

PLANNING STATEMENT

On behalf of Murari Trading Limited

In support of a planning application (and associated listed building consent application) proposing the change of use of the first and second floors of no. 19 to create a 3 bedroom, 5 person residential unit, incorporating roof and fenestration alterations, a new shopfront and roof level alterations to no. 19A and the associated change of use of the first floor of no. 19A to create a 1 person, 1 bedroom unit, with both new residential units accessed by way of a new residential entrance within the existing King Street frontage of no. 19A, at;

**19 and 19a King Street
Richmond
Surrey
TW9 1ND**

BPC ref. : AB2044/Planning Statement
Date : August 2021

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1.0 Introduction

- 1.1 This planning statement has been prepared by Beamish Planning Consultancy on behalf of Murari Trading Limited and forms part of a full planning application (and associated listed building consent application) being submitted to the London Borough of Richmond upon Thames (the LPA) relating to 2 adjoining properties located at 19 and 19a King Street, Richmond, Surrey, TW9 1ND.
- 1.2 This planning application proposes a replacement shopfront to no. 19a, which would facilitate the provision of 2 new residential units, a 1 bedroom, 1 person within the roof space of no. 19A (incorporating roof level alterations to that building) and a 3 bedroom, 5 person unit within the first and second floors of no. 19 (incorporating roof level and fenestration alterations to that building), thereby also involving the change of use of the upper floors of both properties from their existing/lawful Class E (commercial, business and service) use.
- 1.3 This planning statement is submitted in support of this planning application (and associated listed building consent application) and should be read in conjunction with the application drawings and the other technical reports that make up this application.
- 1.4 This statement details the nature of the application site and the surrounding area, the site history, and relevant development plan policies and associated guidance, followed by an assessment of the proposals against those policies, guidance and any other material planning considerations.
- 1.5 The statement concludes that the proposals accord with the adopted development plan and all other material planning considerations and accordingly both planning permission and listed building consent should be granted, subject to the imposition of appropriate and reasonable conditions and the completion of a legal agreement relating to payment of an off-site affordable housing contribution.

2.0 Description of Application Site and Surroundings

- 2.1 The application site comprises 2 adjoining properties, nos. 19 and 19A, located on the north-eastern frontage of King Street within the designated key shopping frontage of the designated town centre of Richmond.
- 2.2 No. 19 King Street comprises a 2 storey building (with third floor floorspace within the roof space served by dormers, and basement floorspace) located on the corner of King Street and the pedestrianised route known as Paved Court. No. 19a King Street, which adjoins the north-western elevation of no. 19 at ground floor level, comprises a single storey building with additional first floor floorspace within the roofspace) and a small courtyard to the rear. The cumulative floorspace of both building is 258 square metres.
- 2.3 No. 19 is in lawful use as a retail shop (Aesop Beauty), with ancillary storage and employee facilities at both basement and upper floor level, although it is understood that the historic use of the upper floors was as residential accommodation. No. 19a is in lawful use as a hair salon (Art 8). Therefore the current and lawful use of both application properties is for Class E (commercial, business and service) purposes.
- 2.4 No. 19 is a Grade II listed building, having been listed in June 1983. Its listing entry is ;
'Earlier C18, re-fronted C19, shop. Two storeys. Three windows wide to front. One window return to paved court. Brick parapeted front. Tiled roof with 2 dormers. C19 shop front with tiled pentice.'
- 2.5 No. 19A is a Building of Townscape Merit (BTM), ref. 00/00255/BTM, having been designated as such by the LPA in January 2000. Both buildings and their surroundings also lie within the Richmond Green Conservation Area, which was first designated in January 1969 and subsequently extended in November 2005.
- 2.6 The immediate surroundings primarily comprise commercial uses at ground floor level with either standalone offices, ancillary commercial floorspace or residential units at upper floor level, with considerable variety in the height, scale, design and appearance of buildings.
- 2.7 The application site and its surroundings benefit from a Public Transport Accessibility Level (PTAL) of 6a, i.e. excellent, with bus stops served by many local bus services located within 4 minutes' walk of the site. Richmond station, which is served by both overground railway services and District line underground services, is less than 7 minutes' walk from the site.
- 2.8 There are 3 on-street pay and display parking bays on King Street directly opposite the site frontage, whilst the site and its surroundings are located within the Richmond Town Controlled Parking Zone (CPZ), the operational hours of which are 08.30 to 18.30 on Mondays to Saturdays, although in parts of the zone those operational hours are extended to including 11.00 to 17.00 on Sundays and Bank Holidays.
- 2.9 Finally, the site and its surroundings lie within Flood Zone 1.

3.0 Relevant Planning History of Application Site and Surroundings

19 and 19a King Street

- 3.1 In December 2020, a planning application (ref. 20/3594/FUL) and an associated listed building consent application (ref. 20/3595/LBC) was submitted to the LPA relating to the following proposals at 19 and 19a King Street ;

'No. 19 - Change of use from retail (Use Class E) on first and second floors to create 1 x three bed maisonette; No. 19A - Replacement shopfront, part change of use of ground floor, change of use of upper floors and extension of roof space (Use Class E) to create 1 x 1 bed flat; addition of facilities to no.19a retail unit.'

- 3.2 Following extensive dialogue with the LPA, those applications were withdrawn in February 2021, with a view to engaging in further pre-application dialogue and subsequently submitting revised proposals.

19 King Street

- 3.3 Prior to the above applications the most recent application relating to 19 King Street dates back to August 2015, when listed building consent (application ref. 15/2521/LBC) was granted by the LPA for the installation of new galvanised guttering and drain pipes to the shopfront.
- 3.4 Prior to that, in September 2014 express advertisement consent (application ref. 14/3008/ADV) was granted by the LPA for the display of 2 non-illuminated hanging sign, following the earlier refusal (in June 2014) of a similar application (ref. 14/1520/ADV).
- 3.5 In June 2014, listed building consent (application ref. 14/1300/LBC) was granted by the LPA for internal alterations to the property, including partial removal of a plasterboard partition on the shop floor and the upgrading of electrics.
- 3.6 Prior to that application, there was no other planning history relating to the property since 1993.

19a King Street

- 3.7 Other than the recently withdrawn applications referenced in paragraph 3.1 above there is no other recent history relating to 19a King Street, with the previous planning history for that property dating back to January 1989, when listed building consent (application ref. 88/1980/LB) was granted for the demolition of derelict structures to the rear, and planning permission (application ref. 88/1976/FUL) was granted for the erection of a new shopfront with a mezzanine floor and also a single storey rear extension.

15-17 Paved Court

- 3.8 In October 2017, the LPA granted planning permission (application ref. 17/2656/FUL) and listed building consent (application ref. 17/2660/LBC) for the conversion of the upper floors and part of the ground floor of the property located at 15-17 Paved Court (immediately to the north-east of the application properties) from A1 retail use (including ancillary storage on the upper floors) to 1 x 1 bedroom flat, incorporating associated internal alterations and a new roof to an existing rear extension.

16 Paved Court, 20 King Street, 4-8 and 10 Paved Court and 75-81 George Street

- 3.9 In January 2021, the LPA granted planning permission (application ref. 19/2392/FUL) and listed building consent (application ref. 19/2393/LBC) for the following development at these properties ;

'External alterations: Erection of additional storey at fourth floor (with associated roof terrace) and plant room above; 2nd floor rear extension; replacement of roof to the adjacent existing single storey extension at rear to include roof light; enclosed staircase to rear; terraces to rear; infill of the light well adjacent to Golden Court; and associated plant. Other elevational alterations include; removal of canopy to 75-81 George Street; new shopfronts to 4 Paved Court, Golden Court entrance, and King Street and George Street frontages; new fenestration throughout; and new canopies, together with any other works incidental to the development. Change of use of 75-81 George Street from A1 (retail) to mixed use comprising: Class B1 to the existing floors 2,3 and the new fourth floor; Flexible Class A1 and Class B1 (existing floor 1); Class A1 (existing ground); Flexible Class A1 and Class D2 and back of house/ancillary facilities (existing basement); and Change of use of 16 Paved Court/20King Street to Class B1 (existing floors 1,2). Listed building consent: 4-8 Paved Court: Infill rear window; replacement of roof to the adjacent existing single storey extension at rear; and internal alterations, including new staircase to No. 8, and other repair and refurbishment works. 10 Paved Court: replacement of roof to the adjacent existing single storey extension. 16 Paved Court/20 King Street: refurbishment and repair, and creation of an opening between rooms on the 2nd floor.'

4.0 The Proposed Development

- 4.1 Planning permission is sought for the change of use of the upper floors of both nos. 19 and 19a from their lawful ancillary use to respective ground floor commercial units to create 2 new residential units, a 3 bedroom, 6 person unit on the first and second floors of no. 19, and a 1 bedroom, 1 person unit on the first floor of no. 19A.
- 4.2 Both proposed residential units will be accessed by way of a new residential entrance within the King Street frontage of no. 19a, created by a replacement shopfront. That new dedicated and self-contained entrance will replace existing internal staircases that serve both properties and will also incorporate internal cycle storage space at ground floor level.
- 4.3 To gain access into the upper floor residential unit at no. 19 from this new entrance a new opening will be required within the first floor of no. 19. A flat roof element will be added to the ridge that runs from the two gables of no. 19A to the flank wall of no. 19, facilitating an increase in ceiling height so that the floor to ceiling height within the proposed residential unit above 19A is at least 2.3 metres for 80% of the total floor area. New rooflights are also proposed to serve the first floor residential accommodation within no. 19A, and the proposed front window at first floor level has also been increased in size.
- 4.4 The ground floor and basement of no. 19 will remain in commercial use for Class E purposes, whilst 37 square metres of Class E floorspace will be retained at ground floor level within no. 19A.
- 4.5 The total gross internal area (GIA) of the proposed 3 bedroom, 5 person unit would be approximately 105 square metres, whilst the total GIA of the proposed 1 bedroom, 1 person would be 37 square metres. Neither property would benefit from access to private amenity space given both the upper floor location of the proposed residential units and the constrained nature of the immediate surroundings, both in terms of heritage considerations and the potential for overlooking.
- 4.6 No off-street parking is proposed for either residential unit and the applicant would accept the imposition of a condition to prevent future occupiers from applying for a CPZ parking permit. Internal space is available for refuse and recycling storage for both the residential and commercial units resulting from these proposals.
- 4.7 Full details of the proposed scheme are set out within the plans and supporting Design and Access Statement prepared by Clive Chapman Architects (CCA), whilst the application submissions also include a Heritage Statement prepared by Gareth Jones Heritage Planning, and a BREEAM Domestic Refurbishment Pre-Assessment also prepared by CCA.

Pre-application advice

- 4.8 Prior to the submission (in December 2020) of the previous applications relating to the application site, in September 2020 CCA submitted a pre-application advice request to the LPA in respect of these proposals, and a subsequent 'virtual' pre-application advice meeting took place on 3rd November 2020, attended by both Planning and Urban Design Officers from the LPA.
- 4.9 From the subsequent pre-application dialogue it was clear that the LPA had concerns about the complete loss (as was initially proposed) of the commercial unit at no. 19A, and accordingly the scheme which was subsequently the subject of the December 2020 submissions incorporated the retention of that commercial unit.
- 4.10 Following the withdrawal (in February 2021) of application refs. 20/3594/FUL and 20/3595/FUL, a further request for pre-application advice was submitted, with a site meeting taking place on 5th May 2021. The LPA subsequently confirmed, by way of a written pre-app response dated 3rd

August 2021, that the principle of the revised proposed internal and external alterations addressed the LPA's previous concerns.

5.0 Planning Policies and Government Guidance

- 5.1 The Development Plan for the Borough currently comprises the LPA's Local Plan, which was adopted in July 2018 following extensive public consultation and independent Examination in Public (EIP).
- 5.2 The LPA has commenced preparatory work on a new Local Plan, including a 'Direction of Travel' consultation exercise early in 2020, but any emerging Local Plan is at a very early stage and there are no draft policies etc. to which any weight can be attached at this time.
- 5.3 The LPA also has a series of Supplementary Planning Guidance (SPG's) and Supplementary Planning Documents (SPD's) which provide additional guidance on matters covered by the Development Plan.
- 5.4 At regional level, the Development Plan comprises the new London Plan, which has been published by the GLA in March 2021 following independent Examination in Public and subsequent review by the Secretary of State for Housing, Communities and Local Government.
- 5.5 The Housing Supplementary Planning Guidance, published by the GLA in March 2016, is also of relevance to these proposals, and provides guidance on matters such as housing supply, residential density and housing standards.
- 5.6 At national level, the most recent update to the National Planning Policy Framework (NPPF) was published by the Government in July 2021, and streamlines previous national planning policy into a consolidated set of priorities, to ensure that planning decisions reflect genuine national objectives, with the principle of sustainable development permeating the framework.
- 5.7 The National Planning Policy Guidance (NPPG) was first published by the Government in March 2014 and most recently updated in October 2019, and streamlines previously published national guidance, which had taken the form of planning policy guidance notes and planning policy statements.
- 5.8 Finally, also of relevance to these proposals is the 'Technical Housing Standards – Nationally Described Space Standards' published by the Department of Communities and Local Government in March 2015, which sets out technical requirements for the gross internal (floor) area of new dwellings, including bedrooms and storage space.

6.0 Planning Assessment

6.1 The starting point for determining any planning application is set out in Section 38(6) of the Planning and Compulsory Purchase Act 2004, which states that “where in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.”

6.2 The following sections of this planning statement appraises the proposals with regard to all relevant planning issues.

Reduction in retail floorspace and provision of residential units

6.3 The proposals incorporate the change of use of the first and second floors of the upper floor of no. 19, and the first floor of no. 19a, from their lawful use for purposes ancillary to the ground floor commercial (Class E) use of both buildings.

6.4 However, it should be emphasised that no loss of commercial floorspace is proposed at ground floor level (or basement level) within no. 19. Furthermore, whilst part of the existing ground floor commercial floorspace within no. 19a will be replaced by the provision of a new residential access, that loss will be subsumed by the associated removal of an existing internal staircase within the ground floor of no. 19A.

6.5 The total remaining ground floor floorspace of both commercial units will be 112 square metres (no. 19) and 37 square metres (no. 19A) respectively, thereby providing 2 commercial units of significantly different sizes which will therefore broaden the likely range of potential occupants. Indeed, in this way the proposed redevelopment, coupled with the recent changes to the Use Classes Order, should ensure the long-term commercial use at ground floor of both buildings, which in turn will contribute positively to ensure the long-term vitality and viability of not just this stretch of designated key frontage but also the wider Richmond town centre.

6.6 Whilst it is acknowledged that the replacement shopfront and associated creation of a new residential access will reduce the length of active frontage to no. 19a, nonetheless the proposed replacement shopfront will retain a ‘shop-like’ appearance, and the supporting text to adopted Local Plan policy LP 25 (Development in Centres) advises that where residential conversion is acceptable, the access to any residential unit should be from the front rather than the rear where practicable.

6.7 Additionally, both the NPPF and the Local Plan acknowledge the role that residential development/conversion can play in contributing positively to the overall vitality and health of a town centre. Local Plan policy LP 25 also clarifies that commercial or community uses should be provided at ground floor level, thereby confirming that a more flexible approach will be taken when determining applications for the change of use of upper floors which are either in standalone commercial use or used for purposes ancillary to the existing ground floor commercial premises they form part of.

6.8 Indeed, often when the upper floors of buildings are lawfully used for purposes ancillary to an existing ground floor commercial use, that upper floor floorspace is not used efficiently or effectively, reflecting how the residential conversion of such under-utilised floorspace can have a positive impact upon the vitality and viability of a town centre.

6.9 Furthermore, as well as noting that the upper floors of some nearby buildings either have been in residential use for many years or have recently been granted planning permission to be converted into residential accommodation (e.g. 15-17 Paved Court in October 2017), historically the upper floors of no. 19 King Street were also occupied as residential accommodation, and these proposals would therefore restore that historic use.

- 6.10 The creation of 2 additional residential units within Richmond town centre would also make a modest, but nonetheless positive, contribution to increase the level of housing stock within the Borough.
- 6.11 Accordingly the principle of the proposed development accords with adopted Local Plan policies LP 25, LP 26 (Retail Frontages) and LP 34 (New Housing), as well as relevant London Plan policies and national planning policies and associated guidance as set out in the NPPF and NPPG.

Quality of residential accommodation provided

- 6.12 The proposals would result in the creation of 2 residential units, a 3 bedroom, 6 person duplex unit on the first and second floor level of no. 19, and a 1 bedroom, 1 person unit at first floor level above no. 19a. The GIA of both of the units proposed, and all of the rooms within both units, satisfy the standards identified within the Nationally Described Space Standards.
- 6.13 Having regard to both the town centre location and upper floor nature of both proposed units, coupled with the fact that no. 19 is a listed building, no. 19a is a Building of Townscape Merit and the application site is located within a conservation area, it is not possible to provide private amenity space for either residential unit. However, in appraising the significance of this shortfall, it is important to stress that the large open space of Richmond Green is less than 2 minutes walk from the application site.
- 6.14 The proposed residential conversion of the upper floors will also not result in any loss of amenity to the occupiers of existing neighbouring properties, nor to the future occupiers of the proposed residential units.
- 6.15 Accordingly the proposed residential units satisfy the requirements of adopted Local Plan policies LP 8 (Amenity and Living Conditions) and LP 35 (Housing Mix and Standards), as well as national planning policies and associated guidance, including the Nationally Described Space Standards.
- 6.16 Having regard to adopted Local Plan policy LP 36 (Affordable Housing), the applicant is agreeable to paying a financial contribution equivalent to 8% of the difference of the value of the units as market units against their value as affordable housing, and this can be secured by way of a legal agreement.

Heritage Considerations

- 6.17 As no. 19 is a listed building, no. 19a is a Building of Townscape Merit and the application site lies within Richmond Green Conservation Area, the submission includes a Heritage Assessment prepared by Gareth Jones Heritage Planning which sets out the heritage context of the application site before proceeding to assess the impact of the proposals upon both those designated and non-designated heritage assets.
- 6.18 The Heritage Assessment concludes that the proposals will enhance the local townscape and are compatible with the local character and grain, making a positive addition, and having no harmful effects upon any heritage asset.
- 6.19 The proposals therefore comply with adopted Local Plan policies LP 3 (Designated Heritage Assets) and LP 4 (Non-Designated Heritage Assets), as well as both regional planning policies as set out in the London Plan and national planning policies and associated guidance as set out in the NPPF and NPPG, in particular Section 16 of the NPPF relating to conserving and enhancing the historic environment.

Design Considerations

- 6.20 The Design and Access Statement prepared by Clive Chapman Architects (CCA) sets out the rationale behind the design and form of the proposed development, demonstrating how the proposals have been sensitively designed to both complement and enhance both the application site and the character and appearance of its wider surroundings.
- 6.21 The scope of the operational development which is the subject of these proposals is limited to a replacement shopfront to no. 19a and the associated provision of a new residential entrance from that frontage, along with the roof alterations and additions to no. 19A.
- 6.22 The limited scope of this operational development, and its sensitive design and appearance, will ensure that the operational development is of a size and scale that ensures the additions are subordinate to the resulting host building, and both complement and enhance the character, setting and appearance of its immediate surroundings.
- 6.23 Accordingly, the proposals comply with adopted Local Plan policies LP 1 (Local Character and Design Quality) and LP 2 (Building Heights), as well as regional planning policies as set out in the London Plan and national planning policies and associated guidance as set out in the NPPF and NPPG, in particular Section 12 of the NPPF relating to achieving well-designed places.

Other Matters

- 6.24 A BREEAM Domestic Refurbishment Pre-Assessment has been prepared by Clive Chapman Architects (CCA) as part of this submission and demonstrates how the proposals will minimise use of resources including electricity and water, in accordance with Local Plan policies LP 20 (Climate Change Adaption) and LP 22 (Sustainable Design and Construction), as well as the LPA's adopted Sustainable Construction Checklist SPD.
- 6.25 Having regard to both the highly sustainable town centre location of the application site and the fact it is within a Controlled Parking Zone (CPZ), no off-street parking is proposed and the applicant would be agreeable to the granting of planning permission being conditioned to prevent future occupiers from applying for parking permits. Additionally, both refuse and recycling storage and cycle storage has also been provided as part of these revised proposals.

7.0 Conclusions

- 7.1 As detailed within this planning statement, the proposals that are the subject of this planning application and listed building consent submission fully comply with all relevant adopted development plan policies and all other material planning considerations.
- 7.2 The proposals will secure the provision of 2 high quality, residential units, including family sized accommodation, within a highly sustainable town centre location, which also ensuring the ongoing provision of 2 attractive commercial units at ground floor level within a designated key shopping frontage.
- 7.3 The operational development elements of these proposals will complement and enhance the existing application building and also their immediate surroundings, enhance the designated and non-designated heritage assets which the application comprise and also the Richmond Green Conservation Area which the application site and its surroundings are located within.
- 7.4 Consequently planning permission should be granted for these proposals, subject to the imposition of appropriate, necessary and reasonable conditions, and also the satisfactory completion of a legal agreement relating to the provision of a financial contribution towards the provision of off-site affordable housing.