies LP 8 and LP 10 of the Local Plan.

Transport

Policy LP 44 outlines that new development should not have a severe impact on the operation, safety or accessibility to the local or strategic highway networks.

Policy LP 45 of the Local Plan outlines that the Council will require new development to make provision for the accommodation of vehicles in order to provide for the needs of the development while 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 proposal involves maintaining 3 off-street vehicular parking and one Light Good Vehicle. The site has a PTAL of 3 and is in a Controlled Parking Zone (CPZ) 'T - Teddington' Times: Monday to Friday 10:00am to 4:30pm (Bank and Public holidays free). The site is also noted to be eligible for parking permits.

The Council's Transport Officer reviewed the application and raised no concerns with the proposal. Noting the nature of the proposed use, this would not be considered to materially increase demand for parking beyond the existing use. Furthermore, the access to various public transport options, no objections are raised to the proposal on transport grounds, and it is considered to comply with relevant policies including Policy LP44 and LP45 of the Local Plan.

Fire Safety

Under Policy D12 of the new London Plan (2021), there is requirement that all developments must be designed to achieve the highest standards of fire safety to reduce the risk to life or serious injury in the event of a fire. This includes providing appropriate alarm systems, a suitable means of escape for all building users, and access to equipment for firefighting which is appropriate to the size and use of the development.

The applicant has submitted a Fire Safety Statement in response to the requirements of Policy D12 (A). This covers all the relevant information for this policy, and this level of information is considered appropriate for the scale of development proposed.

In light of the above, the proposed fire safety measures are considered to comply with Policy D12 of the London Plan.

Other

Neighbour comments are noted regarding the removal of trees and shrubs from the narrow raised area separating No. 109 from 115, however there are no indications as part of the submitted drawings or other documents that the involves any removal of planting or green space, and only relates only to the change of use of the first floor of the building. Therefore, this element does not form part of the Council's assessment.

Conclusion

Having regard to applicable national and local planning policies, and having taken all relevant material planning considerations into account, it is considered planning permission should be granted in this instance.

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):TF..... Dated:20/10/2022.....

I agree the recommendation: RA

Team Leader/Head of Development Management/Principal Planner

Dated:07/02/2023.....

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
