

**Application reference: 17/3610/FUL**  
**BARNES WARD**

Date application received	Date made valid	Target report date	8 Week date
02.10.2017	17.11.2017	12.01.2018	<del>12.01.2018</del>

23.03.2018

**Site:**

67 - 69 Barnes High Street, Barnes, London,

**Proposal:**

Partial demolition of existing buildings, refurbishment of 2 x commercial units (A2 use Class) on ground floor. Partial new build extensions to the roof in addition to ground, first and second floor extensions to the rear of the site to provide 2 x 2-bed units, 2 x 1-bed units and 3 x 1-bed studio ( C3 use Class)

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

**APPLICANT NAME**

Mr -  
Sanderson House  
Station Road  
Horsforth  
Leeds  
LS18 5NT

**AGENT NAME**

Mr Joshua Hunt  
3-4 John Prince's Street  
London  
W1G 0JL

**DC Site Notice:** printed on 20.11.2017 and posted on 01.12.2017 and due to expire on 22.12.2017

**Consultations:**

**Internal/External:**

**Consultee**

14D POL  
LBRUT Transport  
14D Urban D

**Expiry Date**

04.12.2017  
04.12.2017  
04.12.2017

**Neighbours:**

5 Barnes High Street, Barnes, London, SW13 9LB, - 20.11.2017  
3 Barnes High Street, Barnes, London, SW13 9LB, - 20.11.2017  
4 Barnes High Street, Barnes, London, SW13 9LB, - 20.11.2017  
3A Barnes High Street, Barnes, London, SW13 9LB, - 20.11.2017  
First Floor Flat, 4 Barnes High Street, Barnes, London, SW13 9LB - 20.11.2017  
2 Barnes High Street, Barnes, London, SW13 9LB, - 20.11.2017  
The Flat , 1 Barnes High Street, Barnes, London, SW13 9LB - 20.11.2017  
1 Barnes High Street, Barnes, London, SW13 9LB, - 20.11.2017  
9C Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
8B Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
8A Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
9D Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
8 - 9 Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
Flat, 7 Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
7 Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
Flat A, 6 Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
6 Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
6B Barnes High Street, Barnes, London, SW13 9LW, - 20.11.2017  
4 Swan Place, Barnes, London, SW13 9LT, - 20.11.2017  
70 Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
67 Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017

Project Studios, 22/11/17

67B Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
68A Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
68 - 69 Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
67A Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
3 Swan Place, Barnes, London, SW13 9LT, - 20.11.2017  
2 Swan Place, Barnes, London, SW13 9LT, - 20.11.2017  
1 Swan Place, Barnes, London, SW13 9LT, - 20.11.2017  
36 Seaforth Lodge, Barnes High Street, Barnes, London, SW13 9LE, - 20.11.2017  
34 Seaforth Lodge, Barnes High Street, Barnes, London, SW13 9LE, - 20.11.2017  
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2 Seaforth Lodge, Barnes High Street, Barnes, London, SW13 9LE, - 20.11.2017  
65 Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
66 Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
66A Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
62 Barnes High Street, Barnes, London, SW13 9LF, - 20.11.2017  
64 Barnes High Street, Barnes, London, SW13 9LD, - 20.11.2017  
63 Barnes High Street, Barnes, London, SW13 9LF, - 20.11.2017

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

Development Management

Status: PCO

Date:

Application: 17/3610/FUL

Partial demolition of existing buildings, refurbishment of 2 x commercial units (A2 use Class) on ground floor. Partial new build extensions to the roof in addition to ground, first and second floor extensions to the rear of the site to provide 2 x 2-bed units, 2 x 1-bed units and 3 x 1-bed studio ( C3 use Class)

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**Recommendation:**

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

**I therefore recommend the following:**

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

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

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

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

This application has representations on file  YES  NO

Case Officer (Initials): LUS

Dated: 21/03/2018

**I agree the recommendation:**

Team Leader/Head of Development Management/Principal Planner

Dated: .....

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

Head of Development Management: .....

Dated: .....

*[Handwritten signature]*  
23/3/18

<b>REASONS:</b>	
<b>CONDITIONS:</b>	<i>SEE CAPS</i>
<b>INFORMATIVES:</b>	
<b>UDP POLICIES:</b>	
<b>OTHER POLICIES:</b>	

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

**SUMMARY OF CONDITIONS AND INFORMATIVES**

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**CONDITIONS**

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**INFORMATIVES**

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**Ref. No. 17/3610/FUL**

**Site: 67-69 Barnes High Street, Barnes, London, SW13 9LD**

**Site Description**

The application relates to building located in a mixed use area with an existing A2 use (commercial) and C3 use (residential) on ground floor level and C3 use (residential) on first and second floor level. The building is not locally listed, however it is under Article 4 Directions (restricting change of use from A1 to A2), it is located within Barnes Green Conservation Area, Protected View area, Floodzone 2 and 3 area and it has a Secondary Shop Frontage. The next door Rose House is a Grade II listed building.

**Planning History**

There is an extensive planning history related to commercial and residential units on the site, including nos. 67, 67A, 67B, 68, 68A and 69, however the most relevant planning application ref. no. 15/2131/FUL (no. 68-69 Barnes High Street) was for 'addition of another floor to the main front core of the building to form a three storey unit with additional accommodation to the upper floors. Permission was refused on 9<sup>th</sup> July 2015 for the following reasons:

*'The alteration from a gabled roof to a shallow pitched hipped roof and the overall scale, mass, and inappropriate and out of character design of the proposed extension would be detrimental to the character, appearance and setting of the host building, the adjacent Grade II Listed Building at no. 70 Barnes High Street, the wider street scene and Conservation Area. The proposal would therefore be contrary to the aims and objectives of the National Planning Policy Framework and the development plan, including policy CP7 of the Core Strategy (adopted 2009) and policies DMDC1, DMHD2 and DMHD1 of the Development Management Plan (adopted 2011).'*

**Proposal**

Partial demolition of existing building, refurbishment of 2 x commercial units (A2 use Class) on ground floor, partial new build extensions to the roof in addition to ground, first and second floor extensions to the rear of the site to provide 2 x 2-bed units, 2 x 1-bed units and 3 x 1-bed studio ( C3 use Class).

**Public and Other Representations**

Neighbouring occupiers have been consulted and 1 letter of objection has been received expressing the following:

- The proposed development would lead to loss of daylight/sunlight and loss of privacy.
- The proposed development would have an adverse impact on existing parking in the area, existing refuse facilities and access to the Seaforth Lodge.
- The proposal would have an undue impact on the character of the listed Rose House.

**Amendments**

There were amendments to scheme received during the course of this planning application, including:

- Height reduction of the proposed roof above the rear outrigger.
- Introduction of the parapet wall and set back of the roof above the rear outrigger behind the parapet wall.
- Change of the roof shape above the rear outrigger.
- Proposal of residential refuse storage.
- Allocation of commercial refuse storage within the commercial units.
- Alterations to proposed bicycle storage.

## **Main Development Plan Policies**

The following planning policies and guidelines are the most applicable to the proposed development:

### National Planning Policy Framework (2012)

DCLG 'Technical Housing Standards' – nationally described space standard (2015)

### The London Plan (2015)

Policy 3.5 Quality and design of housing developments

Policy 5.2 Minimising Carbon Dioxide emissions

Policy 6.13 Parking

### Core Strategy (2009)

CP1 Sustainable Development

CP2 Reducing Carbon Emissions

CP3 Climate Change - Adapting to the Effects

CP5 Sustainable Travel

CP7 Maintaining and Improving the Local Environment

CP14 Housing

CP15 Affordable Housing

### Development Management Plan (2011)

DM DC1 Design and layout

DM DC5 Neighbour amenity

DM HD1 Conservation Areas

DM HD2 Listed Buildings

DM HD 7 Views and Vistas

DM TP2 Transport and New Development

DM TP8 Off-street Parking

DM HO1 Existing Housing

DM HO4 Housing Mix and Standards

DM HO6 Delivering Affordable Housing

DM SD1 Sustainable Construction

DM SD2 Renewable Energy and Decentralised Energy Networks

DM SD4 Adapting to Higher Temperatures and Need for Cooling

DM SD9 Protecting Water Resources and Infrastructure

DM SD6 Flood Risk

DM TC3 Retail Frontages

### Publication Local Plan (December 2016)

LP1 Local Character and Design Quality (including Shop Fronts)

LP3 Designated Heritage Assets

LP5 Views and Vistas

LP8 Amenity and Living Conditions

LP10 Local Environmental Impacts, Pollution and Land Contamination

LP20 Climate Change Adaptation

LP 21 Flood Risk

LP22 Sustainable Design and Construction

LP24 Waste Management

LP34 New Housing

LP35 Housing Mix and Standards

LP36 Affordable Housing

LP38 Loss of Housing

LP45 Parking Standards and Servicing

### Supplementary Planning Documents (SPDs)

'House Extensions and External Alterations' (2015)  
'Design Quality' (2006)  
'Residential Development Standards' (2010)  
'Sustainable Construction Checklist' (2011)  
'Affordable Housing' (2014)  
'Front Garden and Other Off Street Parking Standards' (2006)  
'Refuse and Recycling Storage Requirements' (2015)  
'Revised Lifetime Home Standards' (2010)

### **Recommendation**

The key planning issues for consideration include:

- Loss and demolition of existing housing and commercial units and proposed housing and commercial mix
- Proposed housing standards
- Design and impact on the character and appearance of the area
- Amenity impact
- Transport and parking
- Environmental impact
- Affordable housing contribution
- CIL

### **Partial demolition, Loss of Existing Housing and Proposed Housing and Commercial Mix**

*Policy DM HO4 of the Development Management Plan (2011), policy LP35 (A) of the Publication Local Plan (December 2016) and SPD 'Residential Development Standards' (2010) encourages a good standard of family size accommodation outside Town Centre Boundaries and the mix should be appropriate to the location.*

*Policy DM HO1 of the Development Management Plan (2011) and LP38 (C) of Publication Local Plan (December 2016) state that existing housing should be retained and redevelopment of existing house should normally only take place where:*

- 1. it has first been demonstrated that the existing housing is incapable of improvement or conversion to a satisfactory standard to provide an equivalent scheme; and if this is the case*
- 2. the proposal does not have an adverse impact on local character; and*
- 3. the proposal provides a reasonable standard of accommodation, including accessible design, as set out in policy DM HO 4 and policy LP35 ( Housing Mix and Standards).*

The proposal includes partial demolition of an existing 1 x 2-bed unit and 2 x 3-bed units and provision of 2 x 2-bed units, 2 x 1-bed units and 3 x studios. The proposed 2-bed residential units, which can accommodate smaller families, would still ensure that a family size accommodation outside Town Centre is preserved, while 1-bed units and studios would be also appropriate for this area due to their location above the commercial floorspace and in a mixed use area. In the light of above, it is considered that the proposed housing mix would bring vitality and viability to the area and therefore the mix has been found acceptable. The proposal will comply with policies DM HO4 and LP35, and SPD 'Residential Development Standards'.

The applicant has demonstrated that existing dwelling is capable of improvements to a satisfactory standard and partial demolition of the existing building and partial erection of a new building would improve on existing arrangements on site and the new building would have no adverse impact on the character and appearance of the surrounding Conservation Area in design, scale, sitting and massing terms (assessed in details in this report) and a good standard of accommodation and environmentally more sustainable accommodation would be provided (assessed in details in this report).



In the light of above, a sufficient justification has been submitted to the Council to support the principle of the proposed partial demolition of the building on site and the new building would improve on the existing arrangements in design, structural and environmental terms with minimal undue impact on the character and appearance of the Conservation Area. Consequently, the proposal will comply with policies DM HO1 and LP38.

*According to DM DC2 of the Development Management Plan (2011), mixed use schemes are supported as long as conflict between uses and users are minimised.*

Considering the nature of the uses on ground floor level (commercial) and restricted hours of the use (conditioned), it is considered that there will be no conflict between the A2 users and C3 users on site in terms of noise and disturbance. Furthermore, the scheme proposes separate access for both residential and commercial units, therefore the scheme accords with the policy DM DC2. Finally, a separate residential refuse and cycle storage to retail storage will be conditioned.

*The external and internal space standards set out in policy DMHO4 of the Development Management Plan (2011) and the 'Residential Development Standards' SPD should be addressed to ensure a satisfactory standard of accommodation is proposed. Since 1<sup>st</sup> October 2015 the Council is applying the nationally described space standards. This sets a minimum gross internal floor area of 39(37) sqm for a studio flat, 50sqm for a 1 bed 2 person one storey dwelling, 70sqm for a 2 bed 4 person one storey dwelling.*

The relevant standards will be met for all proposed residential units. Consequently, there is no objection to proposed internal space and a good size of accommodation will be provided.

*Policy DM HO4 of the Development Management Plan (2011) and the 'Residential Development Standards' SPD still apply to external amenity space. For flats a minimum of 5sqm of private outdoor space for 1-2 person dwellings should be provided and an extra 1 sqm should be provided for each additional occupant.*

There will be a sufficient size of external amenity space (enclosed patios) provided to serve the 2-bed residential unit. Given the 1-bed units and studio flats would not accommodate a small family and constrains of the site are recognised (small units in mix use location and above commercial floorplate), it is not expected to provide an external amenity space for the 1-bed units and studio flats. Moreover, a public park is located in close proximity to the site.

*Policy CP14 of the Core Strategy (2009) and policy LP35 of the Publication Local Plan (December 2016) state that all new homes should be built to Lifetime Homes Standards. Since 1st October 2015 the Council seeks to secure 90% of new housing to Building Regulation Requirement M4(2) 'accessible and adaptable dwellings' and 10% to M4(3) 'wheelchair user dwellings'.*

Given the nature of the proposal, nature of the site, constrains of the site and existing residential accommodation on site, the proposal would achieve a reasonable and practical compromise in the light of above policies.

There would be reasonable degree of outlook from the dining/living/kitchen areas and bedrooms. This part of proposal has been found acceptable and would have minimal adverse impact on the future residents.

The proposed amendments to commercial floorspace are minimal; therefore there would be no objection in commercial terms.

## Design

*Policy CP7 of the Core Strategy (2009) states that new development should recognise distinctive local character and should evolve from an understanding of the site, the impact on its surroundings and its*

role within the wider neighbourhood. Policy DM DC1 of the Development Management Plan (2011) states new development must be of a high architectural quality based on sustainable design principles. Development must respect local character and contribute positively to its surrounding based on a thorough understanding of the site and its context. Policy LP1 of the Publication Local Plan (December 2016) argues that proposed development should respect the local environment and be compatible with its local character via sustainable design.

Council guidance contained in the SPD 'House Extensions and External Alterations'(2015) encourages the retention of the original form of the host property and any alterations should enhance the quality of the building and the original appearance should always be the reference point when considering any changes. In terms of extensions they should not dominate the existing house and should harmonise with the original appearance. The document requires extensions to be subservient to the host building and compatible with its design and scale. Moreover, the same document argues that the proposed dormers should be modest and the overall width of dormers should not exceed their height, the scale of window opening of the proposed dormer would be smaller than that of windows of the floor below and a significant area of the existing roof should be left beneath a new window. Finally, the materials used on the external elevation shall match those of the existing building.

The proposed development would include partial demolition of an existing modern building. The existing building does not form a regular pattern of built form and it does not necessary add to distinctive character to this part of the Conservation Area. Considering the proposed building (2-storey high with a parapet style of roof with an additional accommodation in a mansard roof) would be a subservient addition to existing character and appearance of the surrounding area. The building has been found acceptable in terms of style, character, materials, detailing (conditioned), scale and mass, and therefore on balance, the proposed new building would have no adverse impact on the character, appearance and built form of the surrounding area and streetscene. The scheme has been found acceptable in design, scale and sitting terms and will comply with policies CP7, DM DC1, DM HD1, LP1, LP3 and SPDs 'Design Quality' and 'House Extensions and External Alterations'.

#### HOL Amenity

Policy DM DC5 of the Development Management Plan (2011) states in considering proposals for development the Council will seek to protect adjoining properties from unreasonable loss of privacy, pollution, visual intrusion, noise and disturbance. Additionally, the Council will generally seek to ensure that the design and layout of buildings enables sufficient sunlight and daylight to penetrate into and between buildings, and that adjoining land or properties are protected from overshadowing in accordance with established standards.

Policy LP8 of the Publication Local Plan (December 2016) seeks to protect neighbouring amenity, including by ensuring that proposals are not visually intrusive or have an overbearing impact as a result of their height, massing or siting.

#### Impact on Rose House

Considering the sufficient set back of the proposed building from the Grade II listed Rose House and its amenities to the rear (from 1.6m – 7m), the proposal would have no adverse impact on the neighbouring occupier in terms of loss of daylight/sunlight, overbearing and visual intrusion. There are existing flank elevation windows facing the Rose House which is not in a residential use, therefore, the proposal would not lead to additional loss of privacy implications on the neighbouring occupier.

#### Impact on properties at Swan Place

Given the separation distances between the proposed development and amenities at Swan Place, their oblique location from the host site and being separated by existing garages, the proposal would have no undue impact on properties at Swan Place in loss of daylight/sunlight, overbearing and visual intrusion terms. There are existing windows to the rear elevation on the host site, therefore there would be no additional adverse impact on the properties to the rear in loss of privacy terms.

Siting, scale & design of such that there will be no adverse impact on the setting of the adjacent listed building & the proposal will at least preserve the character & appearance of the CA.

### *Impact on flats at Seaforth Lodge*

Considering the set back of the proposed 2-storey (+ mansard roof) outrigger (approx. 3.3m) and set back of the Seaforth Lodge from the shared boundary treatment, the proposal would not lead to significant residential implications in terms of loss of daylight/sunlight and visual intrusion. There would be no additional loss of privacy as the proposed flank elevation windows facing the Seaforth Lodge would be conditioned to be obscured and non-openable below 1.7m above the internal floor level.

The single aspect habitable room windows at flats at Seaforth Lodge are located opposite the very end of the outrigger and the end windows would not directly sit in front of the proposed extension. The set back of the roof behind the parapet, whilst a modes, would assist with that relationship. In the light of above, the proposal would have minimal undue impact on the flats at Seaforth Lodge in terms of overbearing.

Whilst the proposal would still have a certain level of impact on the surrounding occupiers to the rear of the property, on balance, benefits of the proposal would outweigh the harm. In the light of above, the proposed development would be considered to comply with policy DM DC5 and LP8.

### **Transport and Parking**

*Policy DM TP8 of the Development Management Plan (2011) states developments, redevelopments, conversions and extensions will have to demonstrate that the new scheme provides an appropriate level of off-street parking to avoid an unacceptable impact on on-street parking conditions and local traffic conditions.*

*Appendix Four of the Development Management Plan (2011) requires 1 x car parking space and 1 x cycle parking space per 1 and 2-bedroom residential unit. Additionally, car parking spaces should meet the standard as set out in the 'Front Garden and Other Off-Street Parking Standards' SPD, with adequate manoeuvrability and access to each space. Cars are required to manoeuvre on site so as to access/egress in forward gear.*

No off-street parking has been proposed as part of this scheme and the site is located in PTAL 3. This is no ideal, however considering the constrains of the site (flats above commercial floorplate), the proposed housing mix (mix of smaller units), a sufficient accessibility to bus stops and train station and existing residential units without off-street parking spaces, on balance, there will be no requirement to provide off-street parking spaces for vehicles on site. Moreover, restrictions to parking permits will be conditioned as part of this proposal.

There is a need for commercial and residential refuse/recycle storage and residential and commercial cycle storage (including Sheffield stands) to be segregated, enclosed, secured and weatherproof. Detailing (including design, scale, materials and relationship to surroundings) of storages will be conditioned.

A Construction Method Statement is required on granted permission to secure safe and non-intrusive on neighbours construction works. Detailing will be conditioned.

In the light of above, the proposed development will comply with policy DM TP8 and SPD 'Front Garden and Other Off-Street Parking Standards'.

### **Sustainability**

*Policy DM SD1 of the Development Management Plan (2011) and policy LP22 of the Publication Local Plan (December 2016) states new homes must achieve 35% reduction improvement in carbon dioxide emissions (for development of less than 10 units) and 'zero carbon' standards (2) from 2016 over Building Regulations levels. Policy DM SD 9 of the Development Management Plan (2011) requires*

*new developments to meet the targets for water consumption as set out in the CSH (Code Level 3/4), i.e. 105 litres / person / day for new homes.*

The applicant has provided an Energy Strategy Report, BREEAM Domestic Refurbishment Pre-Assessment and SAP Calculations. The submitted documents indicate that the proposed building would achieve 'Very Good' rating (61.70%) and the partly refurbished and partly rebuilt property would be capable of achieving 37% -40% CO2 reduction. Water consumption will be conditioned to be less than 105 litres per person per day.

In the light of above, it is considered that the proposed commercial and residential units would reduce adverse environmental impact sufficiently by using resources efficiently in comparison to an existing residential unit. The proposed development will comply with policy DM SD1 and DM SD9.

### **Affordable Housing**

*Policy CP15 of the Core Strategy (2009) expects the provision of a range of housing to meet the needs of all households. DM HO6 of the Development Management Plan (2011) and SPD 'Affordable Housing' (2014) state that the Council will seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes, having regard to the strategic borough-wide target and the individual circumstances of the site, in accordance with Policy CP15.*

Following a report to the Council's Cabinet on 23 June 2016 (item 10 on the Local Plan Pre-Publication Version), the adoption and use of the Pre-Publication Local Plan Affordable Housing policy LP 36 has been agreed for determining planning applications and development management purposes. The policy, set out in Appendix 1 to the Cabinet Report, continues to seek affordable housing contributions from all sites, based on the Council's local circumstances as set out in the Cabinet report (see paragraphs 3.15 to 3.19).

The Council has considered the Court of Appeal's judgement of 11 May 2016 in relation to the Secretary of State for Communities and Local Government v West Berkshire District Council and Reading Borough Council [2016] EWCA Civ 441, wherein the Secretary of State for Communities and Local Government successfully appealed against the judgment of the High Court of 31 July 2015. The respective two Councils challenged the Secretary of State's Written Ministerial Statement of 28 November 2014, and his subsequent alterations to the Planning Practice Guidance on planning obligations for affordable housing and social infrastructure contributions and introducing Vacant Building Credit.

The Secretary of State made it clear that, subsequent to the Court of Appeal's judgment, the policies in the Written Ministerial Statement as to the specific circumstances where contributions for affordable housing and tariff-style planning obligations should not be sought from small scale and self-build development, and on Vacant Building Credit, should once again be treated as a material consideration in development management and development plan procedures and decisions. Local circumstances can justify a different approach.

The Council's local evidence of affordable housing need remains substantial. In this borough, small sites cumulatively make a significant contribution to housing supply. The Borough's emerging draft Strategic Housing Market Assessment (SHMA) demonstrates a net deficit of 906 affordable homes per annum in the borough (Appendix F). In 2014/15, only 2% of the net gain in total completions were affordable, which is a dramatic reduction on the higher percentages achieved in recent years as there were only four large sites completed all through prior approvals (office to residential) so there were no other opportunities to secure on-site provision. The latest Authority's Monitoring Report (AMR) for 2014/15 (Appendix B) continues to demonstrate sufficient five year housing land supply totalling 2154 units, of which 904 units are from small sites and therefore the Council's approach towards requiring affordable housing from all sites (implemented since 2012) has not hindered housing delivery. However, as the supply of large sites fluctuates and in some years completions from large sites have fallen as low as 7%, the Council remains reliant on small site contributions to meet affordable housing

policy objectives. Data in the GLA London SHLAA 2013 identifies the borough has the highest proportion of small site capacity out of all boroughs. The Council's AMR identifies on average 147 net completions on small sites per annum, which form a significant contribution towards the Council's housing target of 315.

Therefore, whilst the ministerial statement has been afforded significant weight, the exceptional local need and evidence base support the continued implementation of the Council's policy, which requires contributions to affordable housing provision as part of existing policies DM HO 6 and the Affordable Housing SPD. The Core Strategy and DMP policies are due to be superseded on affordable housing by Local Plan policy LP 36 Affordable Housing as part of the Local Plan review, which is based on the same thresholds and criteria for contributions. As the Local Plan Review has now reached Publication stage and as the policy is based on strong and robust evidence and research, it was considered prudent to agree the adoption and use of the up to date Affordable Housing policy LP 36 for determining planning applications and development management purposes. This approach is in accordance with paragraph 10 of the NPPF, which states that Local Plans and decisions need to take local circumstances into account so that they respond to the different opportunities for achieving sustainable development in different areas. Responses received to the Scoping Consultation identified affordable housing provision should be a priority and the severe shortage of affordable housing homes. In accordance with the adopted and emerging affordable housing policy, the Council will continue to consider reducing planning obligations if fully justified through financial viability evidence, so that the impact of the policy does not restrict future housing delivery on small sites.

Further, the Borough-wide evidence clearly identifies the significant and on-going unmet need for affordable housing in the borough, and the issue of affordability. Evidence on the housing need is set out in the Council's Housing Strategy 2013-17 (Appendix C) and Homelessness Strategy 2012-16 (Appendix D), with research by the University of Cambridge and DTZ Consulting for the Tenancy Strategy, and the 2006 Local Housing Assessment published in April 2007 (Appendix E). The Borough has one of the highest average house prices in the UK. Just over 12% of homes in the borough are in the social rented sector, the fourth lowest in London. The existing housing association stock profile of predominantly smaller units, low turnover of larger social housing dwellings and, the needs of overcrowded and homeless households and transfer applicants all drive the need for larger affordable properties. As at 20 March 2015 there were 4,329 households on the Richmond Housing Register, the majority of who were applying for a rented tenancy in a housing association property.

The Council works closely together, with registered providers and the Greater London Authority (GLA) to maximise affordable housing and there is a commitment to maximise resources for schemes that are of a high quality of design and meet the needs of the most vulnerable. Although new affordable housing delivery will never solve these issues in this Borough given the lack of availability of land and low numbers of units, it is a vital part of addressing future needs that a large proportion of new affordable homes in Richmond is provided by securing affordable housing on private sector led sites through the planning process. Other measures are also undertaken such Registered Providers providing new housing through use of their own assets or non-new build affordable homes provided in the borough through a Purchase & Repair scheme, disposal of Council owned assets for affordable housing provision, and an extensions programme to tackle overcrowding, which assists with improving the stock of affordable housing. Financial contributions toward affordable housing are secured by planning obligations. The Council funds a Housing Capital Programme to support the development of affordable housing to meet the needs of Borough residents. Capital resources for this programme come from a variety of sources including Council funding and section 106 contributions to the Affordable Housing Fund.

However, it is clear that these resources cannot make a significant impact on the scale of the need, particularly if land acquisition costs are included. Even with the resources identified, affordable housing delivery averages under 85 per annum (in the ten years 2004/05-2013/14, as reported in the AMR Housing Report 2014/15 (Appendix E), significantly less than is required to meet demand. Continued funding for the Affordable Housing Programme beyond 2019/20 is also not guaranteed.

The Council's Core Strategy recognised the acute need for affordable housing, that the lack of

affordable housing is the biggest single problem in the Borough (paragraph 4.48). Core Strategy Policy CP15 (adopted April 2009) set out the requirement for sites below the threshold of 'capable of ten or more units gross', a financial contribution to the Affordable Housing fund commensurate with the scale of development. The amount involved will be set out in the Development DPD and will be reviewed annually. The Inspector's Report on the Core Strategy concluded that in the face of such incontrovertible evidence, the policy approach was considered warranted and necessary.

The Development Management Plan Policy DM HO 6 (adopted November 2011) builds on the strategic approach set out in the Core Strategy, to overall housing delivery and in particular Policy CP15 on affordable housing. Policy DM HO6 seeks the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes, having regard to the strategic borough-wide target and the individual circumstances of the site, in accordance with Policy CP15 and the Affordable Housing SPD.

Policies CP15 and DM HO6 set out the framework to require contributions to affordable housing from all small sites. As set out in the Affordable Housing SPD *"The affordable housing provision (on-site or off-site) or any financial contribution should be calculated in relation to gross rather than net development i.e. it should be based on the total number of units proposed in the final development."*

The NPPF and the CIL Regulations sets out the tests under which planning obligations should be sought, as previously set out in the Government Circular 2005/05: necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. The Council considers that the acute need for affordable housing in the borough has been established, as described above and set out in the Council's strategic housing objectives, and is so significant that all sites need to contribute. The mechanism for assessing the contributions from individual sites is set out in the Affordable Housing SPD, for each proposal to make an adequate contribution towards affordable housing which is directly, fairly and reasonably related in scale and kind to the development proposed. It is considered necessary to make it acceptable in planning terms, and the absence of an obligation may be considered to undermine the Council's housing strategy and harm the provision of affordable housing in the area. Therefore the Council considers this approach meets the tests set out in the NPPF, given regard can be had to financial viability.

The Council's approach, recognising and attaching great weight to the Written Ministerial Statement but considering that this does not outweigh the significant and substantial weight attached to local evidence, has been supported at appeal, notably:

- Appeal Ref: APP/L5810/W/16/3142005  
267 Sandycombe Road, Richmond upon Thames TW9 3LU  
Appeal dismissed
- Appeal Ref: APP/L5810/W/16/3155064  
24 The Causeway, Teddington, Middlesex, TW11 0HE.  
Appeal dismissed
- Appeal Ref: APP/L5810/W/16/3151789  
27 Grove Terrace, Teddington, Richmond Upon Thames, TW11 8AU  
Appeal allowed (with an affordable housing contribution)
- Appeal Ref: APP/L5810/W/17/3166557  
4 Sixth Cross Road, Twickenham TW2 5PB  
Appeal dismissed
- Appeal Ref: APP/ L5810/W/16/3163450  
St Michaels Church Hall, SW13 ONX  
Appeal dismissed
- Appeal Ref: APP/ L5810/W/17/3170497  
54 White Hart Lane, SW13 OPZ  
Appeal dismissed
- Appeal Ref: APP/ L5810/W/17/3172428  
15-17 Connaught Road, Teddington, TW11 0PP  
Appeal dismissed

- Appeal Ref: APP/ L5810/W/17/3173385  
8 Barnes High Street, Barnes, London, SW13 9LW  
Appeal allowed (with an affordable housing contribution)
- Appeal Ref: APP/L5810/W/17/3166791  
Albion House, Colne Road, Twickenham, TW2 6QL  
Appeal dismissed
- Appeal Ref: APP/L5810/W/17/3168508  
2 - 4 Heath Road, Twickenham, TW1 4BZ  
Appeal dismissed
- Appeal Ref: APP/L5810/W/17/3175004  
301A Richmond Road, Kingston Upon Thames, KT2 5QU  
Appeal dismissed

The application proposes to replace an existing 1 x 2-bed unit and 2 x 3-bed units with 2 x 2-bed units, 2 x 1-bed units and 3 x studio flats. A Viability Assessment has been carried out by an independent assessor and it has been concluded that the proposed scheme is not viable and could not provide additional affordable housing contribution.

#### **Flooding**

An Environmental Agency has been consulted in order to assess an impact on the proposed residential unit on ground floor level (mainly) in terms of flooding. Given the finished floor levels would not be set lower than 5.4m above Ordnance Datum (AOD), no objections to the proposal have been raised. Compliance with submitted Flood Risk Assessment will be conditioned.

#### **CIL**

The development is CIL liable.

#### **Summary**

The proposed loss and partial demolition of an existing building and new proposed housing mix has been justified. The proposal would preserve the character and appearance of the host site and surrounding Conservation Area and would have no adverse impact on the amenities of neighbouring occupiers in terms of loss of daylight/sunlight, loss of privacy, overbearing and visual intrusion, no impact on parking provision and public highway, no environmental impact and a good standard of accommodation would be provided.

Due to the combination of benefits as a result of this development it is considered that the proposal is acceptable and would not prejudice the aims and objectives of the national and local policies listed above.

**Recommendation: APPROVAL**