

Basinghall Estate Company Limited

**Proposed Residential-led Mixed-Use Development
Land Rear of No. 74 Church Road, Barnes, London, SW13 0DQ**

Planning Statement

8 March 2017

Turnberry

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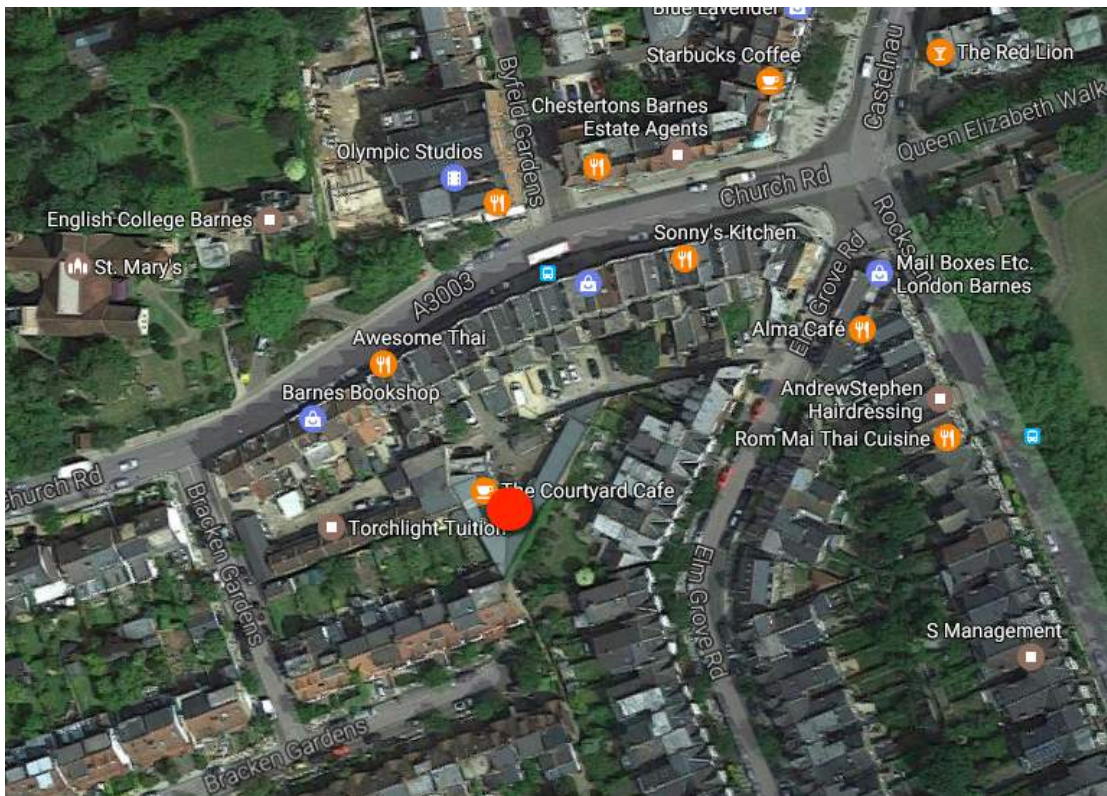
Contents

1	INTRODUCTION.....	1
2	PROJECT BACKGROUND.....	3
2.1	BASINGHALL ESTATE COMPANY LIMITED	3
2.2	THE APPLICATION SITE	3
2.3	PLANNING DESIGNATIONS	10
2.4	RELEVANT PLANNING HISTORY	11
2.5	PROPOSED DEVELOPMENT	13
3	NATIONAL PLANNING POLICY AND GUIDANCE.....	17
3.1	INTRODUCTION.....	17
3.2	MATERIAL CONSIDERATIONS – GENERAL PRINCIPLES.....	17
3.3	PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT	18
3.4	HOUSING	18
3.5	VIABILITY AND DELIVERABILITY	22
3.6	ECONOMIC DEVELOPMENT.....	22
3.7	DESIGN AND VISUAL IMPACT.....	23
3.8	HISTORIC ENVIRONMENT	25
3.9	TRANSPORT	26
3.10	CLIMATE CHANGE.....	26
3.11	FLOODING	27
3.12	POLLUTION (NOISE, AIR QUALITY, ARTIFICIAL LIGHTING).....	28
3.13	ECOLOGY	29
4	DEVELOPMENT PLAN POLICY AND RELATED DOCUMENTS.....	31
4.1	INTRODUCTION.....	31
4.2	THE DEVELOPMENT PLAN FRAMEWORK.....	31
4.3	THE LONDON PLAN (2016).....	32
4.4	HOUSING SUPPLEMENTARY PLANNING GUIDANCE (2016)	40
4.5	LOCAL PLAN	41
4.6	VILLAGE PLAN – BARNES SPD (2016).....	46
4.7	REFUSE AND RECYCLING STORAGE REQUIREMENTS SPD (2015).....	47
4.8	COMMUNITY INFRASTRUCTURE LEVY CHARGING SCHEDULE (2014).....	47
4.9	SMALL AND MEDIUM HOUSING SITES SPD (2006).....	48
4.10	DESIGN QUALITY SPD (2006).....	49
5	PLANNING ASSESSMENT.....	50
5.1	INTRODUCTION.....	50
5.2	PRINCIPLE OF DEVELOPMENT / LAND USE	50
5.3	DESIGN OF DEVELOPMENT	50
5.4	AFFORDABLE HOUSING.....	55
5.5	EMPLOYMENT	55
5.6	TRANSPORT AND ACCESS.....	55
5.7	HERITAGE.....	57
5.8	FLOOD RISK AND DRAINAGE.....	57
5.9	POLLUTION.....	58
5.10	ECOLOGY	58
5.11	SUSTAINABILITY	59
6	CONCLUSIONS	60

1 INTRODUCTION

- 1.1 This Planning Statement has been prepared by Turnberry Planning Limited on behalf of 'Basinghall Estate Company Limited' (the applicant) and supports a full planning application to the London Borough of Richmond upon Thames (the Local Planning Authority [LPA]) for a proposed residential-led mixed-use development on land rear of No. 74 Church Road, Barnes, London, SW13 0DQ.
- 1.2 As shown in **Figure 1.1**, the application site is situated within Barnes local centre and currently accommodates a single-storey 'V' shaped commercial building under Class A1, A3 and B1 use. The site is a courtyard-type development located to the rear of No. 74 Church Road (a backland site) and the surrounding area is primarily residential in character with ground floor retail units along Church Road and commercial workshops to the west.

Figure 1.1 – Aerial Photograph of Site



- 1.3 The applicant is now proposing to redevelop the application site by demolishing the existing buildings and erecting a two-storey residential-led mixed-use development comprising of 6 no. of residential flats and 5 no. of small commercial units (with a Gross External Area of 165.7sqm).
- 1.4 The planning application for this courtyard redevelopment comprises of this Planning Statement and the following documents:
- Covering letter
 - Planning application form
 - Community Infrastructure Levy (CIL) – additional information form
 - Planning drawings:

Drawing Ref.	Description
1051-APP-01 Rev A	Site Location Plan
1051-APP-02	Site Photographs
1051-APP-03	Existing Site Plan and Cross Section Plan
1051-APP-04	Block Plan
1051-APP-05 Rev C	Proposed Ground Floor Plan
1051-APP-06 Rev B	Proposed First Floor Plan
1051-APP-07 Rev B	Proposed Roof Plan
1051-APP-08	Proposed Elevations (North and East)
1051-APP-09	Proposed Sections (Sheet 1 of 2)
1051-APP-10	Proposed Sections (Sheet 2 of 2)
1051-APP-11	Existing Elevations and Roof Plan
1051-APP-12	Perspective View of Proposal

- Affordable Housing Statement
- Draft Unilateral Undertaking (re Affordable Housing Contribution)
- Arboricultural Impact Assessment
- Design and Access Statement
- Construction Traffic Management Plan
- Consultation Statement
- Flood Risk Assessment
- Environmental Noise Report
- Energy and Sustainability Strategy
- Completed Sustainability Checklist
- Access Statement (i.e. addressing inclusive access for all)
- Transport Statement

1.5 The planning application is accompanied by a planning fee in the form of a cheque for the sum of **£3,465.00** made payable to the 'London Borough of Richmond upon Thames'. This is based on the fee guidance set out in the 'Town and Country Planning (Fees for Applications, Deemed Applications, Requests and Site Visits)(England) Regulations 2012' (as amended) and relates to the proposal for 6 no. of new residential units and the provision of 5 no. of Class B1 units totalling 165.7sqm (gross external area).

1.6 This Planning Statement provides further information on the application and is structured as follows:

- **Section 2** sets out the project background to include information on the applicant, description of the application site and the proposals, and planning history.
- **Section 3** covers relevant national planning policies and guidance.
- **Section 4** sets out the relevant development plan policies.
- **Section 5** provides an assessment of the key planning issues relating to the application proposals.
- **Section 6** outlines our conclusions.

2 PROJECT BACKGROUND

2.1 Basinghall Estate Company Limited

2.1.1 The applicant is a long established property company that has been investing in and managing mixed-use properties within Barnes for over 50 years. The Directors of the Company treat their real estate with responsibility, especially towards its occupiers. They want all occupiers (whether these be individuals or businesses) to flourish. The Company believes in long-term stewardship and rarely sells its landholdings, preferring to take a more sustainable approach in regenerating and growing its property assets for the long run.

2.1.2 The proposed courtyard-style redevelopment on the subject site in Barnes is a good example of this approach. Here, the Company wishes to increase housing provision alongside economic development by providing much needed employment space for local businesses to thrive. This approach will allow sustainable living and working within Barnes.

2.1.3 The implementation of legislation permitting conversion of office units to residential has resulted in the loss of such units, which provided essential employment space throughout Richmond. The present proposal seeks to counteract this trend, in order to maintain a vibrant and sustainable community.

2.2 The Application Site

2.2.1 As shown in **Figure 2.1**, the application site (edged in red) measures 0.09ha and is a courtyard-style backland site located on the southern side of Church Road. The applicant owns the land edged in blue.

Figure 2.1 – Site Location Plan



2.2.2 By way of background, the site was developed at the beginning of the 20th Century to serve Church Road traders; the rates returns for 1911 refer to 'coach house and stabling'. Access to the site was specifically provided between Nos. 74 and 76 Church Road. With the decline of horse power, the site was used for battery servicing, printing and boot repairs.

2.2.3 In terms of the original structure, only the perimeter stable wall to the southern and western perimeter of the site remain to date, with a height of approximately 4.6-4.7m high, and window openings traditionally used for ventilation. The wall (as shown in **Figure 2.2**) is built with red brick rather than the ubiquitous London stock used for back facades and extensions to the Church Road buildings.

Figure 2.2 – Stable Wall of Site (approx. 4.5m high)



2.2.4 The site is owned by Basinghall Estate Company Limited and is triangular in shape and accommodates a single storey 'V' shaped building with a mono-pitched roof. There is also a single storey outbuilding with a pitched roof to the north of the site. Access to the site is via Church Road to the north or Elm Grove Road to the east. Relevant site photographs are shown in **Figure 2.3**.

Figure 2.3 – Site Photographs



Southward View of Site



Westward View from Site



Northward View from Site

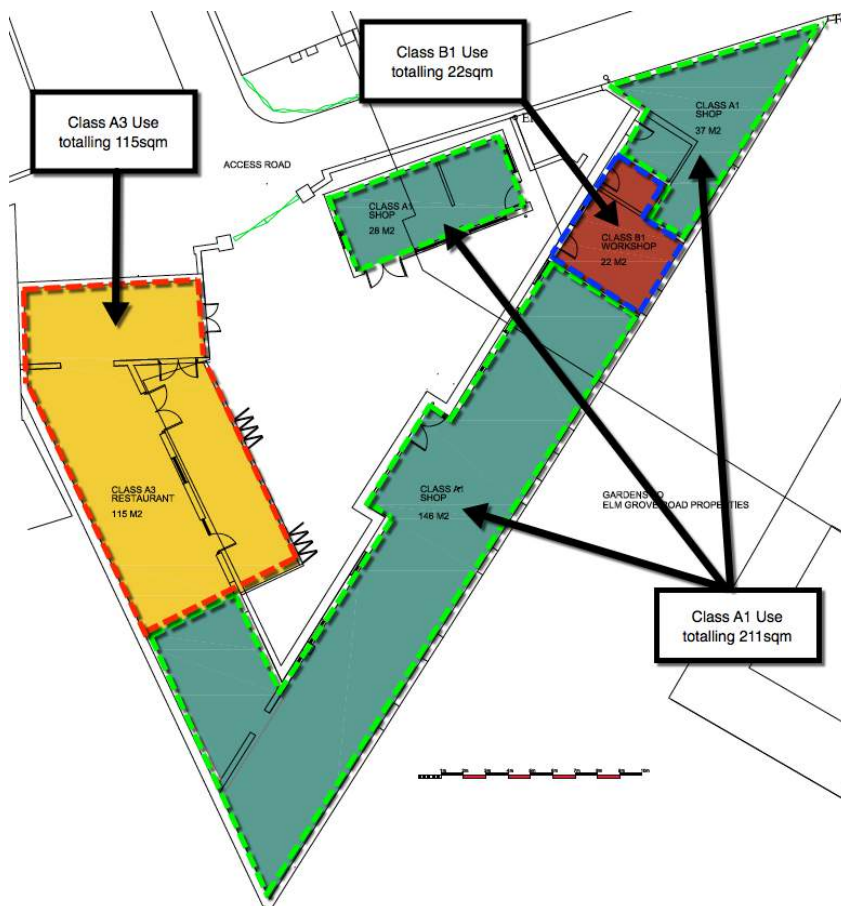


Eastward View from Site

2.2.5 In order to have a good understanding of the existing uses on site, this is shown in **Figure 2.4**. The site has a total floorspace of 348sqm (Gross Internal Area [GIA]).

2.2.6 The main use of the site is Class A1 (shop) with a GIA of 211sqm (i.e. 61% of total GIA). In addition, there is an ancillary Class A3 Restaurant with a GIA of 115sqm (33%) as well as a Class B1 workshop with a GIA of 22sqm (6%).

Figure 2.4 – Uses of Existing Site



- 2.2.7 The site was primarily occupied by 'Karavan' as an interior home furnishing shop (Class A1 use). It also operated an ancillary restaurant (Class A3 use) with outdoor seating area. In addition, a small area of the main building was sub-let by Karavan to 'Eric Lightwizard', which is a stained glass workshop (Class B1 use). However, in mid-December 2016, Karavan decided to vacate the site due to difficult trading conditions and that only the stained glass workshop currently remains in operation. The applicant has allowed the workshop to remain in operation to date. It is noted that the site photographs shown in Figure 2.3 were taken in September 2016 and before Karavan vacated the site.
- 2.2.8 In terms of the surrounding site context, it is noted to the north of the site are a parade of shops and restaurants along the ground floor of Church Road and forming part of Barnes local centre. Beyond that is the Olympic Studios. It is noted that the retail elements are on the ground floor with residential flats above.
- 2.2.9 To the east and south of the site are primarily residential in character (2-3 storey in height) and to the west are a row of commercial buildings to include small-scale workshops and garage (see **Figure 2.5**).

Figure 2.5 – Surrounding Land Uses





1



4



2



5



3



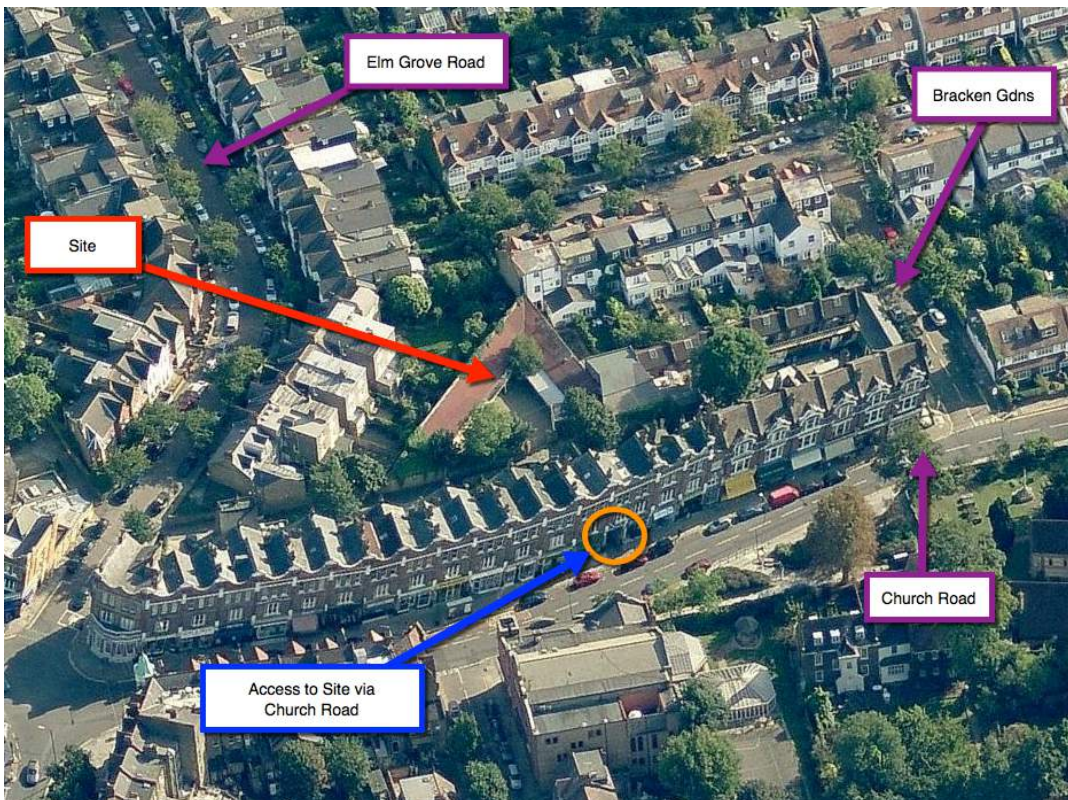
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2.2.10 Aerial photographs of the site and its surroundings are shown in **Figure 2.6**.

Figure 2.6 – Aerial Photographs



Northward View

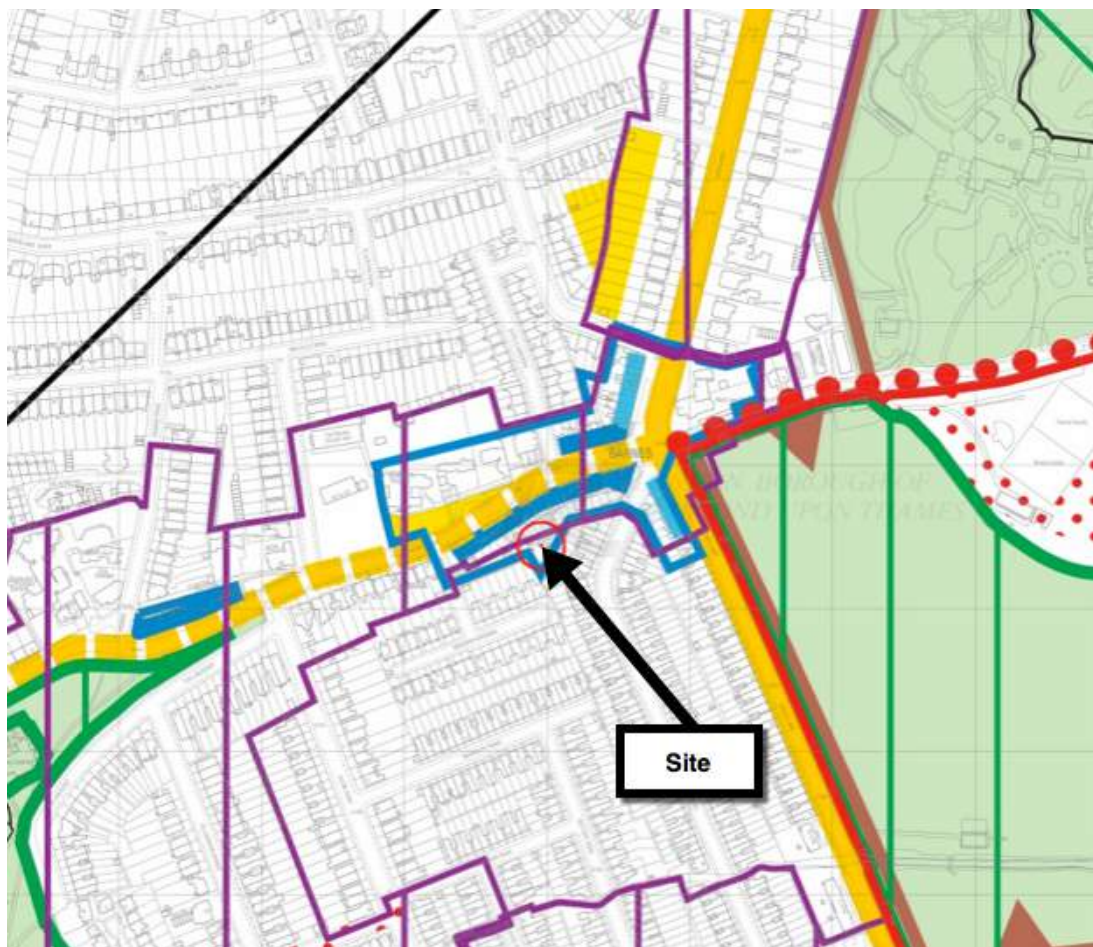













Southward View

2.3 Planning Designations

- 2.3.1 An extract of the adopted Proposals Map of the LPA is shown in **Figure 2.7**. In terms of site-specific planning designations, the site is within an 'Area of Mixed Use' (whereby Policy DM TC 2 of the adopted Development Management Plan 2011 is applicable). There are no other planning designations on the site.
- 2.3.2 According to the LPA's Conservation Area Studies map, the site lies just beyond the 'Barnes Green' Conservation Area.

Figure 2.7 – Extract of Adopted Proposals Map (July 2015)



	Area of Mixed Use DM TC 2		Borough boundary
	Key shopping frontage (see Appendix 3 of DMP) DM TC 3		D13 Route (footpath/cycle route/bridleway)
	Secondary shopping frontage (see Appendix 3 of DMP) DM TC 3		Public Open Space DM OS 6
	Conservation Area (as at July 2013) DM HD 1		Site of Special Scientific Interest CP 4
	Primary or Secondary road		Other Site of Nature Importance CP 4
	Local distributor road / Crown road		

2.4 Relevant Planning History

2.4.1 Relevant planning history of the application site is shown in **Table 2.1** (with the most recent planning application at the top of the table).

Table 2.1 – Planning History

LPA Ref.	Description	Decision	Date
11/3258/FUL	Operate a café as part of retail business (Class A1 to Class A3).	Granted	23/11/2011
97/1921	Change of Use of part of site buildings from storage (as approved under LPA Ref. 97/0010) to a food preparation and supply business with staff canteen area.	Granted	27/11/1997
97/0010	Installation of retail unit with adjoining workshops and preparation areas for furniture store plus associated alterations.	Granted	05/06/1997
78/1190	Continued use of premises for light engineering purposes.	Granted	13/02/1979

2.4.2 In terms of the most recent planning permission that was granted on 23 November 2011 (LPA Ref. 11/3258/FUL), this was for the retrospective inclusion of the Class A3 (restaurant) use on the primarily Class A1 (shop) use. It is noted that the delegated Officer's report recognised that the Class A1 use is not afforded the same degree of protection as those located on Church Road and within the designated shopping frontage. In addition, the LPA recognised that given the town centre location, whereby a mix of uses were encouraged, the principle of having both Class A1 and A3 uses on the site were considered acceptable in principle.

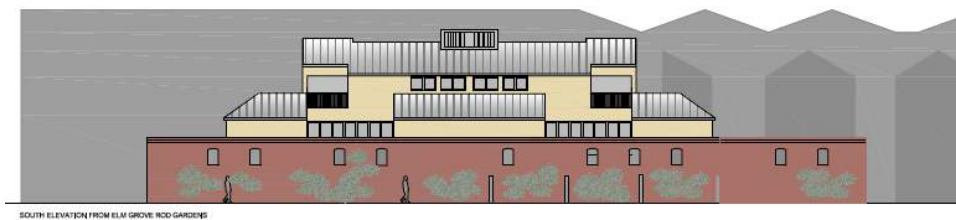
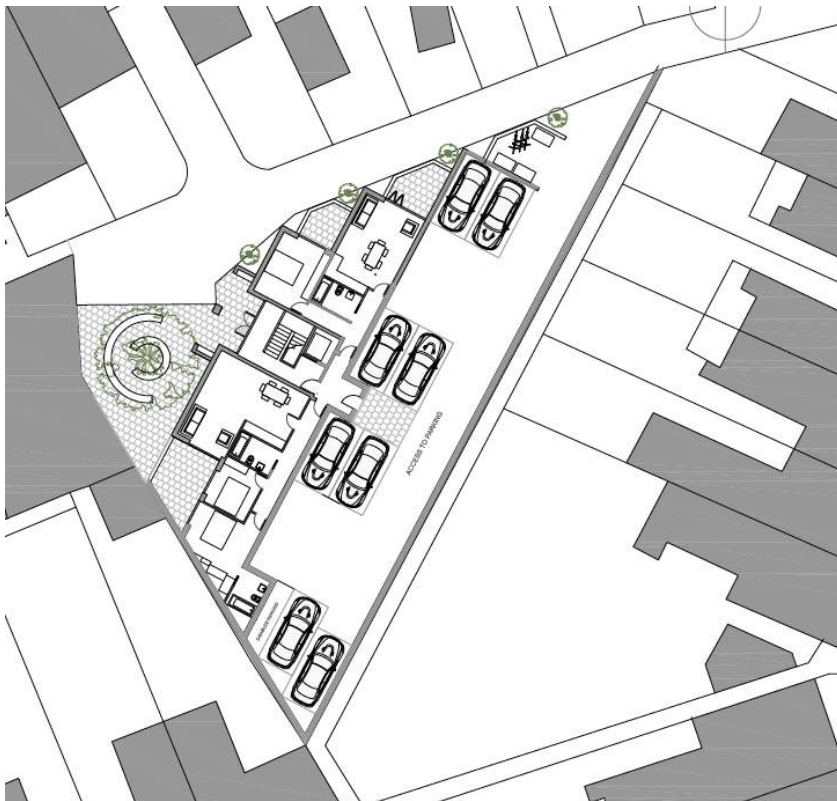
2.4.3 In terms of the small Class B1 workshop used for stained glass making purposes, it is noted that the 'Planning Sub-committee' report dated 5 June 1997 stated that the existing uses were for storage and workshops (thus it appears to be Class B1 and B8 uses). In particular, it stated, 'Single-storey buildings around the site's perimeter are currently used as storage and a small workshop for a pine shop in Rocks Lane and also accommodates a photographer and stained glass maker'. It therefore suggests that the existing stained glass maker has been on site since at least 1997.

2.4.4 Based on the planning history findings, it appears that the existing uses on site are considered lawful in planning terms.

2.4.5 It is noted that a request for formal pre-application advice was sought from the LPA, whereby Turnberry Planning Limited submitted a pre-application on 17 April 2015. The pre-application proposal was for a larger residential development

comprising of 'demolition of current units and construction of three-storey residential block comprising 8 no. of residential flats (extract of the planning drawings is shown in **Figure 2.8**). The LPA subsequently issued a formal pre-application advice letter dated 14 August 2015. Copies of the pre-application submission documents and the LPA's advice letter are appended to the submitted 'Consultation Statement'.

Figure 2.8 – Pre-application Proposals



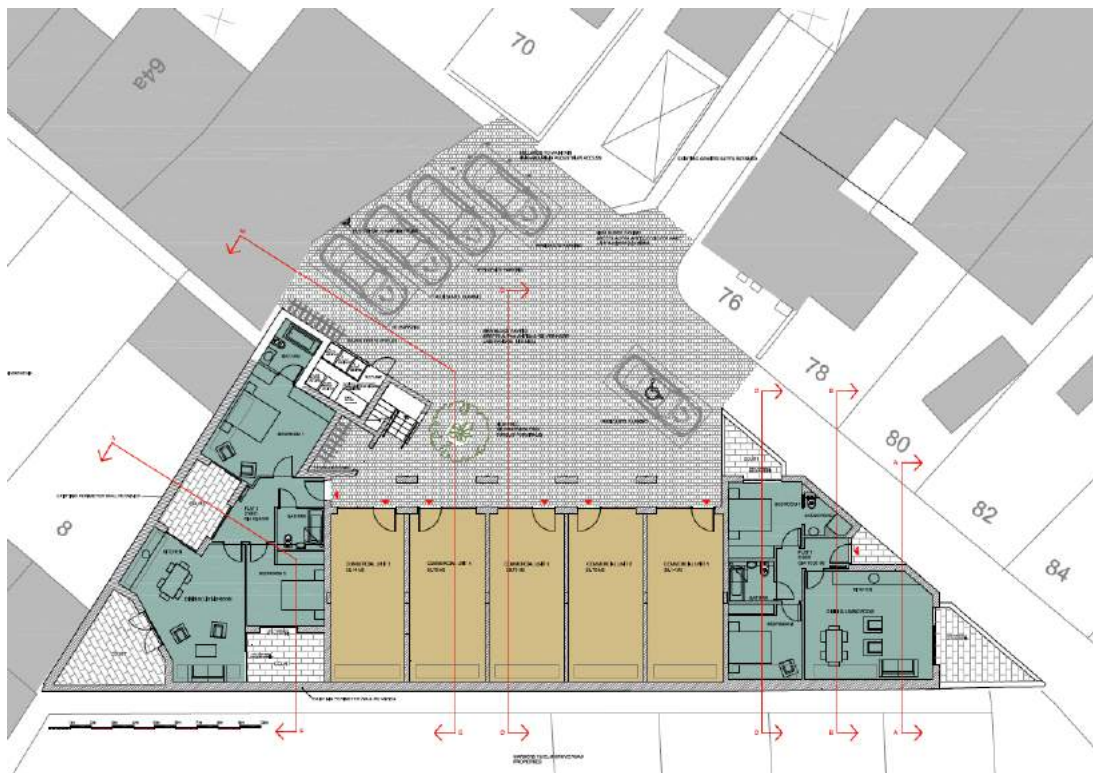
2.4.6 The LPA's pre-application advice letter is considered useful in understanding the potential planning issues of the backland site and that this has led to the redesign of the development to be of lower massing and scale and to include a mix of uses.

2.4.7 It is noted that the LPA were of the view that the application site was situated within the Barnes Green Conservation Area. However, this is incorrect and that the site is not within the Conservation Area but is within close proximity to it.

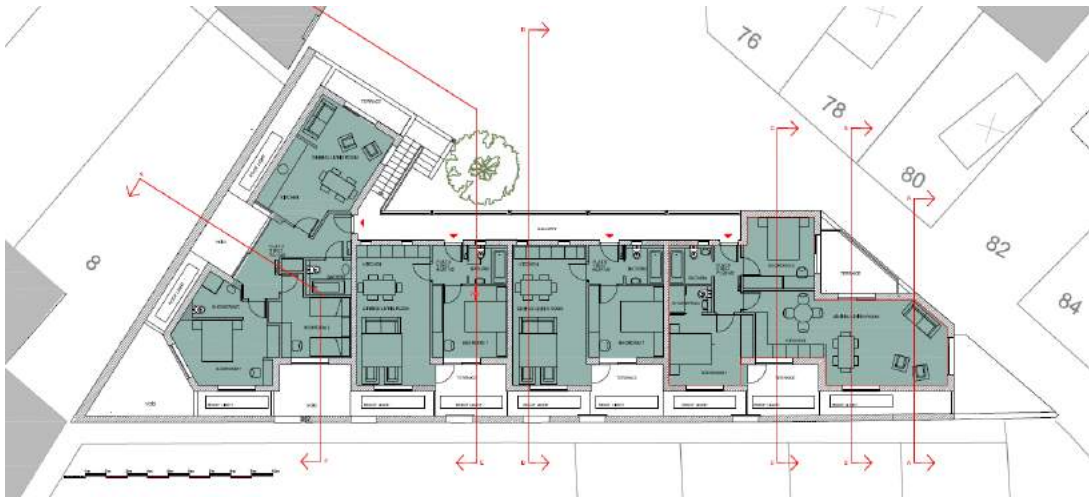
2.5 Proposed Development

2.5.1 The proposed development is for the demolition of existing single storey buildings and erection of a two-storey 'V' shaped and brick-built courtyard-style development comprising of 6 no. of residential flats; 5 no. of Class B1 commercial/workshop units; and associated development to include car parking provision and hardstanding. An extract of the ground floor and first floor plans are shown in **Figure 2.9**.

Figure 2.9 – Extract of Ground Floor and First Floor Plans



Ground Floor Plan

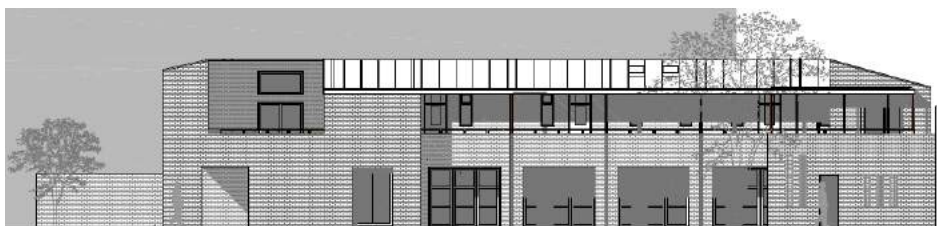


First Floor Plan

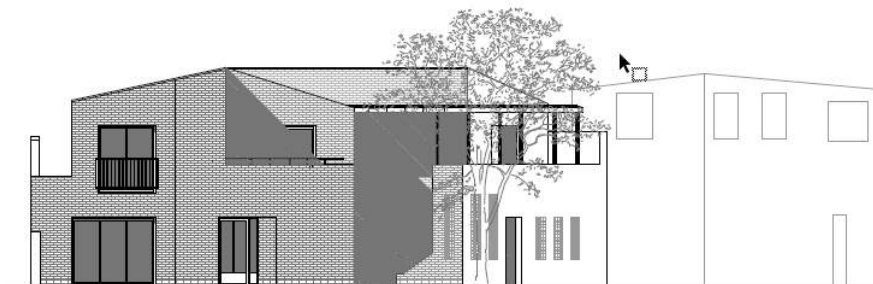
2.5.2 The proposed development would have a pitched roof with a maximum height of approximately 6.4m and eaves height of approximately 5.4m. The width of the building along the western boundary measures approximately 21.1m and the width of the building along the southern boundary is approximately 46.7m. The building footprint is approximately 380sqm.

2.5.3 It is noted that the original stable wall of approximately 4.6-4.7m along the southern and western boundary of the site are to be retained and that the first floor of the proposed development is to be set-back approximately 1.2m from the wall to the south and approximately 2.5m from the wall to the west. It is noted that the 6 no. of existing window-shaped openings along the southern stable wall are proposed to be 'blocked-up' by matching brick-work to further minimise loss of privacy to neighbouring properties to the south (i.e. along Elm Grove Road). An extract of the elevations are shown in **Figure 2.10**.

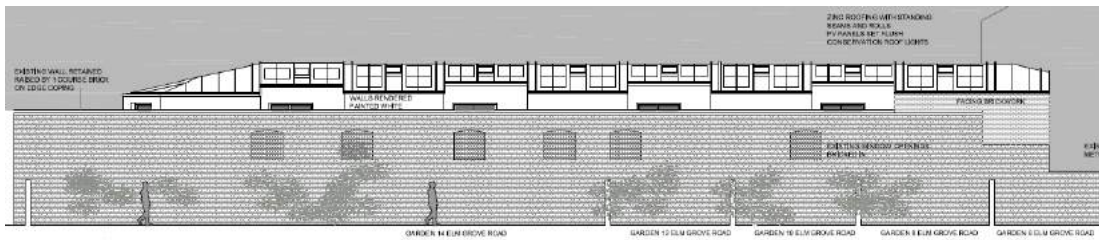
Figure 2.10 – Extract of Proposed Elevations



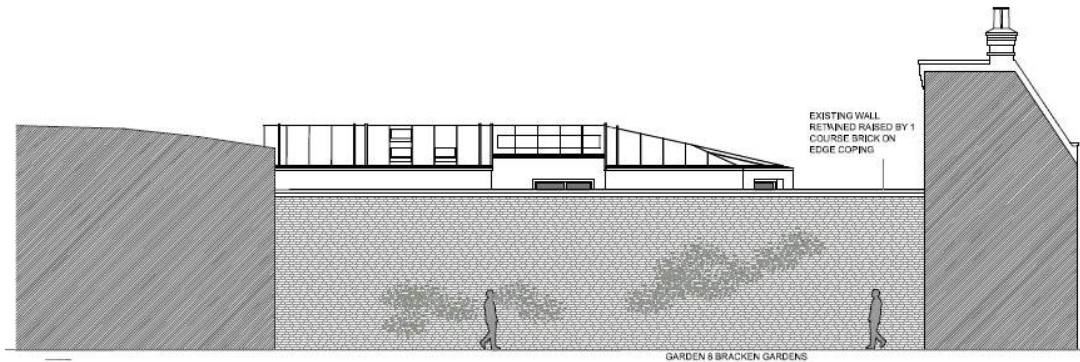
Northern Elevation



Eastern Elevation



Southern Elevation



Western Elevation

2.5.4 A perspective view of the proposal is shown in **Figure 2.11**.

Figure 2.11 – Perspective View of Proposed Development



2.5.5 A breakdown of the proposed residential and commercial units are shown in **Table 2.2**. It is noted that the applicant is not intending to sell the residential and commercial units but to only lease them (much like the surrounding area to which the applicant also owns), thereby retaining the freehold of the site and deriving sustainable rental income from it. Therefore, the applicant is considered a long-term and responsible landowner of the Barnes area.

Table 2.2 – Proposed Quantum of Development

Property	Floor	No. of Bedrooms	Gross Internal Area (m ²)	Allocated Off-street Car Parking Space	Private Amenity Space (m ²)
Flat 1	Ground	2	70	1 (disabled space)	14.3
Flat 2	Ground	2	83.2	1	32.3
Flat 3	First	2	72.1	1	6.3
Flat 4	First	1	44.6	0	8.5
Flat 5	First	1	44.6	0	8.5
Flat 6	First	2	71.3	1	15.7
Commercial Unit 1	Ground	N/A	28.1	1 (for visitor parking only)	N/A
Commercial Unit 2	Ground	N/A	28.7		N/A
Commercial Unit 3	Ground	N/A	28.7		N/A
Commercial Unit 4	Ground	N/A	28.7		N/A
Commercial Unit 5	Ground	N/A	28.1		N/A

- 2.5.6 As set out in Table 2.2, the residential element has a total Gross Internal Area (GIA) of 385.8sqm. In terms of the proposed commercial units, the total GIA is 142.3sqm.
- 2.5.7 The forecourt of the proposed development would be laid with new hardstanding (block paving) and will contain a total of 5 no. of off-street car parking spaces, whereby four of these would be allocated to the residential flats and one space to be shared amongst the commercial units (for visitor parking) as shown in Table 2.2. It is noted that one of the parking bays is designed as a disabled parking space and will serve Flat 1 on the ground floor of the property.
- 2.5.8 An electrical charging stand (with two charging points) is proposed to the western boundary of the site whereby hybrid/electric vehicles from the occupiers of the residential /commercial units could jointly use.
- 2.5.9 The proposed development would also contain 17 no. of secured cycle parking spaces via Sheffield Stands for the residential flats and commercial units located to the north-western corner of the site and where the refuse storage area is also situated.
- 2.5.10 A total of 5 no. of steel bollards are also proposed to the northern part of the site to ensure cars will not block access to the rear of the Church Road properties.
- 2.5.11 The forecourt of the proposed development will be re-paved with block paving.
- 2.5.12 A new tree (i.e. wild service tree known as *sorbus torminalis*) is proposed to replace the existing 3 no. of 'C' category trees (i.e. silver birch, olive, and buddleia) that would be removed as part of the redevelopment of the site. The new tree would be placed within the courtyard area.

3 NATIONAL PLANNING POLICY AND GUIDANCE

3.1 Introduction

3.1.1 This section provides a review of the Government's national planning policy and guidance that are of relevance to the proposed development. These are:

- National Planning Policy Framework (“**NPPF**”) (2012)
- Planning Practice Guidance (“**PPG**”) (2014)

3.1.1 The Government's national planning policies are set out in the NPPF published in March 2012. It contains the Government's policies for planning in England.

3.1.2 The PPG was subsequently launched online by the 'Department for Communities and Local Government' (DCLG) on 6 March 2014, which is designed to accompany the NPPF. It is the Secretary of State's view on how the NPPF's policies should be used in practice and to provide further information. The PPG is actively managed by the DCLG and is frequently updated.

3.2 Material Considerations – General Principles

3.2.1 Paragraph 2 of the NPPF states that planning law requires applications for planning permission to be determined in accordance with the development plan, unless material considerations indicate otherwise. In addition, paragraph 2 further stipulates that the NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.

3.2.2 In terms of what is a material planning consideration, paragraph 008 (Ref. ID: 21b-008-20140306) of the PPG acknowledges that it is one which is relevant to making the planning decision in question (e.g. whether to grant or refuse an application for planning permission).

“The scope of what can constitute a material consideration is very wide and so the courts often do not indicate what cannot be a material consideration. However, in general they have taken a view that planning is concerned with land use in the public interest, so that the protection of purely private interests such as the impact of a development on the value of the neighbouring property or loss of private rights to light could not be material considerations”.

3.2.3 It is notable that rights to a private view is also recognised as not being a material consideration and that this has been accepted by various appeal decisions determined by the Planning Inspectorate (“**PINS**”).

3.3 Presumption in Favour of Sustainable Development

3.3.1 Paragraph 14 of the NPPF as well as paragraph 006 (Ref. ID: 21b-006-20140306) of the PPG refers to the ‘presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking’ (it is noted that sustainable development comprises of three dimensions (economic, social and environmental). For development control decisions, this presumption – where it is engaged and unless material considerations indicate otherwise – requires development proposals in accordance with the development plan to be approved ‘without delay’; and, where the plan is ‘absent, silent or [its] relevant policies are out of date’, that planning permission is granted unless either ‘any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole’, or ‘specific policies in this Framework indicate development should be restricted’.

3.3.2 Paragraph 007 (Ref. ID: 21b-007-20140306) of the PPG recognises that the statutory development plan consists of:

- Local Plans (development plan documents adopted by local planning authorities, including any ‘saved’ policies from plans that are otherwise no longer current).
- Neighbourhood Plans (where these have been supported by the local community at referendum and subsequently made by the local planning authority).
- Any ‘saved policies’ from the former Regional Strategies until such time as these are replaced by Local Plan policies.

3.3.3 The proposed development is considered to accord with the development plan and that this is demonstrated in Section 5 of this document.

3.4 Housing

Housing Need

3.4.1 Paragraph 17 of the NPPF contain a list of ‘Core Planning Principles’ and this includes the recognised need to proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth.

3.4.2 Paragraph 47 of the NPPF states that in order to boost significantly the supply of housing, LPAs should:

- Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.

- Identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements.
- Set out their own approach to housing density to reflect local circumstances.

3.4.3 Paragraph 49 of the NPPF states that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the LPA cannot demonstrate a five-year supply of deliverable housing sites.

3.4.4 Paragraph 50 of the NPPF stipulates that in order to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. It should also identify the size, type, tenure, and range of housing that is required in particular locations, reflecting local demand. In addition, where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified.

3.4.5 The proposed development will be providing appropriate financial contribution towards the LPA's Affordable Housing Fund in accordance with relevant development plan policies. Further details of this are contained in the submitted Affordable Housing Statement as well as in the draft Unilateral Undertaking.

Housing Standards

3.4.6 Paragraph 018 (Ref. ID: 56-018-20150327) of the PPG recognises that where a local planning authority (or qualifying body) wishes to require an internal space standard, they should only do so by reference in their Local Plan to the nationally described space standard (i.e. a document published by the DCLG titled 'Technical Housing Standards – Nationally Described Space Standard', published in March 2015). The proposed development is considered to accord with the nationally described space standard document. In particular, Table 1 of the document sets out the minimum gross internal floor areas and storage requirements. An extract of this is shown in **Table 3.1**.

Table 3.1 – Minimum Gross Internal Floor Areas and Storage (m²)

Number of bedrooms(b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) *			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0
	8p	125	132	138	

3.4.7 The minimum floorspace for a 1-bed flat is 39sqm GIA and to include 1sqm of built-in storage; and for a 2-bed flat this is 61sqm GIA and to include 2sqm of built-in storage. As per **Table 3.2**, the proposed development meets the minimum floorspace requirement set out in DCLG’s Technical Housing Standards (2015).

Table 3.2 – Residential Floorspace Comparison against DCLG Standards

Property	Floor	No. of Beds	GIA (m ²)	DCLG Minimum GIA Floorspace Requirement (m ²)
Flat 1	Ground	2	70	61
Flat 2	Ground	2	83.2	61
Flat 3	First	2	72.1	61
Flat 4	First	1	44.6	39
Flat 5	First	1	44.6	39
Flat 6	First	2	71.3	61
Total		10	385.8	-

3.4.8 In terms of the proposed development’s compliance with paragraph 10 of the Technical Housing Standards, this can be summarised as follows:

- a) The proposed 6 no. of flats comply with the GIA and built-in storage area.
- b) Each of the 4 no. of 2-bed properties contain at least 1 no. of double bedroom and that such room is at least 2.75m wide.

- c) Each of the 2 no. of 1-bed properties are intended for a single person occupation and it can be confirmed that the single bedrooms has a floor area of at least 7.5sqm and is at least 2.15m wide.
- d) The minimum floor to ceiling height is at least 2.3m high for at least 75% of the GIA.

Planning Obligations

- 3.4.9 Paragraph 031 (Ref ID. 23b-031-20160519) of the PPG recognises that there are specific circumstances where contributions for affordable housing and tariff style planning obligations (section 106 planning obligations) should not be sought from small-scale and self-build developments. This follows the order of the Court of Appeal dated 13 May 2016, which give legal effect to the policy set out in the Written Ministerial Statement (WMS) of 28 November 2014 and should be taken into consideration. In particular, contributions should not be sought from developments of 10 units or less, and which have a maximum combined gross floorspace of no more than 1,000sqm.
- 3.4.10 Paragraph 020 (Ref ID: 23b-020-20160519) makes clear that some planning obligations may still be required to make a development acceptable in planning terms and that this could apply to small sites of 10 residential units or less. For sites where a threshold applies, planning obligations should not be sought to contribute to affordable housing. Authorities can still seek obligations for site specific infrastructure – such as improving road access and the provision of adequate street lighting – where this is appropriate, to make the site acceptable in planning terms.
- 3.4.11 National planning guidance is clear in that schemes proposing 1-9 no. of residential units should not be required to provide contribution towards affordable housing. However, it understood that the LPA has an affordable housing contribution for small sites and for 6 no. of residential units this is 30%.
- 3.4.12 It is understood from a relatively recent planning appeal (allowed on 18 November 2016) dealing with a small housing proposal at No. 27 Grove Terrace, Teddington (whereby the LPA is the London Borough of Richmond upon Thames) and related to the proposed erection of a detached dwelling. The PINS appeal reference is APP/L5810/W/315789 (LPA Ref. 15/4337/FUL).
- 3.4.13 In the Teddington appeal (APP/L5810/W/315789), one of the main planning issues considered related to whether the LPA's insistence on requiring affordable housing contributions for small sites under its development plan was acceptable in light of the WMS dated 28 November 2014 and the subsequent amendment to Paragraph 031 (Ref ID. 23b-031-20160519) of the PPG, which considered (at national planning policy and guidance level) that small sites should not be required to provide any affordable housing contributions.
- 3.4.14 Under paragraph 14 of the Teddington appeal, the Inspector recognised:

“14. ...the Council has provided evidence that small sites make a significant contribution to housing supply and that the completion rate from large sites is low. Therefore, the Council is reliant on contributions from small sites to meet local affordable housing need. The Council has also identified large deficit in affordable homes”.

3.4.15 The Inspector then goes onto state under paragraph 15 of the appeal:

“15. The statutory position is that planning applications have to be determined in accordance with the development plan unless material considerations indicate otherwise. I have therefore had regard to the WMS and the Planning Practice Guidance as material considerations and given them great weight. However, this does not outweigh the significant and substantial weight which I attach to the local evidence of affordable housing need.”

3.4.16 The Inspector concluded that an affordable housing contribution is necessary in the interests of the Council’s housing strategy.

3.4.17 It is clear that the LPA has an affordable housing contribution requirement for small sites and in light of the Teddington appeal decision, the applicant accepts the need to provide an appropriate affordable housing financial contribution. Please refer to the submitted Affordable Housing Statement and draft Unilateral Undertaking for further details.

3.5 Viability and Deliverability

3.5.1 Paragraph 173 of the NPPF recognises that to ensure a development proposal’s viability, the costs of any requirements likely to be applied to development, such as requirements for various standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

3.5.2 Paragraph 176 stipulates that where safeguards are necessary to make a particular development acceptable in planning terms (such as environmental mitigation or compensation), the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily.

3.6 Economic Development

3.6.1 Economic development is defined in the Glossary of the NPPF as ‘development, including those within the B use classes, public and community uses and main town

centre uses (but excluding housing development)'. Therefore, the proposed 5 no. of B1 commercial/workshop units that aims to serve local businesses is considered economic development.

- 3.6.2 Paragraph 17 of the NPPF recognises that planning should proactively drive and support sustainable economic development.
- 3.6.3 Paragraph 160 stipulates that LPAs should have a clear understanding of business needs within the economic markets operating in and across their area. To achieve this they should work together with county and neighbouring authorities and with Local Enterprise Partnerships to prepare and maintain a robust evidence base to understand both existing business and needs and likely changes in the market. In addition, to work closely with the business community to understand their changing needs and identify and address barriers to investment, including a lack of housing, infrastructure or viability.
- 3.6.4 The application site is situated within the Barnes local centre, where employment uses such as Class B1 development is encouraged. The proposal will undoubtedly provide a much greater quantum of employment floorspace (at 142.3sqm GIA) compared to the existing site (which only provides 22sqm GIA), thereby contributing to the economic development of Barnes local centre.

3.7 Design and Visual Impact

- 3.7.1 Paragraph 56 of the NPPF recognises that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 3.7.2 Paragraph 001 (Ref. ID: 26-001-20140306) of the PPG recognises that achieving good design is about creating places, buildings, or spaces that work well for everyone, look good, last well, and will adapt to the needs of future generations.
- 3.7.3 Paragraph 58 of the NPPF stipulates that planning policies and decisions should aim to ensure that developments:
- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development.
 - Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.
 - Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses and support local facilities and transport networks.

- Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation.
 - Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.
 - Visually attractive as a result of good architecture and appropriate landscaping.
- 3.7.4 Paragraph 60 stipulates that planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.
- 3.7.5 Paragraph 63 as well as paragraph 004 (Ref. ID: 26-004-20140306) of the PPG states that in determining applications, great weight should be given to outstanding or innovative design which help raise the standard of design more generally in the area.
- 3.7.6 Paragraph 64 of the NPPF states that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 3.7.7 The proposed development is considered to be a significant improvement to the under-utilised application site and seeks to promote sustainable urban living and working within this town centre site by having a mix of uses of both residential and commercial development that aims to support small businesses. The design of the development is considered both sympathetic to its surroundings by being two-storeys in height that utilises the retention of the original stable wall of 4.6-4.7m high and is set-back adequately from neighbouring residential areas (with the added benefit of an open courtyard design), thereby retaining a sense of openness without causing an overbearing effect that would be detrimental to the amenity of the area.
- 3.7.8 Paragraph 66 recognises that applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.
- 3.7.9 As demonstrated in the submitted Consultation Statement, the views of the local people have been taken into consideration and the design has been amended accordingly, particularly in relation to reducing the number of on-site car parking from six spaces to five and the proposed installation of bollards in order to ensure good circulation space for occupiers accessing properties to the rear of Church Road that faces onto the application site (i.e. Nos. 64-74 Church Road). Further details of this is addressed in Section 5.

3.8 Historic Environment

3.8.1 Paragraph 128 of the NPPF stipulates that in determining planning applications, LPAs should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum, the relevant historic environment record should have been consulted. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, LPAs should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

3.8.2 Paragraph 129 requires that LPAs should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset). In terms of the definition of 'setting of a heritage asset', the glossary of the NPPF defines this as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral”.

3.8.3 And that 'significance' (for heritage policy) is defined in the glossary of the NPPF as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting”.

3.8.4 Paragraph 013 (Ref. ID: 18a-013-20140306) of the PPG recognises that the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. Furthermore, the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting.

3.8.5 Paragraph 133 stipulates that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, LPAs should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

3.8.6 Paragraph 134 states that where a development will lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal.

3.8.7 The application site is technically situated outside the Barnes Green Conservation Area although it is within close proximity to the north of the site. The design of the proposed development is considered appropriately sited and that its height, appearance, scale and massing do not detract from the character of the surrounding area. Therefore, the proposal is not considered to be harmful to the setting of the nearby Conservation Area.

3.9 Transport

3.9.1 Paragraph 32 of the NPPF stipulates that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Indeed, paragraph 004 (Ref. ID: 42-004-20140306) of the PPG recognises that Transport Statements are a 'lighter-touch' evaluation (compared to the thorough assessment contained in Transport Assessments) to be used where this would be more proportionate to the potential impact of the development (i.e. in the case of developments with anticipated limited transport impacts). It further outlines that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

3.9.2 There will be some traffic associated with the construction phase of the development. The submitted Transport Statement and Construction Traffic Management Plan confirms that this will not have an unacceptable impact on the local highway network. Operational traffic generated by the proposed 5 no. of on-site car parking spaces are considered acceptable, particularly in terms of accessing to and from the site.

3.9.3 Moreover, all construction related movements to the site via Elm Grove Road will be co-ordinated and supervised by a banksman where necessary in order to prevent traffic conflicts and to maintain highway safety for road users. Further details are set out in the submitted 'Construction Traffic Management Plan' (CTMP).

3.10 Climate Change

3.10.1 In the section of the NPPF headed 'Meeting the challenge of climate change, flooding and coastal change', paragraph 93 recognises that planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development.

- 3.10.2 Paragraph 96 of the NPPF states that in determining planning applications, local planning authorities should expect new developments to comply with adopted Local Plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable. In addition, to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- 3.10.3 The submitted 'Energy & Sustainability Strategy' has reviewed the potential for connecting the proposed development to a decentralised energy supply but it was concluded to be not viable. However, the development will help tackle climate change by improving on its building fabric performance via Part 'L' of the Building Regulations and that there would also be rooftop solar Photovoltaic (PV) modules installed with a generation capacity of 1.25kWp that will serve the 5 no. of Class B1 commercial units as well as 1.5kWp of solar energy to each of the 6 no. of residential flats.
- 3.10.4 It is concluded that by recording the baseline emissions for the development, we are able to assess the effects of the proposed sustainability improvements. This has resulted in the total reduction in carbon emissions of 35.88%.

3.11 Flooding

- 3.11.1 Paragraph 100 of the NPPF stipulates that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. It is notable that given the proposed development is not on Flood Zones 2 or 3, the need to demonstrate the Sequential Test and/or Exception Test are not required.
- 3.11.2 Paragraph 103 states that when determining planning applications, LPAs should ensure flood risk is not increased elsewhere and that within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location. In addition, the NPPF as well as paragraph 054 (Ref. ID: 7-054-20140306) of the PPG states that development should be appropriately flood resilient and resistant, including safe access and escape routes where required and that any residual risk can be safely managed, including by emergency planning and it gives priority to the use of sustainable drainage systems.
- 3.11.3 According to the Environment Agency Flood Map, the application site (as well as the Barnes area in general) is situated within Flood Zone 3 that benefits from flood defences (i.e. it is protected by the River Thames flood defences and is located of the areas impacted by flooding if there was to be a breach in defences). The submitted Flood Risk Assessment demonstrates that the proposed development is acceptable from a flood risk and drainage perspective.

3.12 Pollution (Noise, Air Quality, Artificial Lighting)

- 3.12.1 Paragraph 120 of the NPPF states that to prevent unacceptable risks from pollution, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution should be taken into account.
- 3.12.2 Paragraph 123 requires that planning decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development. In addition, it should identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.
- 3.12.3 Paragraph 003 (Ref. ID: 30-003-20140306) of the PPG states that LPAs' plan-making and decision taking should take account of the acoustic environment and in doing so consider:
- Whether or not a significant adverse effect is occurring or likely to occur.
 - Whether or not an adverse effect is occurring or likely to occur.
 - Whether or not a good standard of amenity can be achieved.
- 3.12.4 The PPG further states that in-line with the Explanatory Note of the Noise Policy Statement for England (2010), this would include identifying whether the overall effect of the noise exposure (including the impact during the construction phase wherever applicable) is, or would be, above or below the significant observed adverse effect level and the lowest observed adverse effect level for the given situation.
- 3.12.5 Paragraph 124 stipulates that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas.
- 3.12.6 Paragraph 005 (Ref. ID: 32-005-20140306) of the PPG advises that whether or not air quality is relevant to a planning decision will depend on the proposed development and its location. Concerns could arise if the development is likely to generate air quality impact in an area where air quality is known to be poor. They could also arise where the development is likely to adversely impact upon the implementation of air quality strategies and action plans and/or, in particular, lead to a breach of EU legislation.
- 3.12.7 Paragraph 125 recognises that by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity,

intrinsically dark landscapes and nature conservation. Paragraph 001 (Ref. ID: 31-001-20140306) of the PPG advises that for maximum benefit, the best use of artificial light is about getting the right light, in the right place and providing light at the right time.

- 3.12.8 The proposed development will not have a material impact on air quality and has no implications for the site and surrounding area in terms of ground conditions or water quality.
- 3.12.9 In terms of noise, there will be some limited noise associated with the construction of the development but this will be temporary in duration. Operational noise beyond its site boundary will be minimal and will be no different to other town centre uses within Barnes that surround the site.
- 3.12.10 In terms of artificial lighting, this will be consistent with the residential use surrounding the site and that the Class B1 office/workshops will only have lighting within the property. Any external lighting will only be used in aid of accessibility and will be temporarily lit as and when it senses movement.
- 3.12.11 Details of the construction process is contained in the submitted 'Construction Traffic Management Plan'.

3.13 Ecology

- 3.13.1 Paragraph 109 of the NPPF states that the planning system should contribute to and enhance the natural and local environment by:
- Protecting and enhancing valued landscapes, geological conservation interests and soils.
 - Recognising the wider benefits of ecosystem services.
 - Minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt that overall decline in biodiversity.
- 3.13.2 Paragraph 118 states that when determining planning applications, LPAs should aim to conserve and enhance biodiversity by applying principles such as opportunities to incorporate biodiversity in and around developments should be encouraged. In addition, planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.
- 3.13.3 The application site is situated within an urbanised town centre location. The site itself is also covered in hardstanding and buildings with only three existing trees that are considered in the submitted 'Arboricultural Impact Assessment' as trees of low

quality and unsuitable for retention. Given the highly urbanised nature of the site, there are no ecological features on the site that require assessment and protection.

- 3.13.4 The proposed development will be planting a new tree known as Wild Service Tree (*sorbus torminalis*) close to the northern elevation of the new building that would provide an attractive natural feature on the forecourt of the site.

4 DEVELOPMENT PLAN POLICY AND RELATED DOCUMENTS

4.1 Introduction

4.1.1 This section provides a review of the development plan policies of most relevance to the proposed development. It also considers other related documents, such as emerging policy documents and supplementary planning documents.

4.2 The Development Plan Framework

4.2.1 Although the Government's NPPF and PPG are an important material consideration to be taken into account in determining planning applications, the planning Acts confirm that the 'Statutory Development Plan' should be the starting point for such decisions. In this respect, Section 38(6) of the 'Planning and Compulsory Purchase Act 2004' (the Act) 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".

4.2.2 Section 38(3) of the Act confirms that for the purpose of any area in Greater London, the development plan is:

"a) the spatial development strategy (the Mayor's London Plan); and

b) the development plan documents (taken as a whole) which have been adopted or approved in relation to that area"

4.2.3 Therefore, the Statutory Development Plan for the application site currently consists of the following:

- 'London Plan – the Spatial Development Strategy for London, Consolidated with Alterations Since 2011' (published in March 2016)
- Core Strategy (adopted April 2009)
- Development Management Plan (adopted November 2011)

4.2.4 It is noted that the emerging 'Local Plan – Publication Version' was published on 4 January 2017 and is currently undergoing public consultation until 15 February 2017. The intention is to submit the emerging Local Plan to the Secretary of State for independent Examination in Public (EiP) by a Planning Inspector in late spring/early summer 2017.

4.2.5 Although the emerging Local Plan has not yet been the subject of an independent examination, it is at a relatively advanced stage of production and consequently should be afforded some degree of weight. The LPA also confirmed on its website that at the Cabinet Meeting of 13 December 2016, it was agreed that the Publication Version of the Local Plan would be adopted immediately for Development Management purposes. It will therefore be a material consideration in determining planning applications.

4.3 The London Plan (2016)

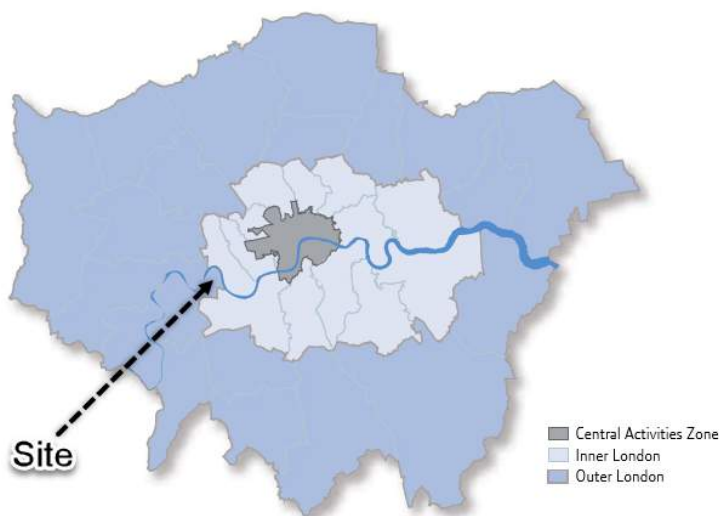
4.3.1 The London Plan (Consolidated with Alterations Since 2011) was adopted in March 2016 and is the spatial development strategy for London, covering a period of 20-25 years. It provides the strategic planning framework for London and sets out the key issues facing London over the coming years and seeks to integrate social, economic and environmental considerations.

4.3.2 The policies of the London Plan sit within an overarching framework aimed at achieving sustainable development. To this end, the Plan seeks to optimise the use of previously developed land and under-used buildings; optimise the potential of sites; ensure development is accessible; and take account of resource use, amongst others matters. This theme runs through the policies of the Plan.

4.3.3 The London Plan sets out the Mayor's strategic objectives, which include to accommodate London's growth within its boundaries; to make it more prosperous with strong and diverse long-term economic growth; and to make it an exemplary world city in mitigating and adapting to climate change; and a more attractive, well designed green city.

Outer London

4.3.4 The application site recognised as being located in 'Outer London', whereby the London Plan consider such areas as encompassing a large and hugely diverse area of the capital, ranging from the leafy residential suburbs of 'Metroland' to industrial suburbs like Dagenham.



4.3.5 Outer London's town centres and neighbourhoods play a vital role in the life and prosperity of the capital. It is where 60% of Londoners live and almost 40% of London's jobs are located. In general, it is greener, and its people healthier and wealthier and enjoying a higher quality of life than in more central areas. This part of London is likely to experience considerable population growth over the period to 2036.

4.3.6 Policy 2.7 of the London Plan recognises the need to improving accessibility to competitive business locations (especially town centres and strategic industrial locations) via making the most effective use of existing and new infrastructure investment; encouraging walking, cycling and public transport; and enabling the labour market to function more efficiently in opening up wider opportunities to Londoners. The Policy also encourages consolidating and developing the strengths of outer London's office market through mixed use redevelopment and encouraging new provision in competitive locations. In addition, to ensure the availability of an adequate number and appropriate range of homes to help attract and retain employees and enable them to live closer to their place of work in outer London.

The proposed development is considered to contribute positively to Barnes local centre, whereby the area is recognised as an Outer London area in the London Plan. The proposal will contribute to sustainable development by providing new housing and employment facilities at the centre of Barnes.

Housing

4.3.7 Table 3.1 and Policy 3.3 of the London Plan sets the housing targets for all London Boroughs and that for Richmond upon Thames, it expects a target of 315 no. of new homes per annum from 2015-2025 (i.e. total of 3,150 new homes for the ten year period).

4.3.8 Policy 3.5 states that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment. In addition, the design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of, public, communal and open spaces. Table 3.3 (as referenced in Policy 3.5) provides an understanding of minimum space standards for new dwellings and that this is consistent with the 'Technical Housing Standards – Nationally Described Space Standard' published by the DCLG in March 2015.

4.3.9 Policy 3.11 states that the Mayor will, and boroughs and other relevant agencies and partners should, seek to maximise affordable housing provision and ensure an average of at least 17,000 more affordable homes per year in London over the term of the London Plan. It also expects 60% of affordable housing provision should be for social and affordable rent and 40% for intermediate rent or sale. It is noted that Policy 3.11 expects Boroughs to set their own overall targets for affordable housing.

- 4.3.10 Policy 3.12 states that affordable housing should normally be provided on-site. However, given the proposed development is considered a 'small site' (i.e. less than 10 no. of residential units), the LPA's development plan expects a financial contribution towards the Borough's Affordable Housing Fund to which the applicant agrees to this. Further details are set out in the submitted Affordable Housing Statement and draft Unilateral Undertaking.
- 4.3.11 Policy 3.13 stipulates that Boroughs should normally require affordable housing provision on a site that has capacity to provide 10 or more homes. However, the Policy also states that Boroughs are encouraged to seek lower threshold through the development plan process where this can be justified.
- 4.3.12 As demonstrated in Section 3 of this Planning Statement, the proposed development is considered to accord with the space standards as set out in the 'Technical Housing Standards – Nationally Described Space Standard' (2015), which is consistent with Table 3.3 of the London Plan.
- 4.3.13 The proposed development is considered to contribute positively to the housing target of 315 new homes within the Borough and that it will provide an appropriate financial contribution towards the LPA's Affordable Housing Fund. Further details are set out in the submitted Affordable Housing Statement and draft Unilateral Undertaking.

Economic Development

- 4.3.14 Policy 4.1 states that the Mayor will work with partners to promote and enable the continued development of a strong, sustainable and increasingly diverse economy across all parts of London, ensuring the availability of sufficient and suitable workspaces in terms of type, size and cost, supporting infrastructure and suitable environments for larger employers and small and medium sized enterprises. In addition, the Mayor and its partners should support and promote outer London as an attractive location for national government as well as businesses, giving access to the highly-skilled London workforce, relatively affordable work space and the competitive advantages of the wider London economy.
- 4.3.15 Policy 4.2 stipulates that the Mayor will and the boroughs and other stakeholders should support the management and mixed use development and redevelopment of office provision to improve London's competitiveness and to address the wider objectives of the London Plan. In addition, encourage the renewal and modernisation of the existing office stock in viable locations to improve its quality and flexibility.
- 4.3.16 The proposed development would provide 5 no. of small-scale commercial units (totalling 142.3sqm GIA) that encourages local businesses within the Barnes area. This is significantly more than the 1 no. of B1 floorspace (at 22sqm GIA) currently on site.
- 4.3.17 At the public consultation events held by the applicant between 4 and 5 October 2016, it is noted that the Chairman of the Barnes Community Association (BCA)

as well as the Town Centre Manager attended the consultation. The BCA expressed that there were high demand for small office/workshop space in the Barnes area and that they welcomed the proposed development in that respect.

Sustainability

- 4.3.18 Policy 5.2 stipulates that development proposals should make the fullest contribution to minimising carbon dioxide emissions in accordance with the following energy hierarchy:
- a) Be lean: use less energy
 - b) Be clean: supply energy efficiently
 - c) Be green: use renewable energy
- 4.3.19 For major developments, the Policy expects from 1 October 2016, new residential buildings would need to be zero carbon. For non-domestic buildings this would be as per building regulations requirement up until 2019. If such targets cannot be met then any shortfall may be provided off-site or a cash in-lieu contribution to the relevant borough. However, it is noted that such targets are not applicable to the proposed development as it is not considered a 'major development' (as defined in Annex 6 'Glossary' of the London Plan) as applicable to 10 or more dwellings and/or involves 1,000sqm of commercial floorspace (or the site area is 1ha or more).
- 4.3.20 Policy 5.5 states that the Mayor expects 25% of the heat and power used in London to be generated through the use of localised decentralised energy systems by 2025. It also requires developers to prioritise connection to existing or planned decentralised energy networks where feasible. However, this is applicable to 'major development' only. The proposed development is not a major development, therefore, it is not expected to connect to a localised decentralised energy system.
- 4.3.21 Policy 5.7 states that major development proposals should provide a reduction in expected carbon dioxide emissions through the use of on-site renewable energy generation, where feasible. Given that the proposed development is not a major development, the London Plan does not expect the scheme to provide any on-site renewable generation.
- 4.3.22 However, the development will nevertheless help tackle climate change by improving on its building fabric performance via Part 'L' of the Building Regulations and that there would also be rooftop solar Photovoltaic (PV) modules installed with a generation capacity of 1.25kWp that will serve the 5 no. of Class B1 commercial units.
- 4.3.23 It is concluded that by recording the baseline emissions for the development, we are able to assess the effects of the proposed sustainability improvements. This has resulted in the total reduction in carbon emissions of 35.88%. It is noted that the GLA published 'Energy Planning' guidance (2016) expects a carbon reduction of

35% of carbon reduction. Therefore, the proposed development exceeds this by 0.88%.

- 4.3.24 Policy 5.10 expects major developments to provide green infrastructure on site that could include tree planting, green roofs and walls, and soft landscaping. Policy 5.11 expects major developments to include green roofs and walls where feasible. Again, given the proposed development is not a major development, it is noted that the London Plan does not expect the use of green walls and roofs on the site.

Flood Risk

- 4.3.25 Policy 5.12 stipulates that development proposals must comply with the flood risk assessment and management requirements set out in the NPPF and the associated technical Guidance on flood risk.

- 4.3.26 Policy 5.13 states that development should utilise sustainable urban drainage systems (SUDS) unless there are practical reasons for not doing so and should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible and in-line with the following drainage hierarchy:

- a) Store rainwater for later use.
- b) Use infiltration techniques such as porous surfaces in non-clay areas.
- c) Attenuate rainwater in ponds or open water features for gradual release.
- d) Attenuate rainwater by storing in tanks or sealed water features for gradual release.
- e) Discharge rainwater direct to a watercourse.
- f) Discharge rainwater to a surface water sewer/drain.
- g) Discharge rainwater to the combined sewer.

- 4.3.27 The submitted 'Flood Risk Assessment' (FRA) proposes the attenuation of rainwater by storing in tanks or cellular storage are used to provide the attenuation volume due to limited area of external space available. The FRA also concludes that whilst the site is in Flood Zone 3, it benefits from existing flood defences and that the proposed development is considered to be acceptable from a flood risk and drainage perspective.

Transport

- 4.3.28 Policy 6.3 stipulates that development proposals should ensure that impacts on transport capacity and the transport network, at both a corridor and local level, are fully assessed. Development should not adversely affect safety on the transport network.

- 4.3.29 Policy 6.5 relates to the need for new development to fund Crossrail and other strategically important infrastructure. According to the Crossrail Funding SPG (updated March 2016), the proposed development will be subject to Mayoral Community Infrastructure Levy (CIL) to help pay for Crossrail in the order of £50 per sqm (i.e. GIA) and that only medical/health and education related uses are exempt. In addition, the Mayor CIL is calculated based on the net additional GIA floorspace.
- 4.3.30 The proposed development has a total GIA of 528.1sqm. By subtracting the existing GIA of the site (i.e. 348sqm), net floorspace increase is 180.1sqm GIA. Therefore, estimated Mayoral CIL contribution for the net increase in floorspace is calculated to be approximately **£9,000**.
- 4.3.31 Policy 6.9 states that developments should provide secure, integrated, convenient and accessible cycle parking facilities in-line with the minimum standards set out in Table 6.3 of the London Plan.
- 4.3.32 Policy 6.13 stipulates that the maximum car parking standards set out in Table 6.2 of the London Plan should be considered in new developments. In addition, developments in all parts of London must:
- Ensure that 1 in 5 spaces to provide an electrical charging point to encourage the uptake of electric vehicles.
 - Provide parking for disabled people in line with Table 6.2.
 - Meet the minimum cycle parking standards set out in Table 6.3.
 - Provide for the needs of businesses for delivery and servicing.
- 4.3.33 Table 6.2 (maximum car parking standards) of the London Plan states that 1-2 bed residential developments should provide less than 1 car parking space per unit. In addition, it states that all developments in areas of good public transport accessibility in all parts of London should aim for significantly less than 1 space per unit. In terms of parking for commercial development, this should be provided at a maximum standard of 1 car parking space per 100-600 sqm for outer London locations (to which the site falls within).
- 4.3.34 The proposed development proposes 4 no. of car parking spaces for the 6 no. of residential flats. This is considered to accord with Table 6.2 of the London Plan as it is less than 1 car parking space per unit. Only 1 no. of car parking space is proposed for the 5 no. of small commercial B1 units due to restricted site area and that it is not essential for such use to require on-site car parking when it is located within Barnes local centre with 'moderate' public transport accessibility (i.e. PTAL Level of 3). The car parking space for the commercial development is for visitor parking only.
- 4.3.35 Table 6.3 of the London Plan (minimum cycle parking standards) stipulates the following:
-

- Class B1 (office): outer London, 1 cycle space per 150sqm (this is assumed to be GIA and not GEA).
- Residential: 1 cycle space per 1-bed unit; 2 cycle spaces for 2-bed units and above.

4.3.36 The proposed 17 no. of secure cycle parking is considered to adequately serve the residential and commercial units of the proposal.

Access for All

4.3.37 Policy 7.2 states that Design and Access Statements submitted with development proposals should explain how, following engagement with relevant user groups, the principles of inclusive design, including the specific needs of older and disabled people, have been integrated into the proposed development, whether relevant best practice standards such as British Standard BS 8300:2009 + A1:2010 have been complied with, and how inclusion will be maintained and managed.

4.3.38 The submitted 'Inclusive Access Statement' demonstrates how the proposed development promotes inclusive design and access for all. It is noted that the 2 no. of ground floor flats (both 2-bed properties) are designed to Lifetime Homes Standards.

Urban Design

4.3.39 Policy 7.3 states that development should reduce the opportunities for criminal behaviour and contribute to a sense of security without being overbearing or intimidating. In particular:

- Routes and spaces should be legible and well maintained.
- Natural surveillance of publicly accessible spaces from buildings at their lower floors.
- Incorporate mix of uses to maximise activity throughout the day and night.
- Places should be designed to promote an appropriate sense of ownership over communal spaces.
- Places, buildings and structures should incorporate appropriately designed security features.
- Schemes should minimise on-going management and future maintenance costs of the particular safety and security measures proposed.

4.3.40 The proposed development is considered to accord with above as it has a mix of uses (residential and commercial) that maximises natural surveillance during day and night (particularly given the ground floor will have both uses that look out onto the courtyard, thereby enhancing natural surveillance). In addition, the original stable wall of 4.6-4.7m high along the western and southern boundary of the site will provide extra deterrent from a crime prevention perspective.

- 4.3.41 Policy 7.4 states that development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features. In areas of poor or ill-defined character, development should build on the positive elements that can contribute to establishing an enhanced character for the future function of the area. Policy 7.6 requires new buildings to be of the highest architectural quality that do not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings in relation to privacy and overshadowing, wind and micro-climate.
- 4.3.42 The proposed development is considered to be an appropriate form of development (in terms of its size, scale and massing) that respects the character and amenity of the surrounding area. Further assessment of this aspect is covered in Section 5 of this Planning Statement.

Heritage and Conservation

- 4.3.43 Policy 7.8 requires that development should identify, value, conserve, restore, re-use and incorporate heritage assets where appropriate. The proposed development is located within close proximity to the Barnes Green Conservation Area. However, the design, siting and appearance of the proposed development is not considered to be detrimental to the Conservation Area.

Noise

- 4.3.44 Policy 7.15 stipulates that developments should avoid significant adverse noise impacts on health and quality of life as a result of new development. The submitted 'Environmental Noise Report' demonstrates that the proposal will not cause unacceptable noise impacts to the surrounding area.

Ecology

- 4.3.45 Policy 7.19 states that development proposals should wherever possible make a positive contribution to the protection, enhancement, creation and management of biodiversity. In addition, it should not adversely affect the integrity of European sites and be resisted where they have significant adverse impact on European or nationally designated sites. It is noted that the application site is not situated within or near any ecologically sensitive areas. The existing site is also considered to be of very low ecological value due to its highly urbanised nature within Barnes local centre. In addition, due to the site's restricted areas required to accommodate the proposed development, it is not considered possible to create any meaningful landscaping, thus biodiversity on the site.

Trees

- 4.3.46 Policy 7.21 states that existing trees of value should be retained and any loss as the result of development should be replaced following the principle of 'right place, right tree' (London Tree and Woodland Framework, GLA, 2005). Wherever appropriate, the planting of additional trees should be included in new developments, particularly large-canopied species.

- 4.3.47 A new tree (i.e. wild service tree known as *sorbus torminalis*) is proposed in replacement of the existing 3 no. of 'C' category trees (i.e. silver birch, olive, and buddleia) that would be removed as part of the redevelopment of the site. The new tree would be placed within the courtyard area. Details of the existing low quality trees are assessed in the submitted 'Arboricultural Impact Assessment'.
- 4.3.48 Due to the restricted site area of the proposed development whereby the open space to the forecourt will be required for the manoeuvring of vehicles, it is not considered possible to install more than 1 no. of tree on the site.

4.4 Housing Supplementary Planning Guidance (2016)

- 4.4.1 The Housing Supplementary Planning Guidance (SPG) was published by the GLA in March 2016 and replaces the 2012 Housing SPG.

Housing Target

- 4.4.2 In-line with the London Plan, the Housing SPG (2016) sets out the minimum ten-year target for each London Borough in terms of housing targets. The London Borough of Richmond upon Thames is expected to provide a minimum of 3,150 no. of new homes between 2015 to 2025, thereby equating to a minimum annual target of 315 no. of new homes. The emphasis is for London Boroughs to seek to 'achieve and exceed' minimum targets, which is an established principle in the London Plan.

Small Sites

- 4.4.3 Paragraph 1.2.25 recognises that Boroughs should proactively enable and fully realise the potential for small sites (i.e. those under 0.25ha, to which this is applicable to the application site) to make a substantial contribution to housing delivery in London, taking into account the strategic need to optimise housing output (Policy 3.4 of the London Plan) and increasing housing supply (Policy 3.3). The SPG goes on to recognise that between 2005 and 2013 on average 10,100 net housing completions were provided each year on small sites, representing 38% of overall housing supply in London.
- 4.4.4 Paragraph 1.2.26 states that residential and mixed-use redevelopment on small sites can make a sizeable contribution to housing capacity in appropriate locations where there is good accessibility, particularly in town centres, along high streets and other movement corridors. Small-scale infill development opportunities are also critical in encouraging the sensitive renewal and intensification of existing residential areas (Policy 3.3Ee).
- 4.4.5 Small Infill Developments
- 4.4.6 Paragraph 1.2.32 recognises that infill opportunities within existing residential areas should be approached with sensitivity, whilst recognising the important role well-designed infill or small-scale development can play to meeting housing need. Some potential infill sites may be highly valued, well maintained and contribute to the context and character of a neighbourhood. In contrast, disused and redundant spaces can have a negative impact on the character of an area and

perceptions of pedestrian safety (neglected back garages or storage sheds, for example). Well-designed infill development on surplus or degraded spaces can make a positive contribution to environmental quality and residential amenity by providing natural surveillance and addressing potential hotspots for anti-social behaviour. It can also be an effective way of regenerating local neighbourhoods, creating more mixed and sustainable communities and providing opportunities for custom build. Proposals for well-designed, high quality new homes on sites suitable for infill development should be considered positively by boroughs, unless there are robust reasons to refuse development.

Private Open Space

- 4.4.7 Standard 26 of the SPG requires a minimum of 5sqm of private outdoor space should be provided for 1-2 person dwellings and an extra 1sqm should be provided for each additional occupant.
- 4.4.8 As per Table 2.2 of this Planning Statement, the proposed 4 no. of 2-bed flats each provide a minimum private outdoor amenity space of 6.3sqm. The proposed 2 no. of 1-bed flats each provide a minimum amenity space of 8.5sqm. Therefore, the proposed development is considered to accord with Standard 26 of the SPG.

Privacy

- 4.4.9 Standard 28 states that design proposals should demonstrate how habitable rooms within each dwelling are provided with an adequate level of privacy in relation to neighbouring property, the street and other public spaces.
- 4.4.10 Supporting paragraph 2.3.36 states that in the past, planning guidance for privacy has been concerned with meeting visual separation between dwellings by setting a minimum distance of 18-21m between facing homes (between habitable room and habitable room as opposed to between balconies or terraces or between habitable rooms and balconies/terraces). These can still be useful yardsticks for visual privacy but adhering rigidly to these measures can limit the variety of urban spaces and housing types in the city, and can sometimes unnecessarily restrict density.
- 4.4.11 It is noted that given the proximity of nearby residential development to the application site, it is not always possible to meet the minimum setback distance of 18-21m. However, the proposed development benefits from utilising the existing stable wall particularly to the south and west of the building. Thereby providing a good level of privacy protection and thereby minimising loss of privacy concerns. Further details assessing amenity impacts are set out in Section 5.

4.5 Local Plan

- 4.5.1 The section outlines the relevant planning policies of the LPA via its adopted and emerging development plan documents.

- 4.5.2 The Core Strategy was adopted on 21 April 2009 and outlines the Borough's overarching vision, spatial strategy and 20 no. of core planning policies on topics such as climate change, housing, employment and retail.
- 4.5.3 The Development Management Plan (DMP) was adopted on 1 November 2011 and it builds on the policies contained within the adopted Core Strategy (2009) that includes more detailed policies for determining planning applications.
- 4.5.4 The Core Strategy and DMP forms the current development plan of the LPA and should be afforded the greatest weight in the determination of any planning application unless other material considerations are of relevance.
- 4.5.5 The emerging Local Plan – Publication Version (2017) is at a relatively advanced stage in the plan-making process. However, as it is yet to be submitted for EiP and that it is unlikely to be adopted until early 2018, the document is considered to be afforded limited weight in the determination of any planning applications.
- 4.5.6 It is noted that only one policy remains relating to the 'saved' Unitary Development Plan (UDP) (adopted 2005) and relates to saved policy CCE22 which is site-specific and is not relevant to the application site. All other policies of the UDP have been superseded by the Core Strategy (2009) and DMP (2011). Therefore, the saved policy of the UDP is not of relevance to this proposal.

Principle of Development

- 4.5.7 Policy CP1 of the Core Strategy (2009) states that higher density residential and mixed use developments to be in town centres and to be near to public transport to reduce need to travel by car. In addition, redevelopment of sites should normally only take place where there can be an increase in the number of housing units and/or quantity of commercial floorspace. Development should also minimise environmental impacts such as noise, air quality and contamination. It is noted that Policy LP 10 of the emerging Local Plan (2017) is similar to Policy CP1 of the Core Strategy (2009).
- 4.5.8 Policy DM DC 2 of the DMP (2011) states that within appropriate areas, mixed use schemes will be permitted subject to appropriate design and mix of uses that complements the surrounding area.
- 4.5.9 The proposed development is considered to accord with the above as it is located within Barnes local centre that has moderate public transport accessibility (i.e. PTAL rating of 3). The proposed mixed-use redevelopment is also considered to significantly increase the amount of Class B1 use on site and that it will provide much needed housing in the Barnes area. Environmental impacts such as noise, air quality and contamination is considered to be minimal in this previously developed site as the uses proposed are town centre uses are accepted uses in the Barnes local centre.

Sustainability

- 4.5.10 Policy CP2 of the Core Strategy (2009) requires that all new developments to achieve a reduction in carbon dioxide emissions of 20% from on-site renewable generation unless it can be demonstrated that such provision is not feasible.
- 4.5.11 Policy DM SD 2 of the DMP (2011) requires that some form of low carbon renewables will be expected on all new development and to accord with Policy CP2 of the Core Strategy.
- 4.5.12 Policy DM SD 5 of the DMP encourages 'living roofs' in smaller developments. Similarly Policy LP 17 of the emerging Local Plan is consistent with the DMP policy.
- 4.5.13 Policy LP 22 of the emerging Local Plan (2017) requires that all new residential development (non major development) should achieve a 35% reduction in carbon dioxide emissions.
- 4.5.14 The submitted 'Energy & Sustainability Strategy' confirms that the London Plan (2016) standards should be followed instead where it requires a minimum reduction of 35% carbon dioxide emissions and does not require all new developments to achieve 20% on-site renewable generation (on-site renewables generation should only be sought from major development, to which the development proposal is not). Given that the proposed development will achieve 35.88% of carbon dioxide reduction, this is considered to meet sustainability requirements of the above policies.
- 4.5.15 In terms of the requirement for 'living roofs', the London Plan only requires this for major developments. Therefore, there is no requirement for living roofs for minor development such as the proposed development.
- 4.5.16 Policy LP 22 of the emerging Local Plan (2017) requires that a Sustainable Construction Checklist be submitted with the planning application and that this is required for all new development of at least 1 new residential unit or 100sqm of non-residential floorspace. A copy of the Checklist is contained in the submitted 'Energy and Sustainability Strategy'.

Flood Risk

- 4.5.17 Policy CP3 of the Core Strategy relates to flood risk in that development in areas of high flood risk will be restricted. Likewise, Policy LP 21 of the emerging Local Plan (2017) states that in areas at risk of flooding, all proposals on sites of 10 dwellings or more than 1,000sqm of non-residential development will require a Flood Emergency Plan to be submitted.
- 4.5.18 Policy DM SD 7 of the DMP expects all development to provide SUDS wherever practical.
- 4.5.19 As demonstrated in the submitted FRA, the proposal is considered to accord with Policy CP3 as the site is situated within Flood Zone 3 but benefits from flood defences; in addition, appropriate SUDS measures will be proposed to improve

drainage of the site. It is noted that a Flood Emergency Plan is not required to be submitted as it is below the development threshold as stated in Policy LP 21 of the emerging Local Plan (2017).

Sustainable Transport

- 4.5.20 Policy CP5 relates to sustainable travel whereby cycling and public transport is promoted and that development should not be detrimental to the highway network.
- 4.5.21 Policy DM TP 2 of the DMP (2011) states that smaller developments (i.e. other than major development) should be supported by a Transport Statement.
- 4.5.22 Policy DM TP 6 of the DMP requires new development to improve the safety and security of the pedestrian environment where appropriate.
- 4.5.23 Policies DM TP 7 and DM TP 8 of the DMP relates to cycle parking standards and car parking standards respectively. However, these are considered superseded by the more recent London Plan (2016).
- 4.5.24 Similarly Policy LP 45 of the emerging Local Plan (2017) expresses similar parking standards to the London Plan and these are expressed as maximum standards.
- 4.5.25 The submitted Transport Statement confirms that the proposed development accords with all relevant parking standards of the London Plan (2016) and that access to and from the site is also considered acceptable via vehicular and pedestrian access.

Design

- 4.5.26 Policy CP7 of the Core Strategy (2009) requires that all new developments should contribute to creating places of high architectural and urban design quality that minimises impacts to amenity of surrounding properties.
- 4.5.27 The proposed development is considered to relate well to the surrounding area in terms of its scale, height and massing. In addition, the proposed uses are consistent with other town centres uses within Barnes local centre. Further justifications in terms of impact to amenity are covered in Section 5 of this Planning Statement.
- 4.5.28 Policy DM DC 1 of the DMP relates to overall design of development, whereby the proposal must be of high architectural and urban design quality based on sustainable design principles. Similarly Policies LP 1, LP 2 and LP 8 of the emerging Local Plan (2017) have similar design of development policy.
- 4.5.29 Policy DM HO 3 of the DMP relates to backland development where there is a presumption against loss of back gardens due to the need to maintain local character, amenity space and biodiversity. The Policy also stipulates that backland proposals such as the proposed development will need to protect privacy of existing homes and that vehicular access/car parking must not have

impact on neighbours in terms of visual impact, noise or light. The scale and massing should also be lower than the frontage properties (in our case this is considered to be the three-storey development along Church Road). Policy LP 39 of the emerging Local Plan (2017) is similar to Policy DM HO 3 of the DMP re backland development.

- 4.5.30 The proposed development is considered to accord with Policy DM HO 3 of the DMP as its scale, massing and appearance are considered to not be out of character with the surrounding area. In addition, the proposal at two storeys is lower than the frontage properties along Church Road which is at three-storeys. Therefore, the proposal would not appear an incongruous form of development.
- 4.5.31 Policy DM HO 4 requires new residential development to accord with the minimum floorspace standards (whereby the latest is the DCLG Technical Housing Guidance, 2015). It has been demonstrated in Section 3 of this Planning Statement that the proposal fully accords with the DCLG guidance. Supporting paragraph 5.1.25 of the DMP expects a minimum of 5sqm of private outdoor space for 1-2 person dwellings and an extra 1sqm for each additional person per dwelling. As shown in Table 2.2 of this document, the proposed 1-bed properties have at least 5sqm of private amenity space; and the 2-bed properties have at least 6sqm. Therefore, it is considered to accord with Policy DM HO 4 of the DMP.
- 4.5.32 Policy DM DC 5 of the DMP requires that residential proposals should normally have a minimum distance of 20m between main facing windows of habitable rooms. Whilst the northern elevation windows facing onto the rear of Church Road properties are approximately 17m in distance, such distance is considered to be appropriate and is a vastly improved situation than the pre-application proposal. Regarding the windows to the rear and side of the proposed development, these do not cause a loss of privacy to neighbouring properties due to the retention of the original stable wall at 4.6-4.7m high. The intention is that the new residential properties will not be able to see into neighbouring properties to the west and south in particular due to the stable wall but is designed so that it will allow natural light in only.

Town Centre Development

- 4.5.33 Policy CP8 of the Core Strategy (2009) encourages employment supporting small businesses and housing within local centres such as Barnes.
- 4.5.34 Policy DM TC 2 of the DMP states that the Council will protect and improve the provision of day-to-day goods and services in the local and neighbourhood centres of the borough. These centres are often designated as Areas of Mixed Use and are thus seen as appropriate for a mix of uses that meet primarily local needs. The Policy states that in areas designated as 'Areas of Mixed Use' (to which our proposal falls within), appropriate uses include business / employment developments as well as residential. It is noted that Policy LP 25 of the emerging Local Plan (2017) has a similar policy to the DMP.

- 4.5.35 The proposed development will provide much needed employment and housing uses within Barnes local centre, whereby such uses are, in principle, acceptable.

Ecology

- 4.5.36 Policy DM OS 5 of the DMP (2011) states that all new development will be expected to preserve and where possible enhance existing habitats including river corridors and biodiversity features including trees. Policy LP 15 of the emerging Local Plan (2017) relates to biodiversity and is similar to the DMP equivalent policy (DM OS 5).
- 4.5.37 The proposed development has very limited biodiversity on the site due to the area being highly urbanised. A new tree is proposed by the courtyard to provide some landscaping on site despite the restricted site area.

Affordable Housing

- 4.5.38 Policy CP15 of the Core Strategy (2009) states that for sites below 10 or more residential units, a financial contribution to the Affordable Housing Fund will be sought.
- 4.5.39 Policy DM HO 6 of the DMP (2011) expects that 6 residential units will require an affordable housing provision of 30% (i.e. 1.8 affordable homes) and that this will need to be via a financial contribution to the Affordable Housing Fund. It is noted that Policy LP 36 of the emerging Local Plan (2017) remains consistent with the DMP.
- 4.5.40 The applicant accepts the need to accord with the above planning policies and provides an appropriate financial contribution towards the LPA's Affordable Housing Fund. Further details are set out in the submitted Affordable Housing Statement and draft Unilateral Undertaking.

Employment

- 4.5.41 Policy CP19 of the Core Strategy (2009) encourages the provision of small employment units. This is consistent with Policy LP 40 of the emerging Local Plan (2017).
- 4.5.42 Policy DM EM 1 of the DMP (2011) states that new employment development should be flexible and suitable to meet future needs especially to provide for the requirements of local businesses and small firms.
- 4.5.43 The proposed development will provide much needed B1 employment space for small local businesses seeking to locate in the Barnes local centre area.

4.6 Village Plan – Barnes SPD (2016)

- 4.6.1 This 'Supplementary Planning Document' (SPD) was adopted on 8 January 2016 and that the purpose of this document is primarily to establish a vision and planning policy aims for, and assist in defining, maintaining and enhancing the character of, Barnes Village, and to provide guidance in this regard.

- 4.6.2 The SPD recognises that the area of Church Road (where the application site is based) has a wide range of local shops, restaurants and facilities to include the Olympic Cinema. The document also re-emphasises the retailing planning policies of the development plan and the need to protect retail frontages along core shopping frontages. However, the proposed development does not fall within such shopping frontage.
- 4.6.3 The site falls within 'Character Area 4: Barn Elms / Rocks Lane'. The SPD provides an insight into the character summary of the area. However, having reviewed this SPD, it effectively provides a summary of the relevant development plan policies and does not specifically provide any site-specific guidance for the application site.

4.7 Refuse and Recycling Storage Requirements SPD (2015)

- 4.7.1 This SPD was adopted by the LPA in April 2015 and provides the relevant refuse/recycling storage requirements of new development within the Borough.
- 4.7.2 The SPD permits communal refuse storage facility for flats whereby 70 litres per bedroom is expected. Given that there are a total of 10 bedrooms proposed, this will mean a total requirement for 700 litres of refuse storage for the flats.
- 4.7.3 In terms of recycling bins for the proposed flats, the SPD requires 2 no. of 360 litre bins (one for mixed paper and the other is for mixed containers).
- 4.7.4 For commercial waste from the B1 use, the SPD expects 2.6 cubic metres of waste storage to be provided for every 1,000sqm gross floor area. 50% of this capacity should be retained for the storage of separated waste for recycling. In addition, the SPD stipulates that the commercial waste storage area should be clearly separate from the storage area for residential waste, with separate access to each.
- 4.7.5 The SPD expects waste to be stored in an enclosed store.
- 4.7.6 The proposed development is considered to accord with all the standards as per above.

4.8 Community Infrastructure Levy Charging Schedule (2014)

- 4.8.1 This relates to the LPA's own CIL charges over and above the Mayoral CIL that was addressed above, whereby the estimated Mayoral CIL for the proposed development is approximately £9,000.
- 4.8.2 The LPA's 'CIL Charging Schedule' was adopted in July 2014 and effective from 1 November 2014. It is noted that the residential element of the proposed development is liable for Borough CIL charge and that new office development outside Richmond Town Centre is exempt.
- 4.8.3 Paragraph 2.2 of the CIL Charging Schedule (2014) also states that where planning permission is granted for development that involves the extension or demolition of a building in lawful use, the level of CIL payable will be calculated

based on the net increase in floorspace only, provided that lawful use can be established at the time of CIL liability is to be calculated. Only in such circumstance would the existing floorspace be deducted from the total floorspace. It is noted that deductions in respect of the demolition or the change of use of existing buildings will only apply where the existing building has been in continuous lawful use for at least six months in the three years prior to the development being permitted.

4.8.4 The standard charge for residential development on the site is £250 per sqm. Given total GIA floorspace of the proposed residential is 385.8sqm *less* the existing floorspace (to be demolished) at 348sqm – the net additional floorspace created is 37.8sqm. Therefore, the Borough CIL charge is calculated to be approximately £9,450. Please note that the amount calculated is clearly only indicative and will also need to factor in the Building Cost Information Service (BCIS) ‘All-in Tender Price Index’ (otherwise known as the inflation index).

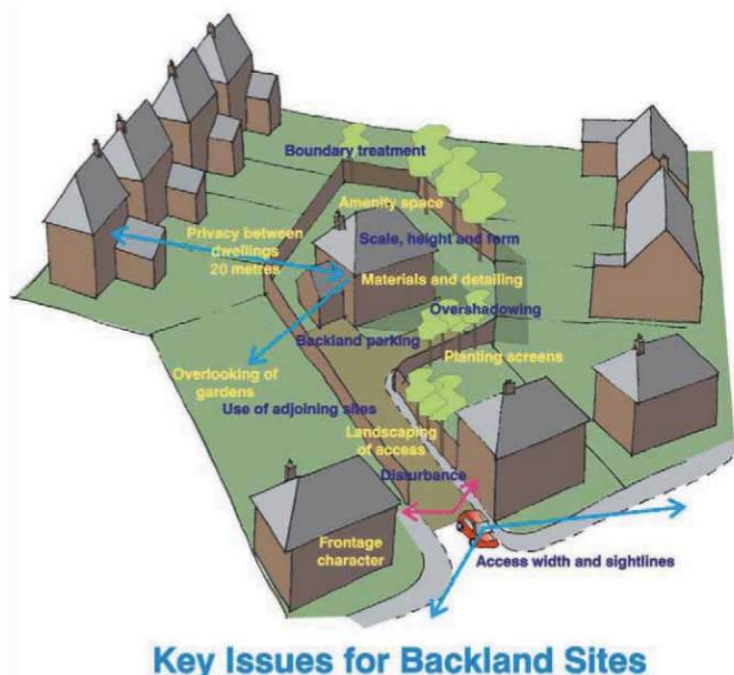
4.8.5 Therefore, total estimated Borough and Mayor CIL amounts to approximately **£18,450** exc. relevant inflation indexation.

4.9 Small and Medium Housing Sites SPD (2006)

4.9.1 This SPD was adopted in February 2006 and provides further development guidance for small to medium sized housing sites. In particular, it has a section on backland development (i.e. Chapter 3).

4.9.2 The SPD provides guidance in terms of access; layout and building form; materials; landscaping; residential amenity; and security. **Figure 4.1** is an extract from the SPD that outlines the key issues for backland development.

Figure 4.1 – Extract of Small and Medium Housing Sites SPD re ‘Backland’ Proposal



4.9.3 The SPD provides guidance in terms of access; layout and building form; materials; landscaping; residential amenity; and security. These issues have been taken into consideration and are further explored in Section 5 of this Planning Statement.

4.10 Design Quality SPD (2006)

4.10.1 This SPD was adopted in February 2006 and provides additional guidance on design of development. It also provides Character Area Assessments of various parts of the Borough to include Barnes. Whilst the general design principles are considered covered in the main development plan documents (i.e. Core Strategy; DMP; and emerging Local Plan), the character assessment of Barnes is also more up-to-date in the adopted 'Village Plan – Barnes' SPD (adopted 8 January 2016).

5 PLANNING ASSESSMENT

5.1 Introduction

5.1.1 This section provides an assessment of the proposed development in planning terms.

5.2 Principle of Development / Land Use

5.2.1 Barnes is a 'local centre' in terms of town centre hierarchy, whereby the key characteristics are that it contains 'shops and services for day to day needs, some small offices'. According to the adopted Proposals Map, the application site is situated within an 'Area of Mixed Use' (whereby Policy DM TC 2 of the adopted Development Management Plan is applicable), whereby an appropriate mix of uses such as employment uses suitable for small businesses and residential are acceptable in principle. In addition, the London Plan and its associated Housing SPG recognises that small sites such as the proposed development provide an important contribution to meeting London's housing need.

5.2.2 The proposed development would provide 6 no. of new residential units and 5 no. of Class B1 commercial/workshop units within Barnes local centre, thereby the principle of development is considered acceptable and that it would contribute positively to local housing and economic needs of the area. Whilst the proposed redevelopment would lead to a loss of 211sqm of Class A1 (shop) and 115sqm of Class A3 (restaurant) uses, these are not protected in retail planning terms as the site is not located within a 'Key Shopping Frontage' nor 'Secondary Shopping Frontage'. It is also noted that there is an abundance of shops and restaurants along Church Road, therefore the proposal is not considered to be detrimental to the vitality and viability of Barnes local centre.

5.2.3 Whilst the existing Class B1 unit (with a GIA of 22sqm and used as a stained-glass workshop) will be lost, the proposed development will re-provide a total of 5 no. of similarly-sized Class B1 units totalling 142.3sqm GIA where the intention is to serve local businesses. Therefore, the new development will significantly increase the number of commercial units available on the site, thereby outweighing the temporary loss of the existing B1 unit.

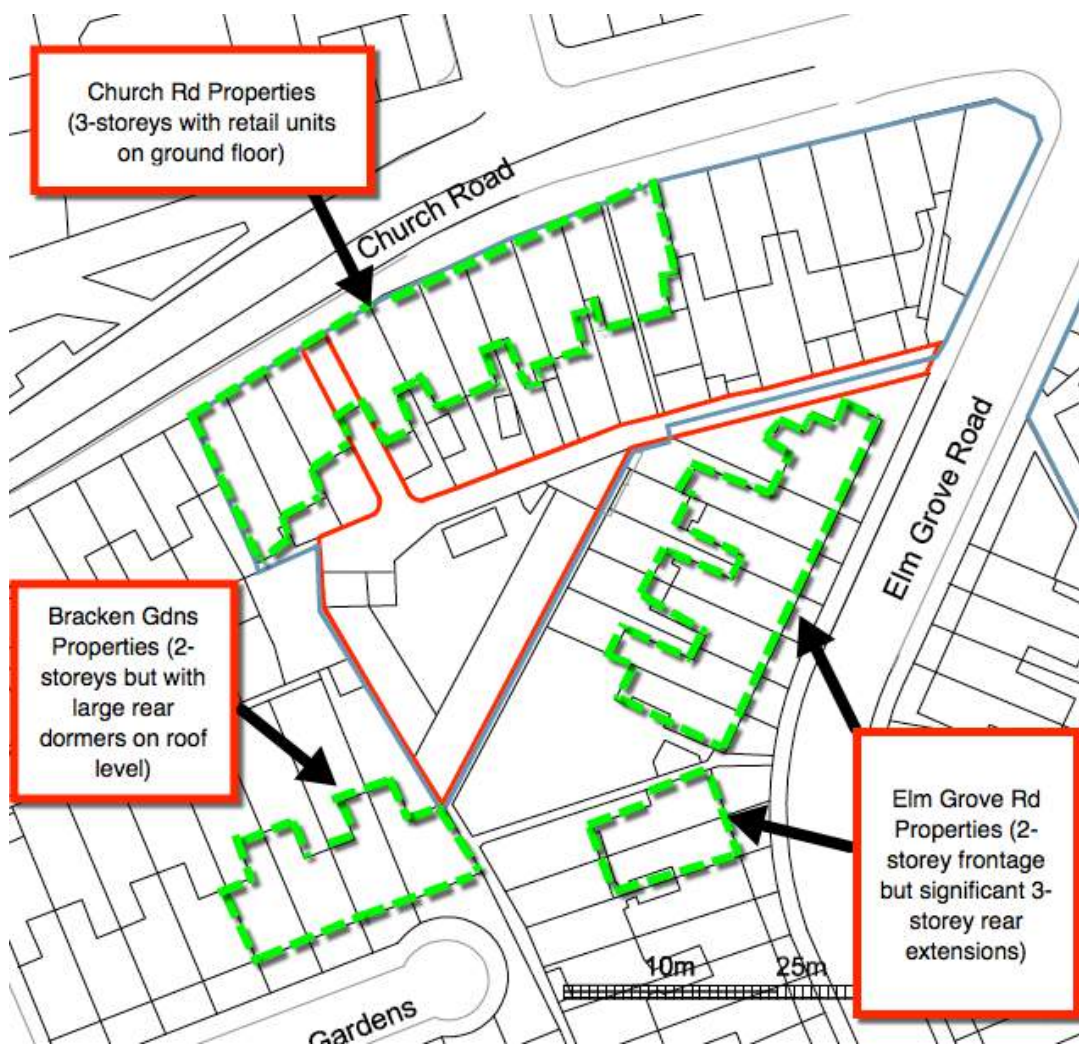
5.2.4 The applicant's intention is to seek to temporarily re-accommodate the stained-glass operator within one of its other properties in the Barnes area and that it will offer one of the new commercial units to the tenant subject to agreeable leasehold terms and should planning permission be granted for the proposed development.

5.3 Design of Development

5.3.1 The pre-application that was submitted to the LPA in 2015 proposed a pure residential development of three-storeys in height with the building being close to the northern boundary of the site, thereby located closer to the residential flats along Church Road and above the retail units.

- 5.3.2 The pre-application response from the LPA in 2015 confirmed that Officers were concerned that the three-storey development would be “excessive in scale, height, bulk and mass” and that “the site maybe suitable for a low key mews type development at workshop scale, single storey or 1.5 storeys high at the most and should be subordinate to the front buildings, in particular, those on Church Road and Elm Grove Road”.
- 5.3.3 Clearly the advice from Officers regarding the size and massing of the proposal related to the larger pre-application proposal. However, the proposed development of this planning application has since taken into consideration the urban design comments of the LPA and the scheme has been re-designed to be both lower in height, bulk and massing and more of a mews style development that is considered considerate to its surroundings.
- 5.3.4 In terms of understanding how the proposed development would relate to the surrounding area and whether there would be any impacts to the amenity of the occupiers of nearby residential properties, it is important to identify the properties that would require assessing (i.e. those along Church Road; Elm Grove Road; and Bracken Gardens) and that these are edged in green in **Figure 5.1**.

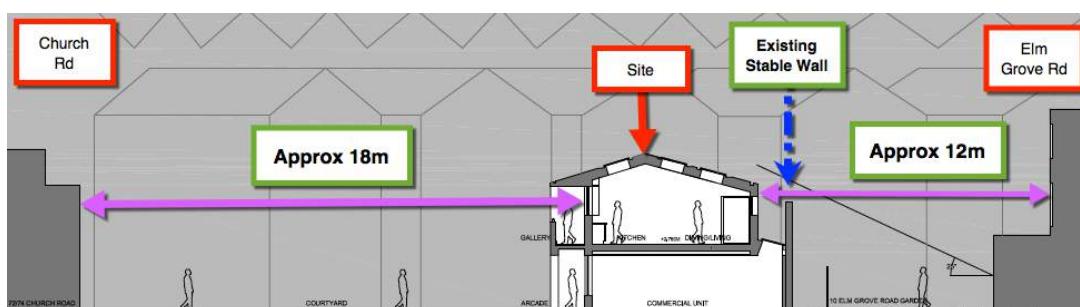
Figure 5.1 – Context of Surrounding Residential Properties





- 5.3.5 It is noted that residential properties along Church Road to the north of the site (i.e. Nos. 68-80) are typically three-storey terraced buildings with the ground level being in retail use. Properties along Elm Grove Road to the south-east and Bracken Gardens to the south are usually two-storey terraced dwellings when viewed from the front of the buildings but that they are effectively three-storeys to the rear (as shown in the aerial photograph in Figure 5.1).
- 5.3.6 As shown in extracts of the submitted section drawings (see **Figure 5.2**), this shows that the distance between the proposed development (habitable room window) and the Church Road buildings is approximately 18m.

Figure 5.2 – Section Drawing of Church Road and Elm Grove Road



- 5.3.7 Given the relatively large separation distance between the application building and the Church Road buildings, it is considered that the development proposal would not be detrimental to the amenity of the residential occupiers of Church Road (who reside on the first and second floors) in terms of overbearing, loss of privacy, outlook and daylight/sunlight.
- 5.3.8 The distance of the proposed development with the Elm Grove Road dwellings at three-storeys to the rear (i.e. Nos. 2-14) is approximately 12m. Given the proposal will include the retention of the existing brick-built stable wall at

approximately 4.5m high along the southern boundary of the site, this is considered to provide adequate screening to minimise issues of loss of privacy to the residents of Elm Grove Road (it is noted that the rear gardens of Elm Grove Road have existing trees/vegetation that will provide additional screening to the proposal). In addition, given the stable wall is to be retained and that only the roof element of the development proposal will protrude only approximately 2m above the wall, the magnitude of visual change to the occupiers of Elm Grove Road is considered minimal (particularly when taking into consideration the separation distance of approximately 12m).

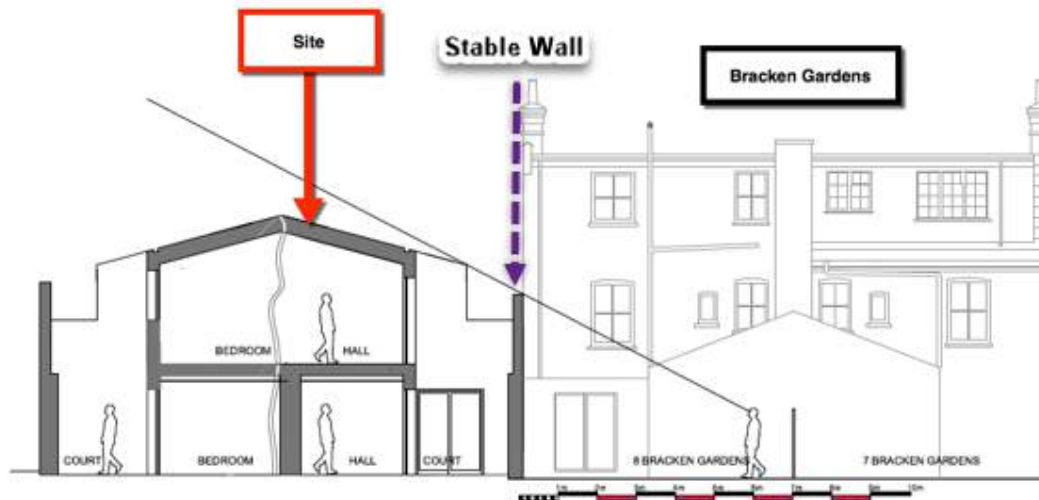
- 5.3.9 Therefore, amenity impacts relating to overbearing, loss of privacy, outlook and daylight/sunlight are considered minimal. As shown in **Figure 5.3**, it is notable that the rear of Elm Grove Road properties opposite the application site (i.e. Nos. 4-14 Elm Grove Road) are three-storeys in height even though these appear two-storeys along the front elevation of the building. This also applies to the rear of No. 8 Bracken Gardens, whilst Nos 1-7 have had extensive dormer windows to the rear roofslopes – thereby generally appearing three-storeys in character (see Figure 5.1 also).

Figure 5.3 – Nos. 4-14 Elm Grove Road (Rear Elevations) and Aerial Photograph



- 5.3.10 In relation to Bracken Gardens (see **Figure 5.4**) relating to (i.e. Nos. 7-8), it is noted that the original stable wall of approximately 4.7m high along the western boundary of the site is to be retained and that the first floor of the proposed development is to be set-back from the wall by approximately 2.5m. Therefore, the maximum height of the proposed roof will only protrude approximately 1.7m above the stable wall. Such a height increase is considered minimal and with the added set-back distance of 2.5m from the stable wall at first floor level of the proposed development, it is considered that it would not (from an amenity perspective) be detrimental to the occupiers of Bracken Gardens.

Figure 5.4– Section Drawing of Bracken Gardens



5.3.11 As shown in Figure 5.4, given the western boundary wall at 4.7m high is to be retained as part of the development proposal, it is considered that this would cause minimal loss of privacy and overlooking as the first floor windows of the proposal facing west would be obscured by the stable wall. It would also not directly look out onto any habitable room windows. Therefore, amenity impacts relating to overbearing, loss of privacy, outlook and daylight/sunlight are considered minimal.

5.3.12 The proposed development is a two-storey development whereby it would be lower than the three-storey rear elements of Elm Grove Road and Bracken Gardens as well as Church Road. Therefore, due to adequate set-back distances and appropriate scale, massing and height of the proposal, it is not considered an incongruous form of development that would be out of character with the surrounding area. It is considered that the development proposal would appear subordinate to the surrounding properties, whereby these have either had extensive rear extensions done so as to appear three-storeys even though they are technically two-storeys from the front elevation (i.e. Bracken Gardens and Elm Grove Road) or that the buildings are three-storeys originally (i.e. along Church Road).

Lavender Test

5.3.13 Lastly, one of the key tests used by the Planning Inspectorate (PINS) when considering impacts to residential amenity is known as the 'Lavender Test'. Whilst such test has been used extensively in renewable energy projects such as wind farms, the Test is considered relevant to other developments including the proposed development as it is used to consider a development's impacts to residential amenity.

5.3.14 The Lavender Test has been widely accepted as a sensible approach in a number of planning appeals. It does no more than explain an established tenet of planning – that there is no right to a view – and that harm to living conditions caused by the visual impact of development must reach a level of making a

dwelling an unacceptable place to live for that visual impact to weigh heavily against the development. The essential components of the necessary judgements are well expressed in many previous appeal decisions. The simple fact that something is seen, and may be prominent in the view, is not enough. It is necessary for the impact to be at a level which leads to visual dominance or an overbearing physical presence of such magnitude that the property would cease to be a place in which it would be reasonable to expect anyone to reside.

- 5.3.15 Therefore, based on the Lavender Test, it is not considered that any of the surrounding properties would be so affected by the proposal that it would cease to be an acceptable place to live.

5.4 Affordable Housing

- 5.4.1 As set out in the submitted Affordable Housing Statement and draft Unilateral Undertaking, the proposed development will provide appropriate financial contribution towards the Borough's Affordable Housing Fund in lieu of on-site affordable housing provision. Further details are contained in the submitted Affordable Housing Statement and draft Unilateral Undertaking.

- 5.4.2 It is noted that the current value of the affordable housing contribution has been calculated to be **£299,523**. This is equivalent in cost to the applicant of providing 30% affordable housing on site (assuming 80% affordable rented and 20% intermediate housing).

5.5 Employment

- 5.5.1 The proposed development is considered to provide a significantly greater amount of Class B1 floorspace (at 142.3sqm) than the existing site (at 22sqm GIA) within the Barnes local centre. Given B1 uses are accepted in principle on the site, it is considered that such use is considered acceptable and would not be detrimental to the amenity of surrounding residential properties.

5.6 Transport and Access

- 5.6.1 Access to the site is via the existing publicly accessible path off Church Road as well as via the path off Elm Grove Road as shown in **Figure 5.5**.

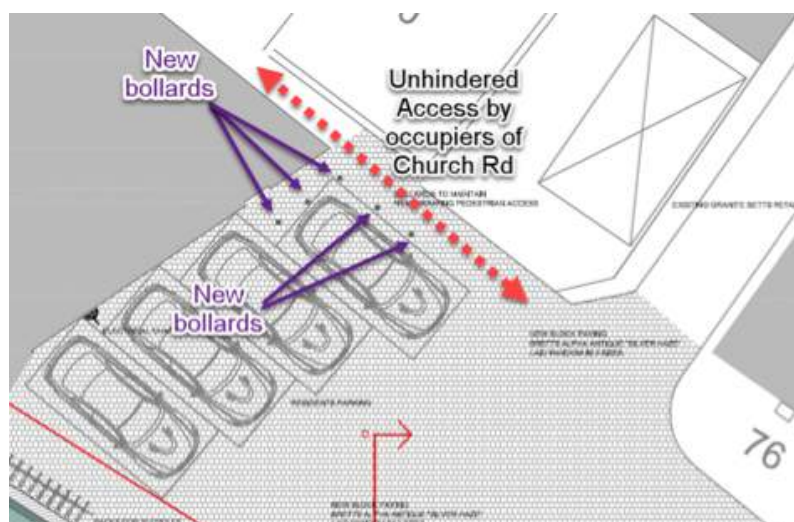
Figure 5.5 – Site Access



5.6.2 The submitted Transport Statement demonstrates that the existing vehicular accesses to the site via the pathways leading from Church Road as well as Elm Grove Road are considered viable from a highway perspective. The swept path analysis within the Transport Statement also demonstrates that the proposed 5 no. of car parking spaces are considered acceptable in terms of allowing cars to enter and exit the site in forward gear whilst parking on any of the proposed car park spaces.

5.6.3 In addition, at the public consultation events held in October 2016, local residents of Church Road informed the applicant that at present, parked cars are blocking access to the rear of the building. However, as shown in **Figure 5.6**, the applicant is proposing to install bollards as part of the development proposal (as indicated) in order to prevent parked vehicles from blocking the access path onto the rear of the Church Road properties. Such proposed bollards are considered to be a betterment to the existing situation and is the result of positive community engagement at pre-application stage.

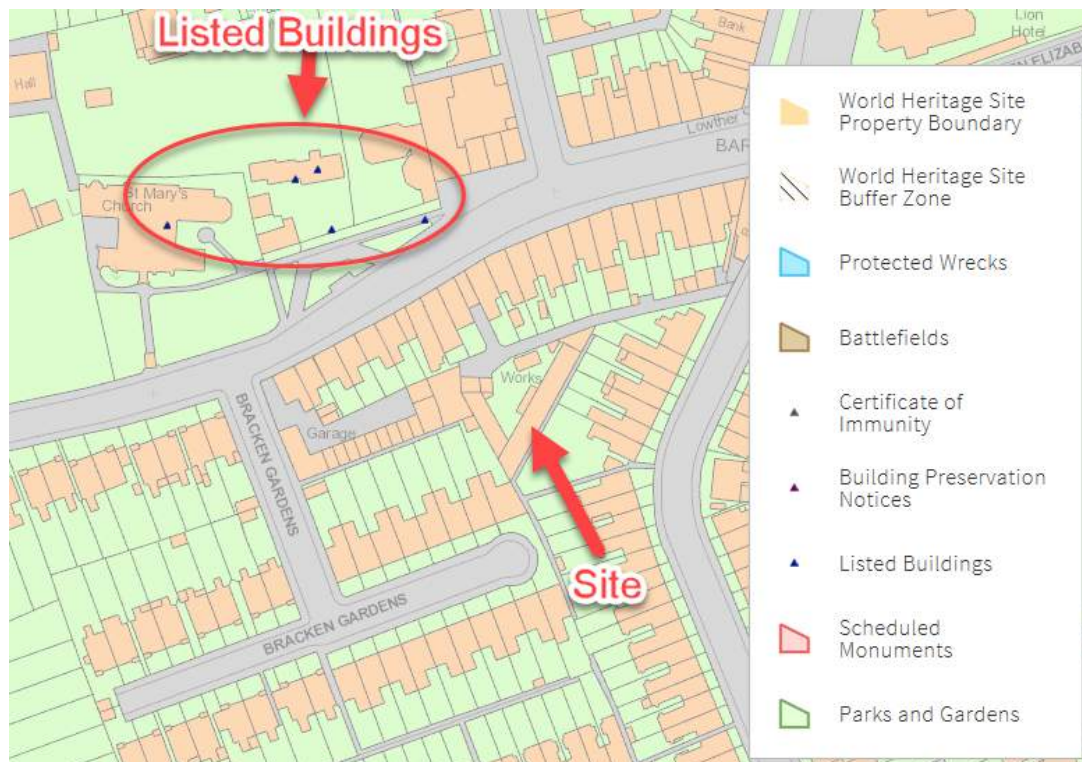
Figure 5.6 – Proposed Bollards to Maintain Access to Neighbouring Properties



5.7 Heritage

- 5.7.1 The site is situated on the edge of the Barnes Green Conservation Area but it is technically not within it. The design and siting of the proposed development is considered to respect the setting of the nearby Conservation Area. As shown in **Figure 5.7**, there are no listed buildings or other listed historic assets on the site or within close proximity. The closest listed buildings are located approximately 60m north-west of the site but there are no inter-visibility due to the properties along the southern side of Church Road. Therefore, from a heritage perspective, the proposed development is considered to be acceptable.

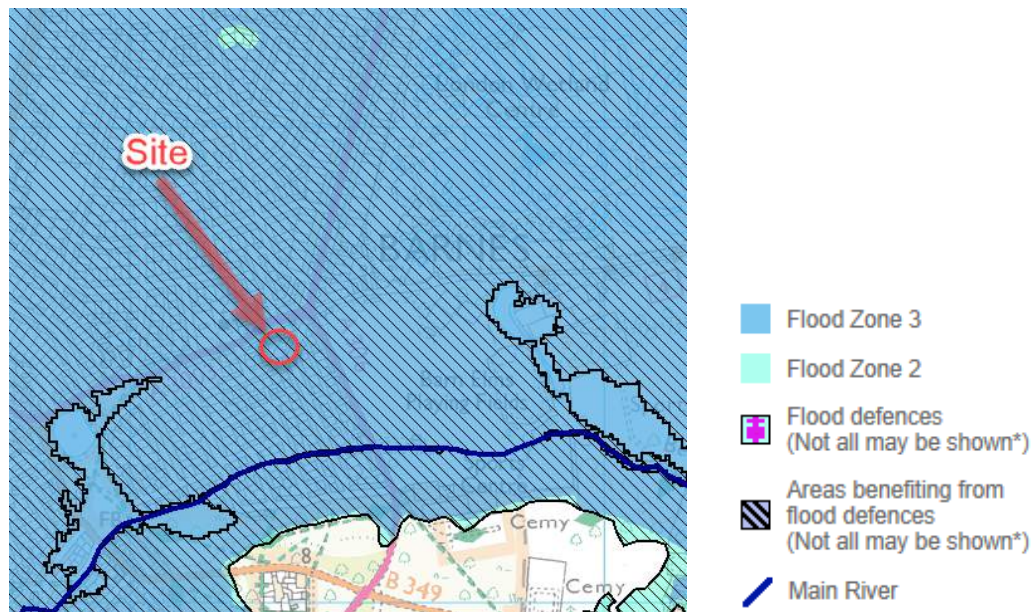
Figure 5.7 – Extract of Historic England Heritage Map



5.8 Flood Risk and Drainage

- 5.8.1 The submitted 'Flood Risk Assessment' (FRA) proposes the attenuation of rainwater by storing in tanks or cellular storage are used to provide the attenuation volume due to limited area of external space available. The FRA also concludes that whilst the site is in Flood Zone 3 (see **Figure 5.8**), it benefits from existing flood defences and that the proposed development is considered to be acceptable from a flood risk and drainage perspective. In addition, appropriate SUDS measures will be proposed to improve drainage of the site.

Figure 5.8 – Environment Agency Flood Risk Map



5.9 Pollution

- 5.9.1 The proposed development will not have a material impact on air quality and has no implications for the site and surrounding area in terms of ground conditions or water quality. In terms of noise, there will be some limited noise associated with the construction of the development but this will be temporary in duration. Operational noise beyond its site boundary will be minimal and will be no different to other town centre uses within Barnes that surround the site. In terms of artificial lighting, this will be consistent with the residential use surrounding the site and that the Class B1 office/workshops will only have lighting within the property. Any external lighting will only be used in aid of accessibility and will be temporarily lit as and when it senses movement.

5.10 Ecology

- 5.10.1 The proposed development is a highly urbanised site within an established part of Barnes local centre, thereby it has very little biodiversity existing on the site. Due to the constrained nature of the site, there would be insufficient space to provide any significant amount of soft landscaping on the site.
- 5.10.2 The site is regarded as a previously developed site that is also not situated within or near any national or local ecologically sensitive locations. Therefore, from an ecological impact perspective, the proposal is considered unlikely to impact on local biodiversity.

5.11 Sustainability

- 5.11.1 The submitted 'Energy & Sustainability Strategy' has reviewed the potential for connecting the proposed development to a decentralised energy supply but it was concluded to be not viable. However, the development will help tackle climate change by improving on its building fabric performance via Part 'L' of the Building Regulations and that there would also be rooftop solar Photovoltaic (PV) modules installed with a generation capacity of 1.25kWp that will serve the 5 no. of Class B1 commercial units as well as 1.5kWp of solar energy to each of the 6 no. of residential flats.
- 5.11.2 It is concluded that by recording the baseline emissions for the development, we are able to assess the effects of the proposed sustainability improvements. This has resulted in the total reduction in carbon emissions of 35.88%. This slightly exceeds the target of 35% set in the emerging Local Plan (2017) as well as the London Plan (2016).
- 5.11.3 A Sustainability Checklist has also been completed and submitted as part of this planning application. The Checklist confirms that the proposed development is considered acceptable due to the sustainability measures it is proposing.

6 CONCLUSIONS

6.1 This Planning Statement has provided a detailed assessment of the proposed development against the relevant national and development plan policies. As a result of this assessment, the following conclusions can be drawn:

- The applicant proposes to retain freehold ownership of the entire mixed-use development, thereby only intending for these to become rental properties once the site is operational. The Company believes in long-term stewardship and rarely sells its landholdings, preferring to take a more sustainable approach in regenerating and growing its property assets in the long run.
- The development proposal is the product of appropriate pre-application engagement with both the LPA (via formal pre-application in 2015) and the local community (via public exhibitions held in October 2016) and that further details are set out in the submitted Consultation Statement.
- The proposed mixed-use development comprising of 6 no. of residential flats and 5 no. of small-scale B1 units are considered acceptable in principle as it is within Barnes local centre, whereby such town centre related mixed-use are encouraged in both national, regional (i.e. in the case of London), and local planning policy terms.
- The development would create much needed housing and significantly greater amount of commercial space that promotes small businesses/local firms that wishes to operate within a healthy and viable local centre such as Barnes. Prior engagement with the Barnes Community Association (BCA) during the October 2016 public exhibition events revealed that there is apparent high demand for small B1 units in Barnes as there is a lack of such facility in the area.
- The development would only be two-storeys in height with a pitched roof and is in-keeping with the general massing, scale and appearance of the surrounding area that comprises of 2-3 storeys in height. Thereby, the building would not appear over-dominant nor being an incongruous form of development that would be out of character with the surrounding area.
- Under the 'Lavender Test' (where it is a well-known tenet of planning that there is no right to a private view), the design and siting of the proposal are such that the surrounding residential properties would not be so affected by the development that it would be an unacceptable place to live.
- The proposed development would maintain adequate privacy levels to surrounding properties due to the retention of the 4.6-4.7m high original stable wall to the south and west of the site. The design is such that it would not cause overlooking to neighbouring properties.
- The proposed residential element of the proposal would fully meet the national space standards as stipulated by the DCLG.
- The development will provide appropriate financial contribution towards the Borough's Affordable Housing Fund. A draft Unilateral Undertaking has been submitted as part of this planning application.

- The proposed forecourt for car parking is of sufficient size to allow vehicles to enter and exit the site in forward gear. Site access would be from the existing shared paths coming off from Church Road to the north and Elm Grove Road to the east. In addition, the development would provide adequate car parking and cycle parking spaces to accord with relevant standards as well as being accessible to pedestrians that utilises already existent access arrangements.
- The proposed development is considered to be energy efficient that results in the total reduction in carbon emissions by 35.88%. There would also be an electric charging station at the forecourt to enable the charging of electric vehicles.
- The site is located on Flood Zone 3 but benefits from existing flood defences via the Thames Flood Barrier. The proposal would also have adequate SUDS to ensure that it is acceptable from a flood risk and drainage perspective.
- During construction there would be construction-related traffic and noise but these will be suitably managed and as detailed in the submitted Construction Traffic Management Plan (CTMP). Suitable access to site via construction related vehicles are also considered to be acceptable from an accessibility and swept path perspective and that these are demonstrated in the CTMP.
- The site is not technically within the Barnes Green Conservation Area although within close proximity to the north. However, the design and siting of the proposal is not considered to detract from the character and appearance of the Conservation Area. There are no listed buildings nor other listed heritage assets within or near the site.
- The site currently has minimal biodiversity/natural habitat as it is a highly urbanised area. Likewise, the proposed development will not have significant levels of landscaping to promote greater biodiversity due to the constrained nature of the site that requires the space to accommodate the core elements of the proposal. The site is not situated within or close to any sensitive ecological areas.
- The development will have adequate refuse/recyclable waste storage facilities for both residential and commercial uses.
- The proposed development intends to meet both Mayoral CIL and Borough CIL requirements.

6.2 The proposed development is therefore considered acceptable in planning terms and we would request that the LPA grant planning permission.