FOR COMMENT

1.0 SITE DESCRIPTION

1.1 This is a two-storey public house that has been vacant for some time located on the south side of South Street on the east side of the junction with Worple Road. The public house is set back from the South Street frontage although the western flank wall abuts the pavement in Worple Road. To the front of the public house with access from South Street is the car parking area for the public house. The former Kings Arms Public House is not listed but is included on a local list as a building of townscape value.

1.2 On the opposite corner of Worple Road is a car repair/ MOT garage and beyond this is a two-storey Victorian parade with shops on the ground floor and residential accommodation above. To the east are two three storey blocks orientated north-south to form two facing parades (Shrewsbury Walk) with shops on the ground floor and residential above. However, there are shops facing South Street.

1.3 To the south is Victorian, terraced housing in Worple Road and more recent Local Authority housing in Magdala Road. To the north of the site is Isleworth Public Hall, a grade II listed building and a three-storey block of flats.

1.4 The site lies within the Isleworth Riverside Conservation Area.

2.0 HISTORY

2.1 01031/33/P2 Erection of single storey flank extension to provide restaurant and entrance porch and construction of new roof to existing store buildings
    Approved 25/4/79

2.2 01031/33/P3 Demolition of toilet block and porch and erection of conservatory and kitchen extension
    Approved 09/9/86
2.3 01031/33/P4 Erection of single storey flank extension

2.4 01031/33/P5 Refused 08/7/99 – Inadequate parking
Retention of Class A3 retail use on ground floor of main public house, conversion of upper floors to form 2 self contained flats, together with demolition of rear annex and outbuildings and erection of one residential block comprising 4 two-bed houses, 2 one-bed flats and 1 two bed maisonette with associated parking and landscaping
Withdrawn 30/03/06

2.5 01031/33/P6 Demolition of front entrance, outbuilding and single storey extensions to north, east and south elevations and conversion of existing Kings Arms Public House to residential to contain 6 x self contained flats and the erection of a three storey building facing South Street to contain 9 flats including associated car parking and landscaping to existing site
Refused 19/06/06. Excessive density, lack of amenity space, overdevelopment, harmful to neighbours’ living conditions and the character and appearance of the Conservation Area
Appeal dismissed 27/12/06

3.0 DETAILS
3.1 These are planning and conservation area consent applications for the demolition of the front entrance, outbuilding and single storey extensions to north, east and south elevations and conversion of existing Kings Arms Public House to residential to contain four x self contained flats and the erection of a three storey building facing South Street to contain eight flats including associated car parking and landscaping.

3.2 Since refusal of the earlier scheme in June 2006 and the subsequent appeal decision, the proposals have been amended to delete two one bedroom flats from the existing King’s Arms public house and reduce the number of self contained units in the three storey building facing South Street from nine to eight. The mansard roof to the public house that was to be extended to the rear replacing the existing flat roof to create the second floor accommodation in the previous application has also been removed. The width of the three-storey building facing South Street has also been reduced by 2.5m and two additional parking spaces and an increased area of amenity space are now also proposed.

3.3 The former public house would be converted to create two one-bedroom flats on the ground and first floors with a two-bedroom flat on the ground floor and a two-bedroom maisonette on the first and second floors. Separate front entrances to the ground floor flats and the upper floor flats would be from Worple Road. The one-bedroom flats would be 45 and 46 m² in size, the 2-bedroom ground floor flat would be 59 m² and the maisonette would be 71 m².

3.4 A three-storey block with a mansard roof fronting South Street is proposed. It would be 23m wide by 10.5m deep stepping back to 6.3m deep to the north of the public house. It would be set back 1m from the South Street frontage and 5.5m from the Worple Road junction. The block would comprise two one-bedroom flats and one two-bedroom flat on the ground floor, two two-bedroom maisonettes, a one-bedroom flat and one three-bedroom maisonette on the first and second floors and a one bedroom flat on the second floor. Each maisonette would have a living and kitchen/dining area in the second floor roof accommodation. The flats and maisonettes would range in size from 45 to 85 m².
3.5 The proposed three-storey block would be rendered with the second floor roof storey set back at the rear to create a terrace. The second floor front elevation would also include terraces between the projecting front windows to reduce the impact of the upper floor. The roof would be clad in zinc.

3.6 Eight car parking spaces (including 2 disabled) and 15 cycle spaces would be laid out to the rear of the frontage block and to the east of the former public house with a gated access via a ground floor passage beneath the upper floors of the building. The proposed timber gates would be flush with the front wall of the block and would be electronically controlled.

3.7 A bin store and recycling area would be provided in the rear parking area. The remaining area would be divided to provide separate private amenity space for the ground floor flats in the frontage block and a shared amenity area for the flats in the converted public house. A small enclosed area to the south of the public house would also provide private amenity space for the adjacent ground floor flat.

3.8 Additional landscaping and new tree planting would also be carried out. The Worple Road and South Street frontages would be enclosed with low metal railings.

4.0 CONSULTATIONS

4.1 Eighty-five neighbouring residents were notified on 25/01/07. Press and site notices were also posted. No objections have been received to date.

5.0 POLICY

5.1 S38 (6) of the Planning and Compulsory Purchase Act 2004 states "If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise".

5.2 The Unitary Development Plan (UDP) and London Plan are both development plans for the Borough. The UDP was adopted in December 2003, and the London Plan in February 2004. Alterations to the London Plan on housing provision targets, waste and minerals were published in December 2006 and now form part of the adopted London Plan.

5.3 Where there is a policy in the UDP that conflicts with policy in the London Plan, the London Plan takes precedence as it is the more recent of the two Development plans.

5.4 Unitary Development Plan

- **Imp.1.2** The Reuse and Recycling of Urban Land and buildings
- **ENV-B.1.1** All New Development.
- **ENV-B.1.8** Access and facilities for people with disabilities
- **ENV-B.2.2** Conservation Areas
- **ENVB 2.7** Alterations to Listed Buildings and Buildings of Townscape character
- **H.1.1** Location of new Housing Development
- **H.3.4** Conversions of Houses to Flats
- **H.4.1** Housing Standards and Guidelines
- **H.4.2** Residential Density
- **C.1.3** Loss of existing Social and Community Uses
- **T.1.4** Car and Cycle Parking and Servicing for Developments
6.0 PLANNING ISSUES

6.1 The main planning issues to consider are:

- whether the loss of a social and community use and the principle of residential development is acceptable;
- whether the previous reasons for refusal and the Inspector’s findings on appeal have been overcome;
- whether there would be any harm to the character and appearance of the Conservation Area;
- whether the required standards would be met in terms of the proposed density, internal space standards and amenity;
- effect on neighbours’ living conditions; and
- parking and access

Principle of development

6.2 UDP policy C.1.3 states that the loss of social and community facilities including public houses will be resisted. The building has been vacant and boarded up for a number of years. There are alternative existing public houses in South Street and Isleworth Public Hall as replacement community meeting places for the Kings Arms. The principle of residential development was accepted under the earlier scheme and the Appeal inspector did not disagree with the principle of residential development.

Previous reasons for refusal/Inspector’s findings

6.3 It was considered when refusing the previous application that the density was excessive which together with inadequate amenity space, constituted overdevelopment, harmful to neighbours’ living conditions and harmful to the character and appearance of the Conservation Area. The Inspector raised serious concerns primarily about the proposed relationship of the new building with the Kings Arms.

6.4 In dismissing the Appeal the Inspector was of the view that the public house, even though it is set back from the street frontage, is a dominant feature at the corner of South Street and Worple Road, and a prominent feature in the make up of South Street as a whole. Following the development, direct views of its principle façade towards South Street would be interrupted and partially obscured. While a gap between the back of the new building and the King’s Arms would permit angled views of the latter’s frontage from certain viewpoints, its dominant relationship to the townscape in this part of South Street, which is part of the historic character of the street would have been lost in the Inspector’s opinion.
However, the Inspector acknowledged that the renovation of the Kings Arms and the removal of the existing unsympathetic additions are likely to be dependent on a comprehensive redevelopment of the site.

6.5 The proposed three-storey building fronting South Street has now been reduced in width by 2.5m to improve the views of the principle façade of the public house from South Street. The density of the scheme is thereby reduced and further parking and amenity space is now proposed.

**Impact on Isleworth Riverside Conservation Area**

6.6 Policy ENV-B.2.2 states that the Council will preserve and enhance the character and appearance of Conservation Areas by ensuring that any development within or affecting a Conservation Area preserves or enhances its character and appearance and any development should respect the character of the existing architecture in scale design and materials. The Isleworth Riverside Conservation Area seeks to enhance the appearance of both the existing buildings and the Conservation Area, but will resist unsuitable development including uses or intensification of uses that would harm the character of the Conservation Area.

6.7 The proposed residential use of the public house would result in the removal of later additions to the building without any substantive external alterations to the original building. The Appeal Inspector was of the view that the extensions, outbuildings and other structures which it is proposed to demolish were lower quality additions to the original Georgian house. In his opinion, their removal would allow the fine proportions of the original building to re-emerge and so would enhance both the architectural character of the building itself and the character and appearance of the Conservation Area.

6.8 However, with regard to the three-storey frontage building, the Inspector considered that the height and bold fenestration of the new building’s side elevation would mean that, when viewed from the west, it would compete for attention with the former public house, to the detriment of the latter’s architectural and historic significance. The proposed building has now been pulled back to reveal more of the Kings Arms when viewed from the street and the design of the elevations and roofscape has been improved to create a more sympathetic appearance.

6.9 UDP policy ENV-B.2.7 states that alterations to listed buildings and buildings of local townscape character should be in keeping with the building, harmonise with the surroundings and be of high quality design. The alterations proposed to the original building would be minimal.

**Density, internal space standards and amenity**

6.10 UDP policy H.6.3 states that the Council will strongly resist backland/infill residential development where it would result in the unacceptable loss of back gardens or other amenity spaces which contribute to the character and nature conservation of the immediate or wider residential area, fails to take account of the existing density and character of the area and fails to provide the necessary housing standards and guidelines UDP policies ENV-B.1.1 and H.4.1 and associated guidance also require development to relate well to the site and the scale, nature, height and general character of the surrounding area.
6.11 UDP policy H.1.4 requires residential densities to not exceed 250 habitable rooms per hectare and for family housing (defined as 3 bedspace units) to be within the range 125-210 hr/ha. The density of the proposal, based on 31 habitable rooms (hr) and a site area of 0.1 hectares (ha) (i.e. the site boundary as outlined in red on the Site Location Plan plus the area of a 6m width of South Street frontage) to be 302 hr/ha. The overall density of the scheme has been reduced from 360 hr/ha.

6.12 Whilst the UDP does set out exceptions to the normal density range of 150-250 hr/ha, this concept is given clearer credence in Policy 4B.3 (Maximising the potential of sites) and Table 4B.1 of the London Plan, where density ranges are related to location, setting in terms of existing building focus and industry, and the index of public transport accessibility (PTAL). Table 4B.1 of the London Plan sets the relevant density range for a development comprising flats in this location as 200-250hr/ha

6.13 The thrust of Government guidance and the London Plan promote greater densities than the UDP anticipates. In certain circumstances the density advocated under Policy 4B.3 and Table 4B.1 of the London Plan is higher than the density range that Policy H.4.2 of the UDP establishes as usually appropriate. In line with the Planning and Compulsory Purchase Act 2004 Policy 4B.3 and Table 4B.1 of the London Plan have precedence over Policy H.4.2 of the UDP (in that the London Plan was the last document adopted).

6.14 Policy H.4.1 states that development should have regard to the Council housing standards. The room sizes for the flats in the converted public house and for the flats and maisonettes in the new building are as follows:

<table>
<thead>
<tr>
<th></th>
<th>1-bed Flat m²</th>
<th>2-bed maisonette m²</th>
<th>2-bed Flat m²</th>
<th>3- bed maisonette m²</th>
<th>Minimum required m²</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bedroom 1</td>
<td>10.7 to 12.3</td>
<td>12 to 13</td>
<td>12 to 13.4</td>
<td>13.4</td>
<td>12.0</td>
</tr>
<tr>
<td>Bedroom 2</td>
<td>8.5</td>
<td>10.7 to 11.3</td>
<td>11.3</td>
<td>10.0</td>
<td></td>
</tr>
<tr>
<td>Bedroom 3</td>
<td></td>
<td></td>
<td>6.4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bathroom</td>
<td>3.6</td>
<td>3.6 to 4</td>
<td>3.7</td>
<td>3.7</td>
<td>3.7</td>
</tr>
<tr>
<td>Living/kitchen</td>
<td>16 to 27</td>
<td>15</td>
<td>15 to 16.8</td>
<td>16.8</td>
<td>12.5</td>
</tr>
<tr>
<td>Kitchen/diner</td>
<td></td>
<td>12.7</td>
<td>10.2</td>
<td>5.5</td>
<td></td>
</tr>
</tbody>
</table>

6.15 The proposed internal floor areas of the two bedroom units in the converted public house are 59 m² and 71m² and the one-bedroom units are 45m² and 46m² which is above the minimum guidelines requiring 45/57m² for a flat with 2/3 occupants and 30m² for a flat with 1 occupant. In the new building the one-bedroom flats are 45m² to 47m²; the two-bedroom flat/maisonettes range from 57m² to 74m² and the three-bedroom maisonette is 85m². The room sizes mainly comply with the minimum floor areas for new dwellings in the Council’s supplementary guidance, although the two-bedroom maisonettes have slightly substandard second bedroom sizes.

6.16 The Council’s standards require 25m² of private amenity space for each of the units of the size proposed (i.e. 300m² in total). The scheme proposes private amenity space ranging from 19m² to 35m² for the three ground floor flats in the new building and 15m² and 35m² for the two ground floor flats in the converted public house.
A further area of 68m² private communal amenity space to the rear of the public house is proposed. The total amount of amenity space is 212 m². In addition, the maisonettes on the upper floors in the frontage block have front and rear roof terraces totalling 26m². The Appeal Inspector considered that the provision of outdoor amenity space was capable of being resolved through a planning obligation requiring contributions towards off-site provision.

6.17 All units are to Lifetime Homes standards and two are fully wheelchair accessible.

**Effect on neighbours’ living conditions**

6.18 Habitable room windows in the rear elevation of the public house would be over 30m from the rear windows of properties in Shrewsbury Walk and there are no windows proposed in the eastern flank elevation of the frontage block. No overlooking of upper floor windows to the rear of the adjacent flats would occur. Windows in the western end of the frontage block would face Worples Road or South Street and no internal overlooking of windows in the public house would occur. No loss of privacy and harm to the living conditions of prospective residents or existing neighbours would therefore result.

**Parking**

6.19 In terms of the Council’s parking standards, the maximum number of off-street spaces would be thirteen spaces, including visitor’s space and only eight are provided. This is more than the refused scheme that proposed six spaces with a requirement for sixteen. The Appeal Inspector considered that provision at a level below the Council’s maximum standard would not materially harm highway safety or local amenity. On street metered parking is available and South Street is served by the H37 between Hounslow and Richmond. The service frequency is between 4-8 minutes in each direction throughout the day. Three services, the A267, H20 and R62 use Twickenham Road approx. 100m from the site. Space for cycle parking is also provided. However, although the site is on a main road served by bus routes, access to other public transport modes is poor (it has a PTAL level of 2).

6.20 In terms of traffic generation, the former public house use would have generated more traffic movements than the proposed residential use.

**Section 106**

6.21 The following Heads of Terms are appropriate to include in a Section 106 Agreement:

- A contribution towards off-site amenity space provision
- A contribution towards educational facilities

**RECOMMENDATION**

That Members consider the application and note that their comments will be reported to the Sustainable Development Committee if an acceptable scheme can be negotiated and that, if not, the proposal will be refused under delegated powers.