



Grosvenor Garage, Fitzgerald Avenue  
SW14 8SZ

## Planning Statement

March 2023

Project	Grosvenor Garage
ABC Reference	ABC/0196/05
Local Authority	London Borough of Richmond upon Thames
Client	Hestia Homes
Issue	Final
Author	Andrew Black
Date	March 2024

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## 1. Introduction

1.1 This Planning Statement has been prepared by Andrew Black Consulting on behalf of Hestia Homes Limited in respect of a detailed application for development of the former Grosvenor Garage site on Fitzgerald Avenue, SW14 8SZ.

1.2 The proposal seeks full planning permission for the following development:

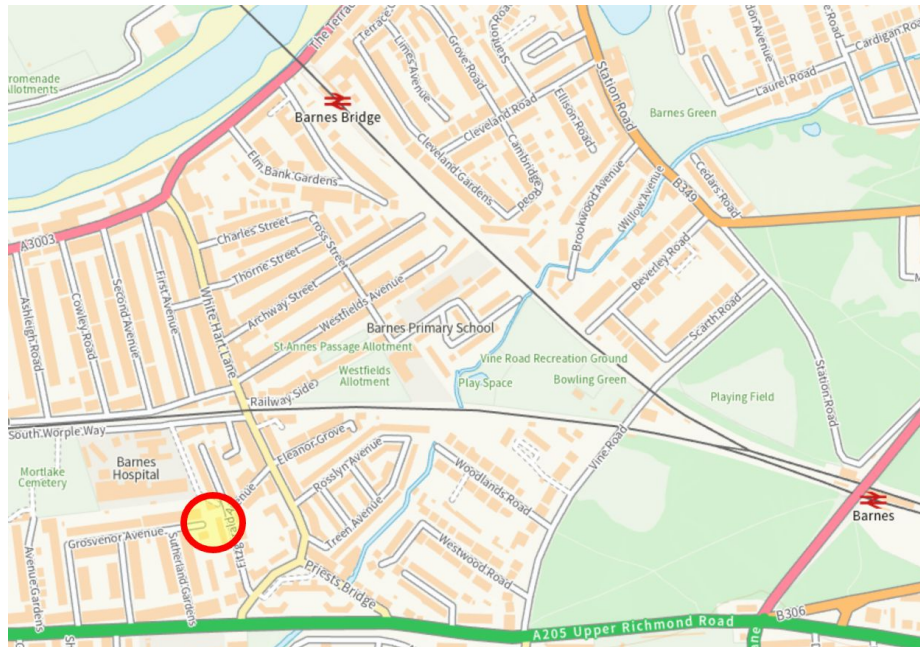
*Redevelopment of existing garage to provide five apartments, three houses and a commercial unit with associated access, parking and landscaping.*

1.3 This Planning Statement includes the following sections:

- Site and Surroundings;
- Planning History;
- Description of Proposed Development;
- Planning Policy;
- Planning Policy Considerations;
- Planning Obligations; and
- Conclusions

## 2. Site and Surroundings

2.1 The application site is located in Barnes, Richmond upon Thames to the west of Fitzgerald Avenue.



*Figure 1 – Site Location*

2.2 The site is within walking distance to Barnes and Barnes Bridge Railway Stations. It is also within easy access to existing services and facilities on Upper Richmond Road and White Hart Lane.

2.3 The application site is a former MOT garage and workshop which occupies a small portion of the site. The remainder of the site consists of lockups and private garages.

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*Figure 2 – Existing Site Plan*

2.4 The existing buildings on the site are vacant and in a poor state of repair. They are significantly at odds with the residential uses surrounding the site and the general character of the area.

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*Figure 3 – Existing Buildings*

2.5 The existing houses to the south of the site on Fitzgerald Avenue are Buildings of Townscape Merit.



*Figure 4 – Existing Buildings of Townscape Merit on Fitzgerald Avenue*



### **3. Planning History**

- 3.1 The site does not have any planning history which is relevant in the determination of this application.



## 4. Proposed Development

4.1 The application proposes redevelopment of the existing site to provide five apartments, three houses and a commercial unit, with associated access, landscaping and car parking.



*Figure 6 – Proposed Site Plan*

4.2 The proposed schedule of accommodation is set out below:

Unit No / Type	Unit Size
Apartment 1 – One bedroom (2 person)	50 sqm
Apartment 2 – One bedroom (2 person)	51 sqm
Apartment 3 – Two bedroom (4 person)	102 sqm
Apartment 4 – One bedroom (2 person)	50 sqm
Apartment 5 – Two bedroom (4 person)	78 sqm
House 1 – Three bedroom (5 person)	150 sqm
House 2 – Four bedroom (8 person)	177 sqm
House 3 – Four bedroom (8 person)	177 sqm
<b>Total Residential</b>	<b>835 sqm</b>
Commercial Unit	107 sqm



## 5. Planning Policy

### Planning Policy Context

- 5.1 Section 38 (6) of the Planning and Compulsory Act 2004 requires any planning application to be determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 5.2 The Development Plan for the purposes of the determination of this application comprises of the following:
- Richmond Local Plan (2018)
  - London Plan 2021
- 5.3 There are several documents which are considered to form material considerations in the determination of this application as follows:
- National Planning Policy Framework (NPPF)
  - National Planning Practice Guidance
  - Design Quality SPD (2006)
  - Residential Development Standards SPD (2010)
  - Affordable Housing SPD (2014)
  - Strategic Flood Risk Assessment (2020)
  - Small & Medium Housing Sites SPD (2006)

### Emerging Planning Policy

- 5.4 The Richmond Publication Version Local Plan (Regulation 19 version) and its supporting documents, including all representations received, was considered at Full Council on 27 April 2023. Approval was given to consult at Regulation 19 and, further, to submit the Local Plan to the Secretary of State for Examination in due course.
- 5.5 The Publication Version Local Plan, including its accompanying documents, have been published for consultation on 9 June 2023.
- 5.6 The Local Plan will be submitted for examination in the course of 2024. Due to the early stage in the examination process, no weight can be applied to the policies within it at this stage.

### Housing Supply

- 5.7 The Local Plan Authority Monitoring Report for Housing (2022/2023) was published in November 2023 and states that the council currently has a 5.3-year supply of housing sites.



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5.8 The Housing Delivery Test published in December 2022 demonstrates that the council delivered 91% of its required housing figure over the previous three-year period.



## 6. Planning Policy Considerations

### Principle of Development

- 6.1 The site is considered to represent previously developed land and is currently vacant.
- 6.2 The NPPF sets out the importance of making effective use of land and paragraph 124c states that planning decisions should:

*Give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.*

- 6.3 It is considered that the principle of development of this site is established subject to compliance with other policies within the development plan as set out within this statement.

### Redevelopment of Industrial Site

- 6.4 As the land was previously in use as industrial land, the principle of redevelopment should be considered against the relevant policies within the development plan on this matter.
- 6.5 Policy LP42 identifies the locally important industrial land and business parks within the borough. The Grosvenor Garage site is not listed as one such site.
- 6.6 A Condition Survey for the site has been carried out by Copperstone Building Surveyors and is submitted with this application. It demonstrates that the buildings on the site are in very poor condition and a very significant programme of wide-reaching repair and improvement is required to bring the buildings to a standard compliant with current regulations.
- 6.7 The majority of the site is currently vacant and there is not considered to be a reasonable prospect of reuse of the site in its current form and condition.
- 6.8 The policy sets out a presumption against the loss of industrial land in all parts of the borough. The pre-application response for the site (appendix 1) set out the following in relation to the retention of the floorspace on the site:

- *As advised, Council will safeguard the industrial floorspace and any increase in employment numbers from an alternative employment generating use does not justify non-compliance with the requirements set out in policy LP42.*
- *With regards to the industrial floorspace calculation, Officer opinion is that this is not limited to the buildings currently used by the vehicle repair but includes all the accessible areas that allows the success operation of the existing use e.g access roads, parking forecourt and any areas as required for the operation of the current use.*
- *Any future supporting documents must detail the areas of existing industrial floorspace including those ancillary areas.*
- *Loss of garages:*



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- *no in-principle objection to their loss subject to no demonstrable harm arising from overspill parking*
- *details of existing use/lease required*
- *should any garage be used for storage of cars by owners residing within 200m of site then parking survey will need to account for these overspill parking*

6.9 The application would not result in a loss of commercial floor area. In terms of ancillary areas, the existing site contained garages which were leased for storage to other third parties.

6.10 The Existing Site Use Plan (HA24-267 P0030 submitted with the application shows the breakdown of existing areas with the breakdown as follows:

Existing Use	Area (GIA)
Workshop	88.5 sqm
Office	12 sqm
Private domestic lock up garages	269.9 sqm
Residential (apartment)	46.8 sqm
Circulation	64 sqm

6.11 Regarding the loss of garages, the use of these has now also ceased and there has been no knock-on effect on overspill parking in the local area.

6.12 The pre-application response goes on to set out the following:

*Residential use, if forming part of a mixed-use development, would only be considered acceptable provided it does not result in any loss of existing employment floorspace unless the requirements of the aforementioned policies have been addressed. Any mixed-use scheme needs to ensure it does not have any negative impact on the employment use nor the viability and successful operation of that use in terms of access, servicing or any conflict such as hours of operation, noise.*

6.13 The proposed ground floor commercial space is 107sqm and is located on the ground floor It has its own dedicated parking area directly to the front and a separate entrance to the residential dwellings. It is considered that this would replace the existing workshop and office area in terms of floor space and would not result in any loss of circulation space but would actually exceed the existing floorspace.

6.14 It is not considered that there will be any negative impact on the employment use as a result of the mixed-use nature of the scheme. Previously, there had been no separation between



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the MOT workshop and the domestic garages. The proposals would provide separation so that there is no conflict between the uses.

### Design

6.15 Policy LP1 of the Local Plan sets out details in relation to Local Character and Design Quality. The policy sets out a number of requirements in respect of new development, these are set out below with commentary provided against each in turn.

*1) compatibility with local character including the relationship to existing townscape, development patterns, views, local grain and frontages as well as scale, height, massing, density, landscaping, proportions, form, materials and detailing;*

6.16 Section 3 of the DAS submitted with the application sets out the character of the surrounding area. Section 7 of the DAS describes how the proposal will complement and enhance the character of the area in comparison to the poor quality of the existing buildings on the site.

*2) sustainable design and construction, including adaptability, subject to aesthetic considerations;*

6.17 Section 15 of the DAS sets out consideration to sustainable design and construction requirements in this regard.

*3) layout, siting and access, including making best use of land;*

6.18 Section 7 of the DAS sets out how the layout of the proposed development has been conceived. It is considered that the development would make the best use of land in comparison to the existing vacant and dilapidated state of the buildings.

*4) space between buildings, relationship of heights to widths and relationship to the public realm, heritage assets and natural features;*

6.19 All proposed buildings would maintain adequate separation between them and to other surrounding properties. The section drawings demonstrate that the proposed height of the development is entirely consistent with the surrounding street scene.

6.20 There is no public realm, heritage assets or natural features on, or in close proximity to, the site.

*5) inclusive design, connectivity, permeability (as such gated developments will not be permitted), natural surveillance and orientation; and*

6.21 The proposed development would ensure a good level of natural surveillance at street level. All dwellings are designed to comply with nationally described space standards.

*6) suitability and compatibility of uses, taking account of any potential adverse impacts of the co-location of uses through the layout, design and management of the site.*



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- 6.22 The development provides for a ground floor commercial unit. This would be provided with its own dedicated access, parking and refuse and is not considered to give rise to any adverse impacts on the future residents of the residential properties proposed on site.
- 6.23 The site is within the viewing corridor for the protected linear view from King Henry VIII's Mound in Richmond Park to St Paul's Cathedral. The London View Management Framework SPD sets out that very little intervening development can be seen in the foreground. The development would not exceed the height of the threshold plane set out in the SPD and no further assessment in this regard is necessary.
- 6.24 Overall, it is considered that the application would represent a high-quality design which is a significant enhancement from the existing site.
- 6.25 Policy LP2 goes onto set out requirements in respect of building heights and states that redevelopment of existing sites should respect the local context, and where possible enhance the character of an area through appropriate:
- a. scale*
  - b. height*
  - c. mass*
  - d. urban pattern*
  - e. development grain*
  - f. materials*
  - g. streetscape*
  - h. Roofscape and*
  - i. wider townscape and landscape;*
- 6.26 Section 7 of the DAS sets out how the proposed development would comply with the local context of the site. It is considered that the proposed development would significantly enhance the local area given the vacant and dilapidated nature of the existing buildings.
- 6.27 Overall, it is considered that the proposals would bring about a significant enhancement in the context of the existing buildings on the site and would respect the character of the surrounding area.

### **Non-Designated Heritage Assets**

- 6.28 The properties at 1-13 and 16-22 Fitzgerald Avenue are designated as Buildings of Townscape Merit.
- 6.29 Local Plan Policy LP4 states that the council will seek to *preserve and where possible enhance* the character and setting of non-designated heritage assets, including Buildings of Townscape Merit.
- 6.30 A separate heritage statement has been prepared to accompany the application which sets out that the proposed development would enhance the setting of the adjoining buildings of townscape merit.



## Housing Mix

6.31 Policy LP35 sets out a number of requirements in respect of Housing Mix and Standards. These are set out below with comments provided against each in turn.

*a) Development should generally provide family sized accommodation, except within the five main centres and Areas of Mixed Use where a high proportion of small units would be appropriate. The housing mix should be appropriate to the site-specifics of the location.*

6.32 As set out, the development provides a mix of one, two, three and four bedroom dwellings which is considered highly appropriate for the location and setting of the site.

*b) All new housing development, including conversions, are required to comply with the Nationally Described Space Standard.*

6.33 All dwellings would comply with Nationally Described Space Standards.

*c) All new housing development, including conversions, should provide adequate external space. Purpose built, well designed and positioned balconies or terraces are encouraged where new residential units are on upper floors, if they comply with policy LP8 Amenity and Living Conditions. Regard should be had to the Council's Residential Development Standards SPD as appropriate.*

6.34 Each of the proposed houses has its own private garden and each of the apartments has its own private balcony or terrace.

*d) Amenity space for all new dwellings, including conversions, should be:*

- private, usable, functional and safe;*
- easily accessible from living areas;*
- orientated to take account of need for sunlight and shading;*
- of a sufficient size to meet the needs of the likely number of occupiers; and*
- accommodation likely to be occupied by families with young children should have direct and easy access to adequate private amenity space.*

6.35 The garden areas for the homes are all of adequate size for the dwellings and offer private, usable, functional and safe amenity space. Each of the balconies for the apartments is accessed directly from the living area of the dwellings and are sufficient for each of the proposed dwellings.

*e) 90% of all new build housing is required to meet Building Regulation Requirement M4 (2) 'accessible and adaptable dwellings' and 10% of all new build housing is required to meet Building Regulation Requirement M4 (3) 'wheelchair user dwellings.'*





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- 6.36 As required, 90% of all units would meet M4(2) requirements of the building regulations and 10% would be M4(3).

### Affordable Housing

- 6.37 Policy LP36 requires a contribution of at least 40% of affordable housing for developments of 8 dwellings where there is no loss of employment space, as is the case here.

- 6.38 Part C of policy of policy LP36 states that the council will have regard to the following when negotiating affordable housing on mixed-se schemes:

- a) *Economic viability*
- b) *individual site costs;*
- c) *the availability of public subsidy; and*
- d) *the overall mix of uses and other planning benefits.*

- 6.39 Part D of policy LP36 sets out that where a reduction in affordable housing is sought on economic viability grounds, the applicant should provide a development appraisal to demonstrate that the scheme is maximising affordable housing delivery. Part D states that the council will rigorously evaluate the appraisal and:

- a) *Assess if the maximum reasonable amount of affordable housing is based on delivering the appropriate tenure, unit sizes, and types that address local needs.*
- b) *Consider whether it is necessary to secure provision for re-appraising the viability of a scheme prior to implementation to secure contingent obligations.*
- c) *In most circumstance the Existing Use Value plus a premium (EUV+) approach to assessing benchmark land value in development appraisals and viability assessments should form the primary basis for determining the benchmark land value.*

- 6.40 A Viability Assessment has been prepared to accompany the application which demonstrate that the development is unable to provide any affordable housing on site or as a contribution in lieu of affordable housing.

### Amenity and Living Conditions

- 6.41 Policy LP8 of the Local Plan sets out a number of requirements in respect of amenity and living conditions of new, existing, adjoining and neighbouring properties. These are set out below with commentary provided against each in turn:

- 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;*



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6.42 It is considered that all dwellings would receive adequate lights by virtue of their aspect and lack of any other properties in close proximity to the site.

*2) ensure balconies do not raise unacceptable overlooking or noise or disturbance to nearby occupiers; height, massing or siting, including through creating a sense of enclosure;*

6.43 The balconies for the individual apartment blocks are situated at the frontage to the site and would not cause any overlooking, noise or disturbance to any nearby occupiers.

*3) 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;*

6.44 The proposed development is wholly consistent with the height, scale and massing of other properties in the surrounding streets.

*4) 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.*

6.45 It is considered that the proposed redevelopment from the existing commercial garage use would bring about a significantly positive enhancement to adjoining residents.

### **Parking Standards and Servicing**

6.46 Policy LP45 sets out the following requirements in respect of parking standards and servicing:

*1) Requiring new development to provide for car, cycle, 2 wheel and, where applicable, lorry parking and electric vehicle charging points, in accordance with the standards set out in Appendix 3. Opportunities to minimise car parking through its shared use will be encouraged.*

*2) Resisting the provision of front garden car parking unless it can be demonstrated that:*

*a) There would be no material impact on road or pedestrian safety;*

*b) There would be no harmful impact on the character of the area, including the streetscape or setting of the property, in line with the policies on Local Character and Design; and*

*c) The existing on-street demand is less than available capacity.*

*3) Car free housing developments may be appropriate in location with high public transport accessibility, such as areas with a PTAL of 5 of 6, subject to:*

*a) The provision of disabled parking*

*b) Appropriate servicing arrangements; and*

*c) Demonstrating that proper controls can be put in place to ensure that the proposal will not contribute to on-street parking stress in the locality.*



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d) *There would be no harmful impact on the character of the area, including the streetscape or setting of the property, in line with the policies on Local Character and Design; and*

e) *The existing on-street demand is less than available capacity.*

6.47 A Transport Statement has been prepared by Motion Consultants to accompany the application. The Statement identifies the following matters:

- Bus services are available within a short walk of the site located on Upper Richmond Road West;
- The site benefits from the local facilities within the nearby vicinity such as a convenience store and local primary and secondary schools;
- Safe and suitable vehicular and pedestrian access to the site would be achieved via existing accesses on Fitzgerald Avenue and Grosvenor Avenue;
- Car and cycle parking will be provided on site as per London Plan Cycle Parking Standards 2021;
- Servicing and refuse collection will be undertaken on street as per the existing arrangements on Fitzgerald Avenue;
- The proposals will result in a significant reduction in vehicular movements compared to the existing use.

6.48 A Construction Transport Management Plan and Travel Plan have also been submitted to accompany the application.

### **Biodiversity and Urban Greening**

6.49 Policy LP15 sets out that any impact on protected species or habitats should be firstly avoided and then mitigated or appropriately compensated for if necessary.

6.50 A Preliminary Ecological Appraisal and Preliminary Bat Roost Assessment has been carried out by Temple Group and is submitted with the application.

6.51 The PEA show no impacts on statutory or non-statutory sites due to the small scale of the proposed development.

6.52 In terms of bats, the existing garages and buildings on site are deemed to have negligible suitability for roosting for bats and as such, no further surveys are required.

6.53 Policy LP17 sets out that green roofs and/or brown roofs should be incorporated into new major developments with roof plate areas of 100sqm or more where technically feasible and subject to consideration of visual impact. The aim is that at least 70% of any potential roof plate area should be used as a green / brown roof.



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6.54 Extensive areas of the proposed development will be provided as green roofs and walls. An Urban Greening Factor (UGF) Calculation has been submitted with the application which demonstrates the site can achieve the required UGF of 0.4. Separate plans area also submitted to show the position of green roofs and walls.

### Energy and Sustainability

6.55 Policy LP20 sets out requirements in respect of Climate Change Adaptation. Part B of policy LP20 sets out a number of requirements to minimise energy consumption in accordance with the following cooling hierarchy:

- 1) *minimise internal heat generation through energy efficient design.*
- 2) *reduce the amount of heat entering a building in summer through shading, reducing solar reflectance, fenestration, insulation and green roofs and walls.*
- 3) *manage the heat within the building through exposed internal thermal mass and high ceilings.*
- 4) *passive ventilation*
- 5) *mechanical ventilation*
- 6) *active cooling systems (ensuring they are the lowest carbon options).*

6.56 A Sustainability and Energy Statement has been produced by Blue Sky Unlimited and is submitted with the application. The report sets out the energy strategy and shows how the energy efficiency, low carbon and renewable energy measures have been considered and chosen for the proposal.

6.57 Policy LP22 sets out a number of requirements in respect of Sustainable Design and Construction. Part A of the policy sets out the following:

- 1) *Development of 1 dwelling unit or more, or 100sqm or more of non-residential floor space (including extensions) will be required to complete the Sustainable Construction Checklist SPD. A completed Checklist has to be submitted as part of the planning application.*

6.58 A Sustainable Construction Checklist has been completed and is submitted with the application.

- 2) *Development that results in a new residential dwelling, including conversions, change of use, and extensions that result in a new dwelling unit, will be required to incorporate water conservation measures to achieve maximum water consumption of 110 litres per person per day for homes (including an allowance of 5 litres or less per person per day for external water consumption).*

6.59 Water efficiency measures will ensure water use target of 110 litres per person per day is achieved to all dwellings. The following devices will be incorporated within the apartments:



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- water efficient taps and toilets
- low output showers
- flow restrictors to manage water pressure to achieve optimum levels.

### Flood Risk

- 6.60 Policy LP21 requires all developments to 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.
- 6.61 A Flood Risk Assessment and Development Drainage Strategy has been undertaken by MJA Consulting and is submitted with the application.
- 6.62 The site is in flood zone 1 and therefore not at risk of fluvial flooding or tidal flooding. There is some risk of surface water flooding, but it is considered that the proposed SuDS scheme will manage surface water runoff to approved standards.
- 6.63 The site is within an area classed as at 75% of groundwater flooding. However, as no basement is proposed then there will be no risk from groundwater flooding.
- 6.64 Part C of policy LP21 requires use of Sustainable Drainage Systems (SuDS) in all development proposals. It sets out that applicants will have to demonstrate that their proposal complies with the following:
- 1) *A reduction in surface water discharge to greenfield run-off rates wherever feasible.*
  - 2) *Where greenfield run-off rates are not feasible, this will need to be demonstrated by the applicant, and in such instances, the minimum requirement is to achieve at least a 50% attenuation of the site's surface water runoff at peak times based on the levels existing prior to the development.*
- 6.65 A surface water drainage strategy is proposed which offers a minimum of 50% reduction in peak runoff for frequent rainfall events and up to 80% reduction for the extreme rainfall events.

### Construction Impacts

- 6.66 Policy LP10 sets out the approach to development in regard to local environmental impacts, pollution and land contamination.
- 6.67 In regard to land contamination, part F of policy LP10 states that the council *promotes the remediation of contaminated land where development comes forward. Potential contaminations risks will need to be properly considered and adequately mitigated before development proceeds.*
- 6.68 A preliminary contamination risk assessment has been prepared by Ashdown Site Investigation Limited and is submitted with the application. The report identifies a number of potential contamination risks arising from the historic uses of the site. The risks can be



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adequately mitigated as part of the development programme for the site, and this can be secured by way of appropriately worded condition.

### **Waste and Refuse**

6.69 Policy LP24 sets out the following requirements in relation to Waste Management

- 1) *All developments, including conversions and changes of use are required to provide adequate refuse and recycling storage space and facilities, which allows for ease of collection and which residents and occupiers can easily access, in line with the guidance and advice set out in the Council's SPD on Refuse and Recycling Storage Requirements.*
- 2) *All developments need to ensure that the management of waste, including the location and design of refuse and recycling facilities, is sensitively integrated within the overall design of the scheme, in accordance with policies on Local Character and Design.*

6.70 Secure refuse and recycling enclosures will also be provided to each property, the apartment block and the commercial unit. Collection for refuse and recycling will be as per existing arrangements.



## **7. Community Engagement**

- 7.1 The Pre-application response recommended carrying out community engagement with local stakeholders prior to the submission of an application.
- 7.2 The applicant has taken the opportunity to meet with local residents immediately adjoining the site to provide details of the proposed scheme as the final plans have been developed.
- 7.3 The applicant took time to meet with the owners of the properties closest to the application site in the weeks leading up to the submission of the application. Meetings were held with the owners of 22, 24, 26 and 27 Buxton Road; 11, 12 and 13 Fitzgerald Avenue; and 46 and 103 Grosvenor Avenue. The feedback received was taken into account in the proposals where possible.



## **8. Planning Obligations and Community Infrastructure Levy**

- 8.1 The council adopted the CIL Charging Schedule in July 2014.
- 8.2 The site is within the Higher CIL Charging Zone where the indexed CIL rate in 2024 is £302.89 per sqm.
- 8.3 The Mayoral CIL charge for the development is £80 per sqm.





## 9. Conclusions

- 9.1 This application seeks to redevelop a vacant and dilapidated brownfield site in a highly sustainable location. The existing site is surrounded by residential properties on all sides.
- 9.2 The applicant has worked to ensure there is no loss of employment and that a new, fit for purpose, commercial unit will be provided on the site meaning there is no loss in floorspace in comparison to the existing uses on the site with no loss in circulation space.
- 9.3 The resulting mixed use development would provide a highly appropriate mix of dwelling types and sizes which will enhance the character of the surrounding area in comparison with the existing buildings in site.
- 9.4 The application is accompanied by a suite of supporting documents and reports which show that there is no adverse impact as a result of the development.
- 9.5 This planning statement has examined the proposals against the policies within the development plan and found there to be no conflict in any aspects.
- 9.6 The development will be of a high quality and is highly appropriate for the setting of the site.
- 9.7 On this basis, planning permission should be granted for the proposed development.



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Appendix 1 – Preapplication Response  
July 2022

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**Environment Directorate**  
**PLANNING**

Civic Centre  
44 York Street  
Twickenham  
TW1 3BZ  
website: [www.richmond.gov.uk](http://www.richmond.gov.uk)

Contact: Wendy Wong Chang  
Telephone: 0208 891 1411  
Email: wendy.wongchang  
@richmondandwandsworth.gov.uk

Mr Viv Evans  
vivegosum@hotmail.com

13 July 2022

**BY EMAIL ONLY**

Dear Mr Evans

**TOWN AND COUNTRY PLANNING ACT 1990 (AS AMENDED)**

**LOCATION: GROSVENOR GARAGE, FITZGERALD AVENUE**  
**PROPOSAL: REDEVELOPMENT OF SITE FOR RESIDENTIAL DEVELOPMENT**  
**COMPRISING 9 DWELLINGS (OPTION 2).**

I write in reference to your request for pre-application advice and your meeting with Wendy held on 6 July 2022.

**Site Description**

The premises comprises a vehicle repair, servicing and MOT testing together with lock up garaging for storage of vehicles as well as the two storey building comprising flat over office and no. 13 and 13A Fitzgerald Avenue.

The site benefits from the following designation:

- Area Susceptible To Groundwater Flood - Environment Agency (Superficial Deposits Flooding - >= 75% - SSA Pool ID: 1383)
- Article 4 Direction Basements
- Critical Drainage Area - Environment Agency (Richmond Town Centre and Mortlake [Richmond] / Ref: Group8\_004 / )
- Land Use Past Industrial (Gearboxes Start: 1993 End: 2004)
- Main Centre Buffer Zone (East Sheen Town Centre Boundary Buffer Zone –
- Protected View (Indicative Zone) (View 7 RICHMOND PARK TOWARDS ST PAULS CATHEDRAL)
- Surface Water Flooding (Area Susceptible to)
- Take Away Management Zone (Take Away Management Zone)
- Village (East Sheen Village)
- Village Character Area (Grosvenor Avenue / West of Alexandra Road - Character Area 8 East Sheen Village Planning Guidance)

- Ward (Mortlake and Barnes Common Ward)

Please note that the site is situated in an area at risk of greater than 75% ground water flooding contrary to that advised at the meeting by Wendy.

In addition, the properties along Fitzgerald Avenue (1-13 (inclusive) and 16-22) are designated as Buildings of Townscape Merit.

### **Planning History**

None of relevance.

### **Relevant Policies**

All Local Plan policies and Supplementary Guidance and Documents are available to view on the Council's website [www.richmond.gov.uk](http://www.richmond.gov.uk). Consideration must also be given to policies in the London Plan and National Planning Policy Statements. Relevant local policies are summarised below (not exhaustive):

#### **National Planning Policy Framework (2021)**

#### **Adopted Local Plan (July 2018)**

- LP 1 - Local Character and Design Quality
- LP 3 - Designated Heritage Assets
- LP4 - Non-Designated heritage Assets
- LP 8 - Amenity and Living Conditions
- LP 10 - Local Environmental Impacts, Pollution and Land Contamination
- LP 20 – Climate Change Adaptation
- LP 22 – Sustainable Design and Construction
- LP 34 – New Housing
- LP35 – Housing Mix & standards
- LP 36 – Affordable Housing
- LP 39 – Infill, Backland and Backgarden Development
- LP 40 - Employment and Local Economy
- LP42 – Industrial Land and Business Park
- LP 44 - Sustainable Travel Choices
- LP 45 - Parking Standards and Servicing

#### **Supplementary Guidance**

- Residential Development Standards
- Small and Medium Housing Sites
- Affordable Housing
- Design Quality
- Refuse and Recycling Storage Requirements
- Residential Development Standards
- Sustainable Construction Checklist

### **Principle of Change of Use**

- There is a presumption against loss of Industrial land. Richmond on GLA restrictive transfer register and industrial land safeguarded by London Plan policy E7.
- Loss of industrial use only acceptable if the requirements set out under policy LP42 are satisfied.
- The loss of industrial space (outside of the locally important industrial land and business parks) will only be permitted where:
  1. Robust and compelling evidence is provided which clearly demonstrates that there is no longer demand for an industrial based use in this location and that there

is not likely to be in the foreseeable future. This must include evidence of completion of a full and proper marketing exercise of the site at realistic prices both for the existing use or an alternative industrial use completed over a minimum period of two continuous years in accordance with the approach set out in Appendix 5; and then

2. A sequential approach to redevelopment or change of use is applied as follows:

- a. Redevelopment for office or alternative employment uses.
  - b. Mixed use including other employment generating or community uses
- As advised, Council will safeguard the industrial floorspace and any increase in employment numbers from an alternative employment generating use does not justify non-compliance with the requirements set out in policy LP42
  - With regards to the industrial floorspace calculation, Officer opinion is that this is not limited to the buildings currently used by the vehicle repair but includes all the accessible areas that allows the success operation of the existing use e.g access roads, parking forecourt and any areas as required for the operation of the current use
  - Any future supporting documents must detail the areas of existing industrial floorspace including those ancillary areas
  - loss of garages
    - no in-principle objection to their loss subject to no demonstrable harm arising from overspill parking
    - details of existing use/lease required
    - should any garage be used for storage of cars by owners residing within 200m of site then parking survey will need to account for these overspill parking

#### New Residential Use

Residential use, if forming part of a mixed use development, would only be considered acceptable provided it does not result in any loss of existing employment floorspace unless the requirements of the aforementioned policies have been addressed. Any mixed-use scheme needs to ensure it does not have any negative impact on the employment use nor the viability and successful operation of that use in terms of access, servicing or any conflict such as hours of operation, noise.

#### Design

The NPPF (National Planning Policy Framework) advises good design is a key aspect of sustainable development and is indivisible from good planning and should contribute positively to making places better for people. Local Plan Policy LP1 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. Development proposals will have to demonstrate a thorough understanding of the site and how it relates to its existing context, including character and appearance, and take opportunities to improve the quality and character of buildings, spaces and the local area.

It is considered the layout successfully addresses the constraints of the site with the properties to the rear forming a visual continuation of the terrace row along Grosvenor Avenue and the building on the front continues the building line along Fitzgerald Avenue.

However, as advised at the meeting, if a traditional design approach is to be taken, forming a continuation of the existing houses in the locality, then it is not considered there to be any scope for the additional storey as presented under this pre-application submission.

If an alternative design approach is taken then there may be scope for a taller building as that presented in this pre-application submission with the top floor set further back from the buildings edges.

You are advised that the site is situated within the protected view (Richmond Park to St Paul's Cathedral) and any schemes that is taller than existing should demonstrate that it will continue to safeguard this view.

### **Neighbouring Residential Amenity**

Policy LP8 of the Adopted Local Plan (2018) seeks to protect neighbouring residential properties from an unreasonable loss of privacy, pollution, visual intrusion, noise and disturbance by seeking to ensure sufficient daylight can penetrate into and between buildings whilst protecting adjoining properties and land from overshadowing. To protect privacy, there should normally be a minimum distance of at least 20m between main facing habitable room windows. In addition, 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 properties or land are protected from overshadowing in accordance with established standards. Facing habitable rooms between any proposed structure and the frontage property would therefore be expected to maintain a distance of at least 20 metres.

It is difficult to comment at this stage as no details of the siting of openings/room layout has been presented to Officers. However, you are advised to review the above advice in the detailed design process to ensure any future scheme safeguards the amenity of nearby occupants. Concerns are raised in particularly regarding the impact of overlooking from upper floor balconies to neighbouring habitable room windows and private amenity spaces. It is advised that the positioning of these should be reconsidered to minimise harm to neighbouring amenity.

The use of obscure glazing to non-habitable rooms and oriel windows could be considered to address any potential overlooking/loss of privacy.

### **Housing Mix and Standards**

- Policy LP35 states that development should generally provide family sized accommodation, except within main centres and Areas of Mixed Use where a higher proportion of small units would be appropriate.
- The proposal comprises a mix of 1 and 2 bed flats and 3 bed houses.
- Given evidence of smaller units in the locality, there are no objections to the proposed housing mix and unit type.
- The proposed units must comply with the Nationally Described Space Standard and the standards set out in London Plan policy D6. Any shortfall will not be accepted.
- To note, London Plan Policy D6 requires a minimum floor to ceiling height of 2.5m for at least 75% of the GIA of each dwelling. Any shortfall will not be supported.
- A Residential Standard Compliance Statement will need to be submitted with all future applications

### ***Inclusive Access***

- Since 1 October 2015, 90% of new housing in a development is expected to meet Building Regulation Requirement M4(2) 'accessible and acceptable dwellings' and 10% is expected to meet Building Regulation Requirement M4(3) 'wheelchair-user dwellings'. This is set out in Policy LP35(E).
- Both M4(2) and M4(3) require step-free access, though upper-floors served by a lift may be considered appropriate.

- Should a future application be submitted, compliance with the above would be secured by condition of any permission granted for redevelopment of the site.

*Amenity*

In terms of amenity and outlook, more information is required to demonstrate that the proposed residential units will receive adequate levels of daylight, sunlight and outlook. The Council would expect the numbers of homes which are dual-aspect to be maximised, and would request justification where dwellings do not meet this standard. Please note that this is especially the case regarding flats, as per the Council’s Residential Standards SPD which states that increased ventilation and dual aspect dwellings in flats should be created wherever possible, to allow for cross ventilation. Where there are single-aspect dwellings proposed, the Council would expect to see adequate amenity space in order to mitigate the potential impacts.

**Affordable Housing**

- Policy LP36 requires contributions to affordable housing from all small sites, further details are set out in the Affordable Housing SPD.
- The financial contribution that would be sought would be 45% on 9 units
- Where a reduction to an affordable housing contribution is sought on economic viability grounds, developers should provide a development appraisal to demonstrate the viability of the scheme.
- The developer will be required to underwrite the costs of a Council commissioned economic viability assessment.
- The contribution would be secured through a s106 legal agreement.
- As advised at the meeting, given the scheme comprises 9 units, evidence must be submitted with the formal application to demonstrate the site could not provide for more units as the Council needs to be confident that the scheme as submitted is the maximum that could be provided on site and not avoiding a major scheme which seek on-site affordable housing provision.

**Highways and Parking**

The applicant will need to provide a transport statement which will cover all proposed land uses in accordance with Local Plan Policy LP44. This must include:

- o Person trip generation analysis using TRICS
- o A description of existing highway, footway, public transport, walking, and cycling conditions
- o Details of vehicular and cycle parking
- o Details of how the development will be serviced, where refuse and recycling will be stored, and where it will be presented for collection
- o Details of how construction traffic will be managed
- o Details of what the applicant will do to encourage travel to and from both land uses by sustainable modes of transport

*Vehicular Parking*

The proposed development has a PTAL of 2 and the site is in the White Hart Lane Controlled Parking Zone (CPZ). This operates between 10.00 and 12.00, Monday - Friday.

Given there is high car ownership in the Borough and the low PTAL rating of the site, Council will be expecting the provision of the maximum parking standard set out in the London Plan.



In view of the significant parking shortfall presented in the pre-application submission and the potential of the parking overspill from the loss of garages, a parking survey will be required to demonstrate there is capacity in the locality to accommodate the shortfall. Prior to undertaking the parking survey, please contact Wendy to agree on scope and methodology with the Transport Officer.

Given the introduction of residential use on site, Council will require all occupants of the residential land use are excluded from purchasing vehicular parking permits to park in any CPZ or council-managed car park in the Borough of Richmond. This is because the proposed residential land use is partially car-free, and there is a need to mitigate the impact of an increase in on-street vehicular parking stress being pushed to 85% of on-street parking capacity overnight, which could lead to unsafe parking that obstructs safe use of the road network by other road users. This is in accordance with Local Plan Policy LP45, Para. 3c, Chapter 10 of the London Plan (2021), and Para. 110d of the NPPF.

Works to reinstatement of footpath and potential re-lining and re-signing and amendments to the TMO will need to be agreed with the Highways Team and this will be at cost to the applicant.

*Cycle Parking*

The applicant will need to provide off-street secure cycle parking in accordance with the minimum standard set out in the London Plan. The design of the cycle storage facility needs to have regard to the guidance in chapter 8 of the London Cycle Design Standards.

*Refuse and Recycling Storage and Collection and Servicing*

Residential household waste will be collected by services contracted by Richmond Council. The applicant needs to have regard to the Refuse and Recycling Storage and Collection supplementary planning guidance which can be read at: [https://www.richmond.gov.uk/media/7627/refuse\\_and\\_recycling\\_storage\\_requirements\\_spd.pdf](https://www.richmond.gov.uk/media/7627/refuse_and_recycling_storage_requirements_spd.pdf)

*Demolition and Construction Management Plan*

The applicant will need to provide a demolition and construction management plan which will need to show how construction traffic will be managed while keeping other road users safe. They should have regard to the guidance set out below: [https://www.richmond.gov.uk/media/22165/construction\\_management\\_plan\\_guidance\\_notes.pdf](https://www.richmond.gov.uk/media/22165/construction_management_plan_guidance_notes.pdf)

**Trees and Landscaping**

- Given proximity to the mature off-site tree, a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a Tree Protection Plan(s) (TPP) and an Arboricultural Method Statement (AMS) must be submitted.
- Any new scheme will be expected to incorporate ecological enhancement measures.
- Although not a requirement for non-major proposals, you are encouraged to consider London Plan policy G5 on Urban Greening

**Sustainability**

- Policy LP22 requires developments to achieve the highest standards of sustainable design and construction in order to mitigate against climate change.
- Any future application would need to include a completed Sustainable Construction Checklist and an Energy Statement to demonstrate compliance with the maximum water consumption requirements and that the development can achieve the required 35% reduction in carbon emissions.



- Any shortfall will need to be justified but it is expected that the standards can be met in a new build scheme.

#### *Water Efficiency*

- The Council has adopted the national Building Regulations 'higher standard' for water consumption of 110 litres per person per day (including an allowance of five litres or less per person per day for external water consumption). All new residential developments including conversions, reversions, change of use and extensions that create one or more new dwellings must meet this target.
- A National Water Standards Statement: demonstrating water consumption of 110 litres per person per day (including an allowance of 5 litres or less per person per day for external water consumption) will need to be submitted as part of any future application.

#### **Land Contamination**

- Policy LP10 states the Council promotes, where necessary, the remediation of contaminated land where development comes forward. Potential contamination risks will need to be properly considered and adequately mitigated before development proceeds.
- A Land Contamination Assessment – Desk Study will be required.

#### **Flood Risk**

As the site is situated in an area susceptible to surface water flooding and at risk of greater than 75% ground water flooding, a flood risk assessment commensurate to the scale of the development will be required at formal submission.

The Council will require the use of Sustainable Drainage Systems (SuDS) in all development proposals.

It is recommended that green roof is explored to alleviate surface water runoff volume and rates and to ensure compliance with LP 21 of the Local Plan.

In addition, the following will be required to be submitted:

- Statement on Sustainable Drainage Systems  
This to include the proposed Sustainable Drainage System to be incorporated in the development, along with details for their long term management and maintenance.
- Basement Scoping Assessment / Basement Impact Assessment  
Please see the Basement User Guide for further information at:  
[https://www.richmond.gov.uk/media/20818/user\\_guide\\_basement\\_assessment.pdf](https://www.richmond.gov.uk/media/20818/user_guide_basement_assessment.pdf)

#### **Fire Safety**

A Fire Safety Strategy will need to be submitted to accord with the requirements set out in London Plan D12.

#### **Planning Obligations and CIL**

- In addition to the planning obligations mentioned above, the application would be liable to pay the Borough and Mayoral Community Infrastructure Levy. Further information can be found on our website.

#### **Community Engagement**

- Given the sensitive nature of the proposed development, early community engagement is very strongly recommended.



**Conclusion**

- Presumption against loss of Industrial land.
- Loss of industrial use only acceptable if satisfy the requirements set out under policy LP42.
- Any mixed-use scheme must safeguard the viability of the commercial use.

**Submission Documents**

As well as those documents listed above in this letter, you are advised to review the Local Validation Checklist to ascertain the drawings/reports/documents associated with a minor development will need to be submitted with any future application. Further information can be found via link below:

[https://www.richmond.gov.uk/media/18491/local\\_validation\\_checklist\\_for\\_all\\_applications.pdf](https://www.richmond.gov.uk/media/18491/local_validation_checklist_for_all_applications.pdf)

As advised on the Council’s website, with the issuing of this letter, this pre-application case is now deemed closed. Any further advice sought from officers will either be charged at the hourly rates as outlined on the Council’s website or the full pre-application fee, as deemed appropriate by the Local Planning Authority. [Pre-application advice for householders, developers and businesses - London Borough of Richmond upon Thames](#)

**Without prejudice**

Any given advice by Council Officers from pre-application enquiries does not constitute a formal response or decision of the Council with regard to future planning consents. Any views or opinions expressed are given in good faith and to the best of ability without prejudice to formal consideration of any planning application, which was subject to public consultation and ultimately decided by the Council. You should therefore be aware that officers cannot give guarantees about the final form or decision that will be made on your planning or related applications.

Although the advice note will be brought to the attention of the Planning Committee or an officer acting under delegated powers, it cannot be guaranteed that it will be followed in the determination of future related planning applications and in any event circumstances may change or come to light that could alter the position. It should be noted that if there has been a material change in circumstances or new information has come to light after the date of the advice being issued then less weight may be given to the content of the Council’s pre-application advice of schemes. You are also advised to refer to local and national validation checklist on the Council’s website.

In the meanwhile should you have any further concerns or enquiries please do not hesitate in contacting me.

Yours sincerely

Nicki Dale

Team Manager – South Area

Development Management

London Borough of Richmond Upon Thames