



Manor Road / Richmond

Planning Statement Addendum

Homebase Manor Road

Planning Statement Addendum

July 2020

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Appendix I LBRuT Committee Report

Date: July 2020
For and on behalf of Avison Young

Executive Summary

This Planning Statement Addendum has been prepared by Avison Young on behalf of Avanton Richmond Developments Ltd ('the Applicant') following further amendments to the proposed scheme for the redevelopment of the Homebase store at 84 Manor Road, North Sheen ('the Site').

Context

A planning application for the redevelopment of the Site was submitted to London Borough of Richmond upon Thames (LBRuT) in February 2019 (ref. 19/0510/FUL) (the 'Original Proposed Development'), and was considered at LBRuT Planning Committee on 3 July 2019. The Planning Committee resolved that they were minded to refuse the Application, however on 29 July 2019 it was confirmed that the Mayor of London would act as the local planning authority for the purposes of determining the application.

Following review of LBRuT's reasons for refusal and discussions with Officers at the Greater London Authority (GLA) and Transport for London (TfL), the Applicant sought to review the scheme, with the principle aim of increasing the delivery of affordable housing through additional density and addressing other issues raised in the Mayor's Stage 2 Report. Initial scheme amendments were submitted in November 2019 ('the November 2019 Amendments') and increased the overall number of units by 48, primarily through the introduction of a new residential building known as Block E.

Proposed Amendments

Following further discussions with TfL and the GLA, it was subsequently agreed that further revisions should be explored in order to deliver an improved scheme, without the need for this additional block.

The proposed changes are described in detail in the accompanying Design and Access Statement Addendum, however, of particular note is the increase in residential units from 385 within the Original Proposed Development to 453 within the Amended Proposed Development. This increases the total number of affordable units by 38 to a total of 173 affordable homes (40% by habitable room taking account of grant funding, increased from 35% as originally submitted). This increase in units and the higher affordable housing provision has been principally achieved through amendments to the height and internal layout in appropriate locations across the Site.

The proposed changes necessitate an amendment to the Application's description of development. The revised description of development (hereafter referred to as the 'Amended Proposed Development') is as follows:

Demolition of existing buildings and structures and comprehensive phased residential-led redevelopment to provide 453 residential units (of which 173 units will be affordable), flexible retail, community and office uses, provision of car and cycle parking, landscaping, public and private open spaces and all other necessary enabling works.

As a result of the proposed changes, this Planning Statement Addendum has been updated in order to assess the Amended Proposed Development. This Statement demonstrates that the Amended Proposed Development complies with the overall objectives of national, regional and local policy and guidance. It will deliver a number of significant benefits including the delivery of new homes including affordable homes, a reduced number of car trips arising from car free development, improvements to air quality associated with a reduction in road traffic emissions, economic benefits, a contribution to community infrastructure under CIL and a new high quality public realm. As such, the proposal should be supported and approved without delay.

1. Introduction

- 1.1. This Planning Statement Addendum ('the Statement') has been prepared by Avison Young on behalf of our client, Avanton Richmond Developments Ltd (the 'Applicant'), in support of amendments to the Proposed Development sought by Full Planning Application ref. 19/0510/FUL (GLA ref. 4795) (the 'Application') for the redevelopment of the Homebase store at 84 Manor Road, North Sheen (the 'Site').
- 1.2. The amendments to the Proposed Development are submitted following the direction on 29 July 2019 by the Mayor of London ('the Mayor') to take over the Application and act as the Local Planning Authority ('LPA') for the purposes of its determination. The Mayor's direction followed a resolution by the London Borough of Richmond upon Thames ('LBRuT') at its Planning Committee on 3 July 2019 to refuse the Application.
- 1.3. This Statement summarises the proposed amendments to the Application and assesses these against relevant Government guidance and the adopted Development Plan, namely the London Plan (2016) and the LBRuT Local Plan (2018). Where relevant, consideration has also been given to the emerging policies in the Draft New London Plan.
- 1.4. The proposed amendments respond directly to the issues raised by the Mayor in his Stage 2 Report, in particular regarding the provision of affordable housing and the quality of residential accommodation. In doing so, the amendments also address the reasons for refusal set out by LBRuT in their resolution of July 2019.
- 1.5. Whilst the vision and principles of the Original Proposed Development are retained, a series of amendments are proposed, including providing an additional 69 residential units and an increase in the quantum of affordable housing to 40% (by habitable room). This is principally achieved through amendments to the density, height and internal layout amends in appropriate locations across the Site.
- 1.6. The amended scheme is referred as the 'Amended Proposed Development' and its previous iteration that was considered at LBRuT Planning Committee in 3 July 2019, is referred to as the 'Original Proposed Development'.
- 1.7. The proposed amendments to the Application are set out in full detail in this Statement and in the Design and Access Statement ('DAS') Addendum and the Landscape Addendum.
- 1.8. This Statement is structured as follows:
 - **Section 2** provides a summary of the Application background and history;
 - **Section 3** explains the proposed amendments to the scheme;
 - **Section 4** sets out the suggested reasons for refusal and the way in which the Amended Application addresses them;
 - **Section 5** outlines the planning policy framework relevant to the determination of the Amended Application;
 - **Section 6** assesses the application against that framework;

- **Section 7** sets out the draft Heads of Terms to inform the preparation of the Section 106 Agreement and relevant Community Infrastructure Levy information;
- **Section 8** summarises the planning case for the Amended Application and concludes.

Supporting Information

1.9. This Statement should be read alongside the following documents which are also submitted to reflect the Amended Proposed Development:

- Cover Letter;
- Revised application form, certificates and notices;
- Revised Community Infrastructure Levy additional information form;
- Revised Plans (please refer to the amended drawing schedule for a full list of application drawings);
- Revised Area and Accommodation Schedule;
- Design and Access Statement Addendum;
- Landscape Addendum;
- Revised Affordable Housing Statement (within this Planning Statement Addendum);
- Townscape and Visual Impact Assessment Addendum;
- Heritage Statement Addendum;
- Revised Daylight and Sunlight Assessment;
- Revised Noise and Vibration Impact Assessment;
- Arboricultural Appraisal and Implications Assessment Addendum;
- Revised Flood Risk Assessment & Drainage Strategy;
- Revised Transport Assessment;
- Revised Travel Plans (Commercial and Residential);
- Revised Servicing and Delivery Management Plan;
- Health Impact Assessment Addendum;
- Revised Lighting Strategy;
- Revised Wind Microclimate Assessment;
- Waste Management Strategy Addendum;
- Revised Energy Statement;
- Revised Sustainability Statement;
- Revised Construction Environmental Management Plan;
- Revised Air Quality Assessment;
- Revised Fire Safety Statement;
- Revised Geo-Environmental & Geotechnical Preliminary Risk Assessment;
- Circular Economy Statement; and
- Whole Life-Cycle Carbon Assessment

Environmental Impact Assessment

- 1.10. A request for a formal Screening Opinion was submitted to LBRUT on 12 November 2018 in accordance with Regulation 6 (2) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.
- 1.11. On 14 December 2018, LBRUT issued a Negative Screening Opinion confirming that the LPA did not consider the Original Proposed Development was EIA Development and so do not require an Environmental Impact Assessment (EIA) to be submitted as part of the Application.
- 1.12. Further to the Mayor's direction to take over the Application for his determination, a subsequent EIA Screening Opinion was submitted to the GLA on 13 July 2020 on the basis of the Amended Proposed Development. At the date of submission a response had not been received.

Planning Performance Agreement

- 1.13. This Amended Application is subject to a Planning Performance Agreement ('PPA') agreed with GLA.

2. Background

Application History

2.1 The Application for the Site was originally submitted to LBRuT on 14 February 2019. This followed extensive pre-application consultation with planning, design, highways and other officers at LBRuT, as well as presentation to the LBRuT Design Review Panel on two occasions. Consultation was also held with the GLA and Transport for London ('TfL') including two pre-application meetings.

2.2 The description of development for the Original Proposed Development was as follows:

Demolition of existing buildings and structures and comprehensive residential-led redevelopment of four buildings of between four and nine storeys to provide 385 residential units (Class C3), flexible retail /community / office uses (Classes A1, A2, A3, D2, B1), provision of car and cycle parking, landscaping, public and private open spaces and all other necessary enabling works.

2.3 On 4 March 2019 the Application was referred to the Mayor under Categories 1A, 1B and 1C of the Town and Country Planning (Mayor of London) Order 2008 ("the Order"). On 15 April 2019 the Mayor issued his Stage 1 Report which confirmed the GLA's support for the Application in principle, stating that, "*The residential-led redevelopment of this under-utilised, accessible out of town retail site is strongly supported*". The Report advised that the Application did not yet fully comply with the London Plan and Draft New London Plan and requested further details in relation to affordable housing, residential quality, energy, transport and flooding.

2.4 Following receipt of the Mayor's Stage 1 Report and further post-submission consultation, the Applicant submitted minor amendments to the Application on 28 May 2019. The main changes to the Original Proposed Development were as follows:

- Amendments in response to transport comments including provision of showers and lockers associated with the proposed cycle parking;
- Amendments to the elevations of Block A as a result of minor repositioning of the cores;
- Updating of plans to include labels in accordance with the submitted Fire Safety Strategy; and
- Minor amendments to the landscaping and play strategy.

2.5 Following further post-submission discussions between the Applicant and LBRuT, the Application was considered at LBRuT Planning Committee on 3 July 2019. The Application was recommended for refusal by LBRuT officers. The Planning Committee resolved that they were minded to refuse the Application in line with the officer's recommendation for the following reasons:

- **Affordable Housing:** The Proposed Development fails to deliver the maximum reasonable amount of affordable housing.

- **Design:** The Proposed Development represents a visually intrusive, dominant and overwhelming form of overdevelopment to the detriment of the character of the Site and surrounding area and the setting of nearby heritage assets and amenities.
- **Residential Amenity:** The Proposed Development would represent a visually intrusive and overbearing form of overdevelopment, to the detriment of the surrounding occupant's current level of amenities and results in unacceptable levels of daylight to existing properties.
- **Living Standards:** The Proposed Development would result in a poor standard of accommodation, causing unacceptable levels of outlook and privacy for future occupiers; and does not sufficiently demonstrate that the scheme provides acceptable levels of daylight to all proposed residential units.
- **Energy:** The Proposed Development would represent an unacceptable form of development by reason of the insufficient information to demonstrate the scheme would comply with the London Plan Energy Hierarchy and achieve the highest standard of sustainable design and construction to mitigate the likely effects of climate change.
- **Absence of a Legal Agreement:** The Proposed Development would represent an unacceptable form of development in the absence of a legal agreement securing the proposed Heads of Terms.

2.6 The LBRuT Full Planning Committee report can be found at Appendix I of this Planning Statement Addendum and our response to the reasons for the refusal are considered in detail in Section 4.

2.7 The Application was subsequently referred to the Mayor for his Stage 2 review. Following a review of the Application and LBRuT's intended decision, the Mayor set out in his Stage 2 Report that the Proposed Development is of a nature or scale that it would have a significant impact on the implementation of the London Plan policies on housing and affordable housing.

2.8 On 29 July 2019 the Mayor issued a Direction pursuant to Article 7 of the Order and powers conferred by Section 2A of the Town and Country Planning Act (1990) that he would act as the LPA for the purposes of determining the Application.

November 2019 Amendments

2.9 Further to the Mayor's direction to take over the Application for his determination, the Applicant reviewed the scheme with the principle aim of increasing the delivery of affordable housing through additional density and addressing other issues raised in the Mayor's Stage 2 Report. An amended scheme was submitted to the GLA in November 2019, which increased the number of units by 48, primarily through the introduction of a new residential building known as Block E. Block E comprised 29 affordable rent units, a replacement bus layover with driver facilities (Sui Generis Use) and a police facility (Use Class B1) and creation of new egress route for buses onto Manor Road.

2.10 Following the submission, concerns regarding the impact of Block E on the operation of the bus layby were raised by TfL, and the design quality of the residential homes within this block were also questioned. Following further discussions with the GLA, it was agreed that a revised approach to the scheme should be sought,

whereby the overall delivery of affordable housing could be increased, but without the need for homes to be delivered within Block E.

- 2.11 At the request of the Mayor's Office for Policing and Crime ('MOPAC') as part of their Estates Strategy a new Police Facility (Use Class B1) to provide lockers was also proposed at ground floor of Block E. It was however subsequently confirmed in June 2020 that this facility is no longer required.

July 2020 Amendments

- 2.12 Following further consultation, a revised package of amendments to the Original Proposed Development have been developed. These changes ('the Amended Proposed Development' (July 2020)) supersede the November 2019 amendments.
- 2.13 The amendments are discussed in detail in Section 3 of this Statement and in the accompanying DAS Addendum.

Consultation

- 2.14 Since the Mayor's direction that he would take over the Application for his determination, the Applicant has engaged in detailed consultation via post-call in meetings with the GLA and TfL to develop an Amended Proposed Development.
- 2.15 The Amended Proposed Development has also been subject to four Mayor's Design Advocate ('MDA') Panel Meetings and an MDA Chairs Workshop. Please refer to the DAS Addendum and the Landscape Addendum for further information on the MDA process and design responses.

Site Planning History

- 2.16 The Site's planning history (prior to the submission of the Application in February 2019) is provided in full in Section 3 and Appendix 1 of the Planning Statement submitted with the Original Application. This remains valid and there are no other significant or relevant planning permissions on the Site since the submission of the Original Application.

3. Proposed Amendments

3.1 Further to the Mayor's direction to take over the Planning Application for his determination, the Applicant has taken the opportunity to review the scheme with the principle aim of increasing the delivery of affordable housing through additional density and addressing other issues raised in the Mayor's Stage 2 Report.

3.2 The Amended Proposed Development now proposes a residential-led redevelopment of four buildings of between eight and eleven storeys. The development will provide 453 residential units (Class C3), flexible retail /community / office uses, car and cycle parking, landscaping, public and private open spaces and other necessary enabling works. These details are proposed to be secured by way of a planning condition.

3.3 The updated description of development (which supersedes that proposed through the November 2019 Amendments) is as follows:

Demolition of existing buildings and structures and comprehensive phased residential-led redevelopment to provide 453 residential units (of which 173 units will be affordable), flexible retail, community and office uses, provision of car and cycle parking, landscaping, public and private open spaces and all other necessary enabling works.

3.4 The following table provides a comparison of the total residential units and floorspace in the Original Proposed Development and the Amended Proposed Development. Specific amendments in relation to each Block are described in further detail below.

Table 1: Land Use quantum within the Original and Amended Proposed Development

Land Use	Original Development (February 2019) Units / Sqm (GIA)	Proposed (February 2019) Units / Sqm (GIA)	Amended Development (July 2020) Units / Sqm (GIA)	Proposed (July 2020) Units / Sqm (GIA)	Difference Units / Sqm (GIA)
Residential (Use Class C3)*	385 units / 35,105 sqm		453 units / 37,248 sqm		+ 68 units / + 2,143 sqm
Flexible retail / community / office	480 sqm		495 sqm		+ 15 sqm
Ancillary bins/bikes/ plant areas	1,933 sqm		1631 sqm		+ 302 sqm
Total	385 units / 37,518 sqm		453 units / 39,374 sqm		+ 68 units / + 1,856 sqm

Housing and Affordable Housing

- 3.5 As noted above, the Amended Proposed Development includes additional residential dwellings, including affordable housing. The proposals now provide 453 units; an increase of 68 units compared to the Original Proposed Development.
- 3.6 Residential accommodation is still provided within every building across the Site (Blocks A, B, C & D) however these blocks have been subject to massing and layout changes explained in greater detail below.
- 3.7 A range of residential typologies and layouts are provided across the Amended Proposed Development including studio, 1 bed, 2 bed and 3 bed units. A comparison of the residential mix within the Original Proposed Development and the Amended Proposed Development is provided within Table 2 below.

Table 2: Housing Mix within the Original and Amended Proposed Development

Housing Mix	Studio & 1 bed	2 bed	3 bed	Total
Original Proposed Development	153 (40%)	177 (46%)	55 (14%)	385
Amended Proposed Development	173 (38%)	246 (54%)	34 (8%)	453
Difference	+20 (-2%)	+69 (+8%)	-21 (-7%)	+68

- 3.8 In accordance with the Mayor's Affordable Housing SPG, the Applicant has explored the use of the grant funding to increase the provision of affordable housing within the Amended Proposed Development. Subsequently, the affordable housing provision has been increased from 35% in the Original Proposed Development to 40% (by habitable room) in the Amended Proposed Development by utilising said grant funding which we assume and understand to be available.
- 3.9 The affordable housing tenure provision will now be 48% intermediate (shared ownership and London Living Rent ('LLR')) and 52% social (Affordable Rent) by habitable room. All of the affordable housing will be provided on-site.
- 3.10 Table 3 provides a comparison of the affordable provision within the Original Proposed Development and the Amended Proposed Development.

Table 3: Affordable Housing Provision within the Original and Amended Proposed Development

Affordable Tenure	Original Proposed Development	Amended Proposed Development	Difference
Social (London Affordable Rent)	40 (30% by habitable room)	84 (52% by habitable room)	+44 (+22% by habitable room)
Intermediate (Shared Ownership / London Living Rent)	94 (70% by habitable room)	89(48% by habitable room)	-5 (-22% by habitable room)
Total	134 units (35%)	173 units (40%)	

Residential Quality

3.11 A number of detailed design amendments have been made to the scheme since the original application submission with the aim of improving the quality of the residential accommodation. The changes can be summarised as follows:


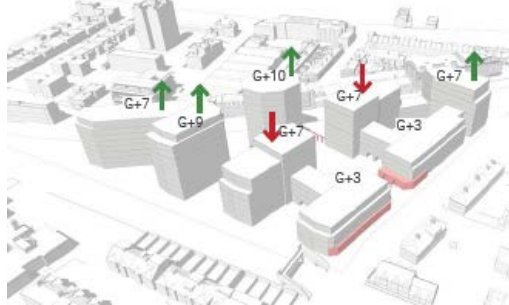
- Changes to floor plates across Blocks A and D to optimise residential efficiency and tailor mix to suit market requirements;
- Redesign of ground floor units located along Manor Road and in blocks C and D to become dual aspect;
- Removal of lower ground and ground floor duplex units in Blocks C and D;
- Redesign of Block C to provide greater overlooking distances into the internal courtyard and improve residential amenity afforded to future residents of the block.
- Offset distance between Blocks C and D reduced from 20m to 18m to allow for a change in the design of Block C;
- Block B ground floor reshaped to create a more defined edge to the central courtyard; and
- Reduction of basement (now only accommodating cold-water tanks) and relocation of bins and cycle parking within dedicated stores at the ground floor of each residential Core.

3.12 Further detail of the proposed amendments is provided in the DAS Addendum submitted as part of this Amended Application.

Height, Massing & Architecture

3.13 The increase in housing and in particular affordable housing has been enabled through sensitive alterations to the height and massing of Blocks A, B, C and D, where it has been considered, through townscape analysis, appropriate to do so. The height and massing changes are summarised in Table 4 below.

Table 4: Building Heights within the Original and Amended Proposed Development

Original Proposed Development Storey Height	Amended Proposed Development Storey Height	Summary of Changes
		<ul style="list-style-type: none"> • Increasing building A (core A) by 1 storey • Increasing building B by 2 storeys • Increasing building C (core A) by 3 storeys • Increasing building C (cores B&C) by 1 storey • Decreasing buildings A (core D) and D (core B) by 1 storey • Reduce floor to floor heights from 3300mm to 3150mm to minimise impact of

- 3.14 Full details of the revised height and massing are set out in the accompanying DAS Addendum and the Townscape and Visual Impact Assessment Addendum.
- 3.15 The elevations of Blocks A, B, C and D have also been rationalised in order to increase architectural consistency across the scheme. Further detail is provided within the DAS Addendum and on the revised elevation drawings submitted as part of this Amended Application.

Commercial Floorspace

- 3.16 The flexible retail, community and office uses within Block D (Core A) has been reconfigured to provide additional frontage along Manor Road towards North Sheen Station. The commercial unit in Block A (Core C) has also been subject to minor layout changes and the retail pavilion in the central courtyard has been removed.
- 3.17 The overall quantum of flexible retail, community and office uses has marginally increased from 480 sqm to 495 sqm (GIA) as set out in Table 1.

Public Realm & Play Space

- 3.18 The public realm and landscaping strategy has been developed as part of the Amended Proposed Development. The overall landscape and public realm has been divided into a series of character areas which respond to adjacent built form, access routes and uses.
- 3.19 The key changes to the public realm and play strategy can be summarised as follows:
- Removal of the pavilion and re-design of the central courtyard to create a more informal area with a neighbourhood character;
 - Rationalisation of access to courtyards along the southern boundary to allow free movement and access to play space;
 - Reconfiguration of car parking spaces to enable extension of central courtyard to Block C entrances;
 - Introduction of path linking southern courtyards and resident only fob access in the south east corner of the Site to provide residents with a more direct access route to their homes;
 - Revisions to the child play space strategy to reflect the increased affordable housing provision to accord with the latest GLA Child Play Space Calculator;
 - Maximisation of play provision for 5-11 year olds in the fully accessible central courtyard to minimise the requirement for roof level play for this age group;
 - Introduction of 2m defensible planting buffer to all ground floor residential units located along the residential street;
 - Inclusion of a half ball-court in the south west corner of the Site to increase amenity provision whilst still allowing for Network Rail access; and
 - Revisions to private terraces along Manor Road to become smaller with a more significant planting buffer and railings for increased levels of privacy.

3.20 Further details of the public realm and landscaping amendments are provided in the Landscape Addendum submitted with this Amended Application.

Transport & Servicing

3.21 Vehicular access into the Site remains unchanged.

3.22 The location of the accessible car parking spaces has been reconfigured to facilitate design changes to the central courtyard. The 14no. accessible car parking spaces, the equivalent of 3% provision, will now be located along the residential street adjacent to the Site's western boundary.

3.23 The Original Proposed Development provided long stay cycle parking and bin stores within a basement beneath Block A and within stores at the ground floor of Block C. In response to consultation with GLA and TfL and in the interest of improving safety and security, the cycle parking and bin stores have been relocated within dedicated stores at the ground floor of each residential core. Subsequently, the basement has been reduced in size and now only accommodates cold-water tanks beneath Block A. The cycle parking provision has also been increased to accord with Draft New London Plan standards.

Energy Strategy

3.24 Reflecting the scheme changes, the site-wide Energy Strategy has been updated.

3.25 The changes can be summarised as follows:

- Improvements to overall carbon emission reductions to achieve a site-wide carbon saving of 45.7% (from 35.5% in the Original Proposed Development).
- Improvements to thermal bridging details to increase the total carbon reduction target at the Be Lean stage.
- Introduction of a single connection point to the Site to facilitate a connection to the district energy network, should this become available in future.
- Improvements to estimated pipework heat losses.
- Introduction of additional PV panels.

3.26 Further information is provided in the Revised Energy Strategy accompanying this submission.

Phasing

3.27 It is now proposed that the scheme will be phased. Phasing the scheme will enable the affordable units to be delivered within the first phases of development.

3.28 The phasing will be as follows:

- **Phase 0** – Enabling works
- **Phase 1** – Construction of Block D

- **Phase 2** – Construction of Block C
- **Phase 3** – Construction of Block B
- **Phase 4** – Construction of Block A

3.29 Further detail can be found in the Revised Construction Environmental Management Plan accompanying this Amendment Application.

4. Response to Suggested Reasons for Refusal

4.1 As detailed in Section 2, LBRuT Planning Committee resolved that they were minded to refuse the Application on 3 July 2019. Their resolution cited six reasons for refusal, in line with the recommendation from officers. In addition to addressing the comments raised by the Mayor in his Stage 2 Report, the amendments to the Application have also sought to directly address the suggested reasons for refusal set out by LBRuT.

4.2 Each of the suggested reasons for refusal and the way in which the Amended Application addresses them is set out in detail below.

Affordable Housing

4.3 The first suggested reason for refusal relating to Affordable Housing was as follows:

The development, by reason of its failure to deliver the maximum reasonable amount of affordable housing, would represent an unacceptable form of development, contrary to the aims of the NPPF, the London Plan (adopted and emerging), Local Plan (policy LP36), Affordable Housing and Planning Obligations Supplementary Planning Document and the Mayor's Affordable Housing SPG.

4.4 The applicant has given careful consideration to the provision affordable housing in the application. Accordingly, the provision of affordable housing has been increased to 40% on a habitable room basis and is now split as 52% social (affordable rent) and 48% intermediate (shared ownership and LLR).

4.5 The increased affordable offer has been achieved by exploring and utilising Mayoral grant funding. The inclusion of this additional funding enables the scheme to maximise the provision of affordable housing from 35% without grant, to 40% to be provided as a policy compliant mix. The increased offer is on the basis of grant funding which we assume and understand to be available. As agreed with the GLA, the Amended Application qualifies for the Mayor's fast track route therefore no viability assessment is required.

4.6 The Mayors Affordable Housing and Viability SPG introduces the 'threshold approach' to viability, whereby schemes meeting or exceeding 35% affordable housing without public subsidy can follow a 'Fast Track Route' and are not required to submit viability information at the application stage. SPG paragraph 2.5 states that where the level of affordable housing offered meets the 35% threshold, this should normally be considered the maximum reasonable amount of affordable housing (subject to also meeting the relevant tenure split and other requirements are met without public subsidy). Therefore, the Amended Proposed Development delivers the maximum reasonable amount of affordable housing in accordance with paragraph 2.5 of the Mayors Affordable Housing and Viability SPG.

4.7 The Amended Proposed Development will offer genuinely affordable homes of different tenures which will meet a recognised housing need, making a significant contribution towards the delivery of affordable housing in London and LBRuT.

- 4.8 For these reasons, the Amended Proposed Development will deliver the maximum reasonable amount of affordable housing and the suggested reason for refusal has been addressed.

Design

- 4.9 The second suggested reason for refusal related to design and stated:

The proposed development, by reason of its siting, layout, height, scale, bulk, design and materials is considered to represent a visually intrusive, dominant and overwhelming form of overdevelopment to the detriment of the character of the site and surrounding area; the setting of the Sheendale Road Conservation Area and nearby Buildings of Townscape Merit, and the visual amenities of nearby occupants. The proposal is therefore in conflict with the NPPF, The Adopted and Emerging London Plan, the Local Plan (in particular policies LP1, LP2, LP3, LP4 LP5 and LP8) and Supplementary Planning Documents and Guidance, in particular, Design Quality, Village Plan, Small and Medium Housing Sites.

- 4.10 The height, massing and architecture of the Amended Proposed Development has been developed in response to the sensitivities of the Site context. The tallest buildings have been positioned away from existing residential properties in the centre of the Site and along the western boundary with the scale dropping down to the southern and eastern edges to respect neighbouring properties.
- 4.11 Alterations have been made to the shape of Blocks A, B and C and the southern set-back on Block D. These changes have sought to create a more defined edge to the central courtyard and provide greater overlooking distances into the internal courtyards, improving amenity for future residents.
- 4.12 The architecture has also been enhanced through the establishment of an elevational hierarchy. All elevations have been rationalised and are now either one of three façade types which has improved the architectural consistency.
- 4.13 Townscape and visual impact testing on the Amended Proposed Development has concluded that the scheme will provide an efficient redevelopment of a currently under-developed and unattractive Site and overall, will lead to direct permanent effects on the surrounding townscape. This is supported by a Heritage Statement Addendum which confirms that the Amended Proposed Development will not introduce any additional effect on any designated heritage asset.
- 4.14 The proposed scale, massing and design of the Amended Proposed Development are considered to be acceptable in the Site's context, forming part of a wider urban townscape that does not detract from the setting of the nearby Sheendale Road Conservation Area or Buildings of Townscape Merit. The scale and massing would be fitting within the existing and prevailing context and does not present any detrimental negative impacts upon the character of the Site and surrounding area or the visual amenities of nearby occupants.

Residential Amenity

4.15 The third suggested reason for refusal related residential amenity. The full reason for refusal stated:

a. The proposed development, by reason of its siting, layout, height, scale, bulk, and uniform, would represent a visually intrusive and overbearing form of overdevelopment; to the detriment of the surrounding occupant's current level of amenities, in particular those residing at Manor Park; Bardolph Road and Cliveden House.

b. The development, by reason of the reductions in daylight to properties immediately adjacent to the site, and the absence of information to demonstrate such resultant levels are akin to existing levels in the immediate and wider local context, the scheme is deemed to result in unacceptable levels of daylight to existing properties.

For these reasons, the proposed development is contrary to policies LP1 and LP8 of the Local Plan and Supplementary Planning Document 'Residential Development Standards'.

4.16 The Site is unique for a number of reasons. Firstly, it is largely undeveloped with a relatively low-rise warehouse building occupying a small area of the overall site footprint. As a result of which, a number of the neighbouring properties enjoy an outlook over undeveloped land resulting in unusually high levels of existing daylight when compared to a typical London street arrangement. Further, there are a number of buildings located mainly on the western boundary which include a typology and height akin to urban setting.

4.17 The Amended Proposed Development has been subject to daylight sunlight and overshadowing testing in accordance with Building Research Establishment ('BRE') Guidelines. Notably however, the BRE Guidelines was assembled with a suburban context in mind and recognises that the numerical criteria provided should be interpreted flexibly.

4.18 The results demonstrate that for daylight, the VSC results show 832 out of 979 windows (85%) meet the recommendations of the BRE Guidelines and demonstrates improvements when compared to the Original Proposed Development that recorded 84% BRE compliance. As such, the Amended Proposed Development records 939 out of 979 windows (96%) that will retain a VSC value in excess of 15% and further, 890 out of 979 windows (91%) that will achieve a retained VSC of 18% or more. The results for the second daylight test, NSL, demonstrate that 551 out of 582 rooms (95%) meet the strict application of the BRE Guidelines. These results demonstrate betterments when compared to the Original Proposed Development that recorded 93% BRE compliance.

4.19 For sunlight, the results demonstrate that 328 out of 334 windows (98%) will meet the BRE Guidelines. In light of the flexibility encouraged within the BRE Guidelines, SPG Guidance and the recent Whitechapel appeal decision, the retained levels of daylight and sunlight are considered acceptable.

4.20 An assessment of the sun-on-ground overshadowing to the neighbouring existing amenity spaces outside of the site boundary has been undertaken which demonstrate that the scheme will have very little change to the sun reaching the ground surface for the majority of the amenity areas surrounding the Site.

- 4.21 In summary, the Amended Proposed Development will relate well to the neighbouring residential properties and fall within the practical application of the BRE Guidelines. Further detail is provided within the Revised Daylight Sunlight and Overshadowing Assessment accompanying this submission.

Living Standards

- 4.22 The fourth suggested reason for refusal relating to living standards stated:

The proposed development, by reason of its siting, height and design of the proposed buildings, and internal layout and arrangement of the flats; would result in a poor standard of accommodation, causing unacceptable levels of outlook and privacy for future occupiers; and insufficient information has been provided to demonstrate that the scheme provides acceptable levels of daylight to all the proposed residential units. The scheme is thereby contrary to the NPPF, London Plan (Adopted and Emerging), Supplementary Planning Documents and Guidance (in particular Residential Development Standards); and Local Plan (in particular policies LP1, LP8 and LP35).

- 4.23 The Amended Proposed Development has been developed to further improve the overall quality of proposed residential accommodation.
- 4.24 All units have been designed to meet or exceed the minimum internal space standards and the minimum private internal and external space standards in accordance with adopted and emerging policy. Furthermore, the number of significantly oversized units has been reduced in order to maximise housing delivery; in particular affordable. 10% of units will be wheelchair accessible in accordance with policy requirements.
- 4.25 The number of dual aspect units in the scheme has increased, with single aspect units having been designed out. Privacy and overlooking has also been improved through the introduction of additional buffer planting on terraces and through the reconfiguration of unit layouts and blocks.
- 4.26 The Amended Proposed Development has sought to maximise the daylight potential of the proposed units and has been subject to daylight and sunlight testing. The results from the internal daylight amenity assessment demonstrate a BRE compliance of 69%. Where rooms are not able to reach the advisory ADF target values, this is often a product of providing balconies. Whilst providing important private amenity space, the blinkering caused by the overhang of the balcony can reduce the light that would otherwise be available.
- 4.27 Overall, the Amended Proposed Development would provide an exemplary quality of accommodation for future residents, including for those remaining units which are single aspect. The proposed homes offer high quality living conditions within well planned units, with good levels of daylight and sunlight, outlook and privacy for future occupiers.

Energy

4.28 Suggested reason for refusal five relating to Energy was as follows:

The development, by reason of the insufficient information to demonstrate the scheme:

a. would comply with the London Plan Energy Hierarchy;

b. achieves the highest standard of sustainable design and construction to mitigate the likely effects of climate change and exhausted all opportunities to improve energy conservation and efficiency measures, including an on-site energy network.

The scheme would represent an unacceptable form of development, contrary to the NPPF, London Plan (policy 5.2); Draft New London Plan (policy SI2) and the Local plan (LP22).

- 4.29 The site-wide Energy Strategy has been updated to take account of the proposed amendments to the scheme and to demonstrate compliance with the London Plan Energy Hierarchy.
- 4.30 The strategy has been developed in line with the Mayor's energy hierarchy to ensure that the development is efficient and economical. The overall carbon emission reduction has been improved resulting in a site-wide carbon saving of 45.7% (from 35.5%). A carbon offset payment of £422,885 is anticipated to offset the residential areas to reach the GLA 100% emissions reduction requirement for residential buildings. No offset payment is required for the commercial areas.
- 4.31 The strategic approach to the design of the Amended Proposed Development seeks to maximise the energy efficiency of all residential units through the incorporation of passive design-led solutions including the use of efficient building fabric; optimised glazing performance; and efficient space heating and low energy lighting. Furthermore space allocation has been made for the introduction of a single connection point to the Site to facilitate a connection to the district energy network should this become available in future.
- 4.32 In addition, the revised Energy Strategy states an assessment was carried out to determine likely implications of centralised energy distribution at the development and it is proposed to include full trenching between all buildings, with space allocation made for future district heating pipework. Space allocation has also been made for future plate heat exchangers at the ground floor to each building, and the pipework in all risers has been sized to be able to serve each building bottom-up in future, in addition to the current top-down arrangement. A further space allocation has been made for a plate heat exchanger at the ground floor near to the site entrance, so that a future potential district energy network would only require one connection point.
- 4.33 Overall, the Energy Strategy has found that the Proposed Development will result in a highly efficient, low carbon scheme which accords with the London Plan Energy Hierarchy and achieves the highest standard of sustainable design and construction.

Absence of a Legal Agreement

4.34 The final reason for refusal related to the absence of a legal agreement. The full wording of the reason is as follows:

In the absence of a legal agreement securing the following Heads of Term, the scheme would represent an unacceptable form of development on grounds of affordable housing; transport; playspace; and sustainability, contrary to the NPPF, the Adopted and Emerging London Plan, the Local Plan (in particular policies LP22; LP31; LP36; LP44; LP45); and Supplementary Planning Documents and Guidance (in particular, Planning Obligations; Car Club Strategy; Affordable Housing).

- *Affordable housing – quantum, tenure, affordability, nominations*
- *Viability Reviews – pre-commencement; early stage and late stage*
- *Playspace provision and maintenance contribution*
- *Carbon off-set fund*
- *Local Employment Scheme – construction and operation*
- *Controlled parking zone – contribution, consultation, review and implementation*
- *Removal of car parking permits for controlled parking zone*
- *Contribution towards railway safety; level crossing improvements, station access feasibility.*
- *Contribution towards road safety at Manor Circus*
- *Manor Road improvements*
- *Car Club provision on site for 2 vehicles and membership for 3 year residential membership*
- *Travel Plans – review and bonds*

4.35 The Applicant is at an advanced stage in drafting a S106 Agreement in consultant with the GLA and LBRuT which will secure obligations required to make the scheme acceptable in planning terms. It is intended that a final draft S106 Agreement will be in an agreed position prior to the Hearing. The suggested reason for refusal has therefore been addressed.

5. Planning Policy Framework

5.1 This section sets out the adopted and emerging national, regional and local planning policy context relevant to the determination of the Amended Application.

The Development Plan

5.2 Section 70 of the Town and Country Planning Act 1990 requires regard to be had to material elements of the adopted Development Plan in determining applications. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act (2004), planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.

5.3 The Application was originally submitted on 14 February 2019 and the Development Plan for the Site at that time comprised of the following:

- London Plan (2016) (consolidated with amendments since 2011); and
- London Borough of Richmond upon Thames Local Plan (2018).

5.4 The Development Plan remains the same as when the Application was originally submitted and therefore continues to form the basis of assessment of the Amended Proposed Development. Furthermore, the policy designations for the Site remain the same as at the time the original planning application; this being that the Site is not subject to any site specific designations.

5.5 Notwithstanding this, since the submission of the original application, there has been further progress on the draft New London Plan and minor revisions to the National Planning Policy Framework ('NPPF') discussed in further detail below. Additionally, LBRuT have adopted two new Supplementary Planning Documents ('SPDs') which are of relevance; the Air Quality SPD (June 2020) and the Planning Obligations SPD (June 2020).

Emerging Policy

5.6 Paragraph 48 of the revised NPPF (2019) states that decision makers may give weight to relevant policies in emerging plans according to the stage of preparation; the extent to which there are unresolved objections to relevant policies; and the degree of consistency of the relevant policies to the NPPF.

Draft New London Plan

5.1 Examination in Public (EIP) of the Draft London Plan was held between 15th January and 22nd May 2019. The Panel of Inspectors appointed by the Secretary of State (SoS) issued their report and recommendations to the Mayor on 8th October 2019. The Mayor published the 'Intend to Publish' version of the New London Plan on 9th December 2019, which addressed some, but not all, of the points raised by the Planning Inspectorate. The SoS responded to the Mayor on 13th March 2020 directing that the Draft London

Plan cannot be published/adopted in its current form and directed a number of changes around housing delivery. The directions relate to the following topic areas:

- Ambition;
- Small Sites Policy;
- Industrial Land;
- Housing Mix;
- Optimising Densities; and
- Aviation.

5.2 NPPF Paragraph 48 indicates that LPAs may give weight to relevant policies in emerging plans according to: a) the stage of preparation of the plan; b) the extent to which there are unresolved objections to the relevant policies; and c) the degree of consistency of the relevant policies in the emerging plan to the NPPF. Whilst it is not yet known how the Mayor will respond to the SoS directions outlined in his letter, the policies contained within the draft London Plan (which the SoS has not sought to re-word) can be applied significant weight in decision making. It is likely that the draft new London Plan will be adopted later in 2020, and as such it comprises a material consideration in local planning decision-making concerning the site.

Revised NPPF

5.3 The revised NPPF sets out the government's planning policies for England and how these are expected to be applied. Since the original application submission, minor revisions to the revised NPPF were made on 19 February 2019 and on 19 June 2019. None of the revisions are considered to affect the policy context for the Amended Application since the Original Application.

5.4 The revised NPPF and supporting PPG remains a material consideration in the determination of the Amended Proposed Development.

6. Planning Assessment

6.1 This section assesses the Amended Proposed Development against relevant national, strategic and local planning policies. This considers changes to the scheme and planning policy since the Original Application was submitted and should be read in conjunction with the Planning Statement submitted as part of the Original Application in February 2019.

6.2 The following topics are considered in detail:

- Principle of Development & Demolition;
- Commercial Use;
- Residential Use and Affordable Housing;
- Residential Quality;
- Design;
- Public Realm and Landscape;
- Townscape and Visual Impact;
- Heritage and Archaeology;
- Access and Transport;
- Waste;
- Energy and Sustainability;
- Flooding and Drainage;
- Ecology;
- Arboricultural Impact;
- Air Quality;
- Noise;
- Wind Microclimate;
- Daylight/Sunlight & Overshadowing;
- Health Impact; and
- Contamination.

Principle of Development & Demolition

6.3 The principle of development on the Site is supported by the adopted policy context set out within London Plan Policy 3.3 (Increasing Housing Supply) and LBRuT's Spatial Strategy, detailed in the Local Plan.

6.4 Furthermore, Draft New London Plan policy H1 (Increasing Housing Supply) seeks to optimise housing delivery and specifically identifies "mixed use redevelopment of car parks and low-density retail parks and supermarkets" as a source of capacity for housing delivery.

6.5 The Site comprises previously developed land in a highly accessible area, benefitting from an excellent Public Transport Accessibility Level ('PTAL') 5. The existing retail use is not protected. As such, the principle of

the proposed residential-led development on this accessible, previously developed site is strongly supported by planning policy at all levels.

- 6.6 With regards to demolition, the policy designations for the Site remain unchanged from the date of the original submission. The existing building on the Site is not statutorily or listed, nor is it located in a Conservation Area and its out of centre retail use is not subject to policy protection. The principle of demolition therefore remains acceptable.
- 6.7 The principle of development on the Site has been accepted by LBRuT and the GLA as detailed in their respective Committee Report and Stage 1 and Stage 2 reports.

Commercial Use

- 6.8 There is no change in the adopted policy context regarding commercial land uses therefore policies 4.7 (Retail and Town Centre Development), 3.3 (Increasing Housing Supply) of the London Plan remain adopted and in force. Similarly, Local Plan policies LP27 (Local Shops and Services), LP28 (Social and Community Infrastructure) and LP41 (Office) remain relevant.
- 6.9 Draft New London Plan policy E9 (Retail, Markets and Hot Food Takeaways) requires boroughs to manage existing out of centre retail development by encouraging 'comprehensive redevelopment' for a diverse mix of uses in accordance with other draft policies, including draft policy SD7 (Town Centres: Development Principles and Development Plan Documents) to realise their full potential for housing intensification, reducing car use and dependency and improving access by walking, cycling and public transport.
- 6.10 It should be noted that the Government published The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 on 21st July 2020, which will come into force on 1st September 2020. Of note, a new Use Class E has been introduced, which brings together/subsumes existing classes A1 (shops), A2 (financial and professional services), A3 (restaurants and cafes) and B1 (business) as well as parts of classes D1 (non-residential institutions) and D2 (assembly and leisure) into one single "Class" to allow for changes of use without the need of planning permission.
- 6.11 The new Use Classes will be brought into effect from 1st September 2020 however there will be a transitional period that lasts until 31 July 2021 whereby the changes will not be applied to the General Permitted Development Order. The purpose of the new Use Classes the Government states is to *"better reflect the diversity of uses found on high streets and in town centres and to provide the flexibility for businesses to adapt and diversify to meet changing demands...this is particularly important at the present time as town centres seek to recover from the economic impact of Coronavirus"*.
- 6.12 The Original Proposed Development was submitted under the existing use class order, and proposed flexible retail, community and office floorspace (Use Classes A1, A2, A3, D2 and B1). All of the proposed non-residential uses would fall under the new Class E use. Under the Amended Proposed Development, this space has been reconfigured to provide additional frontage along Manor Road towards North Sheen

Station. The pavilion in the central courtyard has also been removed. The quantum of flexible retail, community and office uses has increased marginally by 15 sqm from 480sqm to 495 sqm.

- 6.13 The proposed mix of commercial uses is considered appropriate for the Site. The proposed quantum is considered sufficient in meeting the needs of the development in line with planning policy and would also contribute to meeting identified borough needs. This has been agreed by Officers at LBRuT, as stated in the Committee Report. The provision of small-scale supporting commercial and community uses on the Site are also supported by the GLA, as detailed within their Stage 1 Report.
- 6.14 The location of the commercial space along Manor Road has also been confirmed by LBRuT to be appropriate and this has been further strengthened in the Amended Proposed Development through the extension of the commercial unit towards North Sheen Station.
- 6.15 LBRuT previously objected to the siting of the commercial pavilion within the central courtyard. This has now been removed which has subsequently enhanced the civic value of the space.
- 6.16 For the reasons outlined above, the mix of commercial uses and their quantum in the Amended Proposed Development accord with adopted and emerging policies and is therefore acceptable.

Residential Use & Affordable Housing

- 6.17 The adopted policy context in relation to residential use and affordable housing remains unchanged, therefore London Plan policies 3.3 (Increasing Housing Supply), 3.4 (Optimising Housing Potential), 3.8 (Housing Choice), 3.9 (Mixed and Balanced Communities), 3.11 (Affordable Housing Targets) and Local Plan policies LP34 (New Housing), LP35 (Housing Mix and Standards) and LP36 (Affordable Housing) continue to apply. The Mayor's Affordable Housing and Viability SPG (2017) is also still relevant.
- 6.18 Draft New London Plan policy H1 (Increasing Housing Supply) sets a ten-year housing target for LBRuT of 4,110 units, which represents a significant uplift in housing targets from the current London Plan target of 3,150 units.
- 6.19 To ensure that ten-year housing targets are achieved, draft policy H1 encourages development on other appropriate windfall sites not identified in Development Plans through the plan period. The policy also encourages boroughs to optimise the potential for housing delivery on all suitable and available brownfield sites, especially sites with existing PTALs 3-6 and low-density retail parks or car parks.
- 6.20 Draft New London Plan policy D1B and D3 (Optimising Site Capacity through the Design-led Approach) requires all development to make the best use of land by following a design-led approach that optimises site capacity including considering of design options to determine the most appropriate form of development that responds to site context and capacity for growth. The Secretary of State's Directions included modifications to policy D3 as it was felt that the Intend to Publish Draft gave little guidance as to the most suitable locations for higher density development. The modification add:

“A The design of the development must optimise site capacity. Optimising site capacity means ensuring that development takes the most appropriate form for the site. Higher density developments should be promoted in areas that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.”

- 6.21 As set out in Draft New London Plan policy H10 (Housing Size Mix), schemes should generally consist of a range of unit sizes having regard to: local evidence of need; the requirement to deliver mixed and inclusive neighbourhoods; the need to deliver a range of unit types at different price points; the mix of uses and ranges of tenures in the scheme; the nature and location of the site; and the aim to optimise housing potential. It is noted that the Secretary of State has proposed to modify this policy to emphasise the need for additional family housing and the role of one and two bed units in freeing up existing family housing.
- 6.22 In accordance with policy at all levels, which supports the provision of residential development and the optimisation of the potential for housing delivery on all suitable and available brownfield sites, the application proposes 453 new residential units. The Site is located in a highly accessible urban location, where policy encourages the optimisation of site capacities and higher density development. The development density (based on a site area of 1.8ha) is 661 habitable rooms per hectare or 252 units per hectare in accordance with London Plan Policy 3.4 which sets a density range of 200-700 habitable rooms or 45-260 units per hectare for an ‘urban’ setting in PTAL 4-6.
- 6.23 The Amended Proposed Development comprises a range of housing of different sizes and tenures including a significant quantum of family units (35% including 2 bed 4 person units). This mix is appropriate to the site-specific location, provides a good proportion of family sized units and accords with planning policy at all levels. A full breakdown of the proposed housing mix is shown in Table 5 below.
- 6.24 Over the ten year period from April 2009 – March 2019, LBRuT completed 3,738 units with an average of 374 units per year. The boroughs housing target set out in the London Plan is an additional 3,150 units between 2015 - 2025 providing for an annual average of 315 units, therefore the target is currently being met.
- 6.25 Notwithstanding, the Draft New London Plan significantly increases the ten-year target to 4,110 units and at its current delivery rate, LBRuT is under delivering against this target. Most crucially, LBRuT are continually under delivering affordable housing against the strategic borough-wide target. In the period 2018/19 Only 17% of units (70 net units) were delivered as affordable, which is in-fact an improvement that the previous two years; 11% in 2018/17 and 13% in 2016/17. The delivery of affordable housing over the ten year period from 2009 – 2019 equates to 17.8%.
- 6.26 Notably in 2019 there were 4,336 households on LBRuT’s housing waiting list¹. This is up from 3,944 in 2018 and further demonstrates the acute need for the delivery of affordable homes within the borough.
- 6.27 In the context of the Council’s underperformance on affordable housing, and London’s overall housing need, the affordable housing offer in the Amended Proposed Development would significantly contribute

¹ <https://data.london.gov.uk/dataset/households-local-authority-waiting-list-borough>

towards London-wide and LBRuT targets. The scheme will deliver 172 genuinely affordable housing across a range of tenures and unit sizes.

Table 5: Housing Mix within the Amended Proposed Development

	Studio	1 bed 2 person	2 bed 3 person	2 bed 4 person	3 bed 4 person	3 bed 5 person	Total
Proposed Housing Mix	30 (6.6%)	143 (31.6%)	123 (27.2%)	123 (27.2%)	2 (0.4%)	32 (7.1%)	454
	38.2%		54.3%		7.5%		100%

Affordable Housing Statement

6.28 In respect of affordable housing, Draft New London Plan policy H5 (Delivering Affordable Housing) sets a strategic target of 50% of all new homes delivered across London to be genuinely affordable. Specific measures to achieve this aim include requiring major developments to provide affordable housing through the threshold approach and using grant to increase affordable housing delivery beyond the level that would otherwise be provided.

6.29 The proposed scheme includes the provision of 40% the dwellings as affordable housing. This will be provided as 52% London Affordable Rent (LAR) and 48% intermediate tenure. The intermediate tenure housing will be split between 44% Shared Ownership and 56% London Living Rent (LLR). The provision of 40% affordable housing assumes the receipt of GLA grant.

Table 6: Affordable Housing within the Amended Proposed Development

	Habitable Rooms	Percentage split by tenure	Affordable Housing tenure split
Private	713	60%	
London Affordable Rent	247	40%	52%
Intermediate	101 x London Shared Ownership 129 x London Living Rent Total: 230		21%
Total	1,190	100%	100%

	Number of Homes	Percentage split by tenure	Affordable Housing tenure split
Private	280	62%	
London Affordable Rent	84	38%	49%

Intermediate	34 x London Shared ownership		20%
	55 x London Living Rent Total: 89		31%
Total	453	100%	100%

6.30 The above position equates to a policy compliant level of affordable housing based upon the requirements of the current Affordable Housing SPG issued by the Mayor in 2017 (Homes for Londoners – August 2017) and the requirements due to be adopted in the New London Plan. As such it has been agreed with the GLA that the scheme qualifies for the fast track approach. This applies to all schemes providing more than 35% affordable housing without public subsidy and meeting the required tenure split. Fast track schemes are not required to submit viability information and will only be subject to an early stage review if the agreed level of progress is not made within two years of consent being granted. There is no late stage review for fast track schemes. Applicants are however required to seek to increase the level of affordable housing beyond 35% by accessing GLA grant funding.

Table 7: Affordable Housing Mix within the Amended Proposed Development

Tenure	1 Bed 2p	2 Bed 3p	2 Bed 4p	3 Bed 4p	3 Bed 5p	Total
London Affordable Rent	20 23.8%	35 41.7%	14 16.7%	2 2.4%	13 15.5%	84 100%
Intermediate (LLR)	36 65%	11 20%	8 15%	0 0%	0 0%	55 100%
Intermediate (SO)	1 3%	6 18%	27 79%	0 0%	0 0%	34 100%

6.31 Discussions are on-going with the Richmond Housing Partnership (RHP) a Registered Provider and Approved Provider for the purposes of Mayoral grant applications. RHP specialises in this area in relation to purchasing the affordable housing element of the scheme and they have been consulted throughout the design process in regard to the proposed mix, affordability criteria and grant application discussed below.

6.32 The rented housing within the scheme will be provided at the published rents for the year of application and subject to growth thereafter at CPI plus 1%. At present the rents are set as follows:

- **London Affordable Rents** - London Affordable Rents are currently set for the year 2020/21 at:

Table 8: LAR 2020/21

Dwelling type	Weekly Rent 2020/21
1 Bed	£159.32
2 Bed	£168.67

3 Bed	£178.05
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- **London Living Rent** - The subject property is located in the LBRUT ward of North Richmond. The LLR rents for 2020/21 are set as follows:

Table 9: LLR 2020/21

Dwelling type	Monthly Rent 2020/21
1 Bed	£1,181
2 Bed	£1,313

These dwellings will all be affordable to households with incomes below £60,000 per annum.

- **Shared Ownership** - The shared ownership housing will be provided to be affordable to a range of household incomes. This will be structures as follows to ensure that households on lower incomes (up to £47,000 per annum) have the first opportunity to purchase 66% of the shared ownership homes. All shared ownership housing will be affordable to households with an income under £90,000 per annum.

Table 9: Shared Ownership Eligibility

Timescale	Percentage of shared ownership units	Maximum income eligibility
Months 1 to 3 inclusive	66%	Maximum income £47,000
	33%	Maximum income £55,000 for one beds Maximum income £71,000 for two beds
After 3 months	100% of remaining units	Maximum income £90,000

- 6.33 The affordable housing offer summarised above is based upon the inclusion of grant funding following the Approved Provider route at £28,000 per affordable housing units for the shared ownership and LLR units and £60,000 per affordable rented unit. This equates to a total grant figure of £7.532m as set out below:

Table 10: Grant Funding

Tenure	Number of units	GLA grant per unit	Total grant
Shared Ownership	34	£28,000	£952,000
London Living Rent	55	£28,000	£1,540,000
London Affordable Rent	84	£60,000	£5,040,000
Total	172		£7,532,000

- 6.34 The inclusion of this grant enables the scheme to provide 40% affordable housing based on the tenure mix set out above.

- 6.35 In summary, the proposed scheme includes 173 affordable housing dwellings offered at a tenure mix which means that all of the affordable housing proposed will be genuinely affordable to households in the Borough across a range of income levels. As a result, the scheme qualifies for assessment on the GLA fast track viability route and no viability assessment or late stage viability review is required. The scheme has taken into account the availability of grant funding, the inclusion of which enables the provision of 40% affordable housing.
- 6.36 The proposed affordable housing offer represents a significant planning benefit and accords with planning policy at all levels.

Residential Quality

- 6.37 There is no change in the adopted policy context in relation to residential quality and London Plan policies 3.5 (Quality and Design of Housing Developments), 3.6 (Children and Young People's Play and Informal Recreation Facilities), 3.8 (Housing Choice) and Local Plan policies LP35 (Housing Mix and Standards) and LP31 (Public Open Space, Play Space, Sports and Recreation) remain applicable. The Mayor's Housing SPG (2016, as updated in 2017) and the Mayor's Play and Recreation SPG (2012) are also still relevant.
- 6.38 Draft New London Plan policy D6 (Housing Quality and Standards) states that housing development should be of high quality design and provide adequately-sized rooms in accordance with the minimal internal space standards for new dwellings. Layouts should be comfortable, functional, fit for purpose and meet the needs of Londoners, without differentiating between tenures.
- 6.39 Draft policy D6C further states that housing should maximise the provision of dual aspect dwellings. Single aspect dwellings should only be provided where it is considered a more appropriate design solution than a dual aspect dwelling and where it can be demonstrated that it will have adequate passive ventilation, daylight and privacy and avoid overheating. The design of development should provide sufficient daylight and sunlight to new and surrounding housing whilst avoiding overheating, minimising overshadowing and maximising the usability of outside amenity space. Housing developments should meet the minimum private internal space and private outside space standards.
- 6.40 In accordance with Draft New London Plan policy D5 (Inclusive Design) development proposals should achieve the highest standards of accessible and inclusive design. Draft policy D7 (Accessible Housing) requires at least 10% of dwellings to meet Building Regulation requirement M4(3) 'wheelchair user dwellings' and all other dwellings to meet Building regulation requirement M4(2) 'accessible and adaptable dwellings'.
- 6.41 Draft New London Plan policy S4 (Play and Informal Recreation) requires residential developments to incorporate good-quality, accessible play provision for all ages with at least 10 sqm of play space provided per child.
- 6.42 The Amended Proposed Development comprises high quality residential accommodation. All units have been designed to meet or exceed the minimum internal space standards and the minimum private internal and external space standards in accordance with adopted and emerging policy. The number of

significantly oversized units has been reduced in order to maximise housing delivery; in particular affordable housing.

- 6.43 The number of dual aspect units in the scheme has increased from 58% in the Original Proposed Development to 60% in the Amended Proposed Development. North facing single aspect units have been eliminated from the Amended Proposed Development.
- 6.44 Design changes, including increased terrace buffer planting and reconfiguration of unit layouts and blocks, have sought to further improve the privacy and overlooking for future residents.
- 6.45 In accordance with adopted and emerging policy, 90% of dwellings will meet Building Regulation requirement M4(2) and 10% will meet M4(3).
- 6.46 The scheme changes and overall increase in housing provision has led to an increase in predicted child yield from the Original Proposed Development. The play space requirement has also been recalculated in line with the most up-to-date GLA play space calculator. Table 11 shows the child play space requirement and provision within the Amended Proposed Development.

Table 11: Amended Proposed Development Child Play Space Requirement and Provision

Age Group	Requirement	Provision
0-4 years	728 sqm	721 sqm
5-11 years	506 sqm	505 sqm
12-15 years	160 sqm	offsite
16 + 17 years	85 sqm	offsite
Total	1,479 sqm	1,234 sqm

- 6.47 As shown above, 1,234 sqm of child play space for 0-11 year olds will be provided on-site which is marginally below the GLA requirement. The Site is not deemed suitable for provision of more active play space for older children (12-17 years) and this will be provided for via an off-site contribution. A playspace provision contribution and maintenance contribution will be secured through the S106 Agreement. This approach, which was adopted within the Original Proposed Development, was previously considered to be acceptable and compliant with policy LP31 by LBRuT. Further details on the play strategy are provided in the Landscape Addendum prepared by Gillespies.

Design

- 6.48 Paragraph 124 of the NPPF states that *“the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”*. Furthermore, paragraph 127 notes that development should optimise the potential of sites to accommodate and sustain an appropriate amount and mix of development and paragraph 128 continues that design quality should be considered in the assessment of development proposals.

- 6.49 Chapter 7 of the London Plan sets out the Mayor’s policies on a number of issues relating to London’s places and spaces. Policy 7.2 requires all new development in London to achieve the highest standards of accessible and inclusive design, while 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”*.
- 6.50 Policy 7.6 of the London Plan states that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape, incorporating the highest quality materials and design appropriate to its context. Furthermore, buildings and structures should *“not cause unacceptable harm to the amenity of surrounding land and buildings”*.
- 6.51 Policy D3 of the Draft New London Plan requires site capacity to be optimised through a design-led approach. This requires consideration of design options to determine the most appropriate form of development that responds to a site’s context and capacity for growth. Draft policy D4 (Delivering Good Design) states that the design of development proposals should be thoroughly scrutinised by borough planning, design and conservation officers and make use of the design review process to assess and inform design options early in the planning process.
- 6.52 At local level, policy LP1 (Local Character and Design) sets the Council’s intention for all development to be of high architectural and urban design quality, and the character and heritage of the borough to be maintained and enhanced where opportunities arise. To ensure development respects, contributes to and enhances the local environment and character, the following will be considered when assessing proposals:
- Compatibility with local character;
 - Sustainable design and construction;
 - Layout, siting and access;
 - Space between buildings, relationships of heights to widths and relationship to the public realm, heritage assets and natural features;
 - Inclusive design, connectivity, permeability, natural surveillance and orientation; and
 - Suitability and compatibility of uses.
- 6.53 The scheme has been subject to significant design development since the scheme was called in for determination by the Mayor as a result of post-call in meetings and MDA panel reviews.
- 6.54 The height, massing and architecture has been developed in response to the sensitivities of the Site context, with the tallest building (Block B) located in the centre of the Site set away from existing residential properties with the scale dropping down to the edges of the Site to respect neighbouring properties along the southern and eastern boundaries:

Table 12: Height Changes within the Amended Proposed Development

Block	Changes since Original Proposed Development
A	Increase core A by 1 storey Decrease core D by 1 storey

B	Increase by 2 storeys
C	Increase core A by 3 storeys Increase cores B & C by 1 storey
D	Decrease core B by 1 storey

- 6.55 A reduction in floor to floor heights (from 3300mm to 3150mm) has been utilised to reduce the overall impact of the above massing changes, however the internal floor to ceiling heights remain at a minimum of 2.5m.
- 6.56 Alterations have been made to the shape of Blocks A, B and C and the southern set-back on Block D. These changes have sought to create a more defined edge to the central courtyard and provide greater overlooking distances into the internal courtyards, improving amenity for future residents. The elevations of each Block have been rationalised to improve architectural consistency.
- 6.57 The Amended Proposed Development has been subject to testing via a Townscape and Visual Impact Assessment which concludes that the scheme will provide an efficient redevelopment of a currently under-developed and unattractive Site and overall, will lead to direct permanent effects on the surrounding townscape.
- 6.58 The proposed scale, massing and design of the Amended Proposed Development is considered to be acceptable in the Sites context, forming part of a wider urban townscape that does not detract from the setting of the nearby Sheendale Road Conservation Area or Buildings of Townscape Merit. The scale and massing would be fitting within the existing and prevailing context and does not present any detrimental negative impacts upon the character of the Site and surrounding area or the visual amenities of nearby occupants. The changes to the height and massing were considered acceptable by the MDA Panel.

Public Realm & Landscape

- 6.59 As set out in London Plan policy 7.5, London's public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces. Development should make the public realm comprehensible at a human scale and landscape treatment, street furniture and infrastructure should be of the highest quality and should contribute to the easy movement of people through the space.
- 6.60 This approach is reiterated in Draft New London Plan policy D8 (Public Realm) which adds that buildings should be designed to activate and define the public realm, providing natural surveillance and ensure that appropriate management and maintenance arrangements are in place.
- 6.61 Draft New London Plan policy G5 (Urban Greening) states that major development proposals should contribute to the greening of London by including urban greening as a fundamental element of site and building design and incorporating appropriate measures. The Mayor recommends a target Urban Greening Factor ('UGF') of 0.4 for predominantly residential developments.

- 6.62 The public realm and landscaping proposals have been subject to significant design development since the scheme was called in for determination by the Mayor as a result of post-call in meetings and MDA panel reviews. As described in Section 3 of this statement and the accompanying Landscaping Addendum, substantial changes have been made to the schemes public realm including the removal of the pavilion; re-design and extension of the central courtyard; rationalisation of the courtyards to enable free movement and access; an increase in defensible planting to improve resident privacy; and an increase in amenity provision through the introduction of a half court.
- 6.63 The Amended Proposed Development comprises several character areas which respond to adjacent built form, access routes, uses and level of privacy, providing a coherent and distinctive landscape proposal. The scheme will utilise high quality materials and arrangements will be put in place to secure appropriate maintenance and management of the public realm.
- 6.64 The Sites UGF has been calculated in line with draft policy G5 as 0.32, falling marginally short of the 0.4 target for predominantly residential developments. Notwithstanding, the urban greening potential of the Site has been maximised through various means including significant tree, hedge and ornamental planting; a green wall; permeable paving; amenity grassland; and intensive and extensive green roofs. As such, the proposals contribute to the greening of London and thereby accord with draft policy G5.
- 6.65 The Amended Proposed Development will deliver a high quality public realm and landscaping scheme in line with London Plan and Local Plan policy objectives and are therefore acceptable.

Townscape and Visual Impact

- 6.66 There is no change in the adopted policy context in relation to townscape and visual impact therefore London Plan policy 7.4 (Local Character) and Local Plan policies LP1 (Local Character and Design), LP2 (Building Heights), LP3 (Designated Heritage Asset) and LP5 (Views and Vistas) continue to apply.
- 6.67 A number of supplementary planning documents / guidance also remain relevant including the LBRuT Richmond and Richmond Hill Village Planning Guidance SPD (2016), Kew Village Planning Guidance SPD (2014), East Sheen Village Planning Guidance SPD (2015).
- 6.68 Draft New London Plan policies HC3 (Strategic and Local Views) HC4 (London View Management Framework) consider development proposals within strategic and borough views. In regard to the latter HC4 states that Boroughs should clearly identify important local views in their Local Plans and strategies. Notably, the Site is not located within a strategic view or a local view.
- 6.69 A Townscape and Visual Impact Assessment ('TVIA') Addendum has been prepared by Arc to assess the Amended Proposed Development. The TVIA Addendum concludes that with the implementation of the Amended Proposed Development it is considered that the visibility of the Site will increase, however the Amended Proposed Development will not adversely affect any views of importance or the visual appearance of the local area.

6.70 Like the Original Proposed Development, the Amended Proposed Development will provide an efficient redevelopment of a currently under-developed and unattractive site and, overall, TVIA Addendum concludes that there is no change in either townscape or visual effects when compared to the Original Proposed Development.

Heritage and Archaeology

6.71 The adopted policy context in relation to heritage and archaeology remains unchanged since the determination of the Original Application. London Plan policy 7.8 (Heritage Assets and Archaeology) and Local Plan policies LP2 (Building Heights), LP3 (Designated Heritage Asset), LP4 (Non-designated Heritage Assets), LP5 (Views and Vistas) and LP6 (Royal Botanic Gardens, Kew World Heritage Site) continue to apply.

6.72 Draft New London Plan policy HC1 (Heritage Conservation and Growth) states that development proposals affecting heritage assets and their settings should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. Furthermore, proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation.

6.73 The Site does not contain any designated or non-designated heritage assets, nor is it located within a conservation area. However, the Site is located in proximity to two conservation areas; Sheendale Road Conservation Area to the north-west and the Sheen Road Conservation Area to the south-west. Furthermore, there are a number of Buildings of Townscape Merit in the vicinity of the Site, notably nos. 1-11 Manor Road, and Kew Gardens is located to the north.

6.74 The Original Application was accompanied by a Heritage Statement prepared by Geoff Noble Heritage. The Heritage Statement concluded that the proposals would sustain the significance of all the designated and non-designated assets in the study area. It would have a negligible impact on the heritage assets within this part of Richmond and Sheen and a minor positive impact on the setting of the Buildings of Townscape Merit at Manor Place. Overall, the Original Proposed Development would not lead to any harm to the significance of these assets and as a result, the NPPF test of weighing 'less than substantial harm' against public benefits would not apply.

6.75 A Heritage Statement Addendum has been prepared which considers the impact of the Amended Proposed Development. The Heritage Statement Addendum confirms that the changed heritage effects resulting from the Amended Proposed Development are solely visual. The scheme will be out of view from the majority of publicly accessible parts of the conservation areas around the Site, with the exception of the Sheendale Conservation Area where the Site will be clearly visible. Additional storeys to Block C will increase their impact in the view from the edge of the Sheendale Road Conservation Area but this is mitigated by the reduction of floor to ceiling heights and by the modelling of the setback. The principal axial view south along Sheendale Road remains unaffected by the Amended Proposed Development. There is no harm to the heritage significance of the Conservation Area.

- 6.76 The relationship with the Buildings of Townscape Merit on Manor Grove is substantially unchanged by the Amended Proposed Development, which continues to be attuned to the character and appearance of this historically noteworthy group of buildings. Mature trees within the Royal Botanic Gardens World Heritage Site at Kew will prevent the Amended Proposed Development from being seen. The uppermost parts of the development will be visible from the top of the Grade I listed Pagoda in Kew Gardens but it will read as only a small part of a panorama across West London, showing developments from all periods. The Amended Proposed Development will have no effect on the setting of the Pagoda or the experience of the visitor and the significance of the listed building and the World Heritage Site will be unaltered.
- 6.77 In summary, the Amended Proposed Development will not introduce any additional effect on any designated heritage assets.
- 6.78 The Original Application was accompanied by an Archaeological Desk-based Assessment prepared by CgMs. The assessment concluded that the Site has limited archaeological potential and is therefore unlikely that the Original Proposed Development would have a significant or widespread below ground archaeological impact. No mitigation measures were recommended.
- 6.79 The conclusions of the assessment remain valid for the Amended Proposed Development. It should also be noted that Greater London Archaeological Advisory Service ('GLAAS') raised no objections to the Original Application.

Access and Transport

- 6.80 There has been no change to the adopted policy context in relation to access and transport therefore London Plan policies 6.3 (Assessing Effects of Development on Transport Capacity), 6.9 (Cycling), 6.13 (Parking) and Local Plan policies LP44 (Sustainable Travel Choices) and LP45 (Parking Standards and Servicing) remain relevant.
- 6.81 Draft New London Plan policy T3 (Transport Capacity, Connectivity and Safeguarding) states that Development Plans should safeguard existing land and buildings used for public transport, active travel or related support functions, unless alternative facilities are provided to the satisfaction of relevant strategic transport authorities and service providers that enable existing transport operations to be maintained and expanded if necessary.
- 6.82 Draft New London Plan policy T4 (Assessing and Mitigating Transport Impacts) requires development plans and development proposals to reflect and be integrated with current and planned transport access, capacity and connectivity.
- 6.83 Draft New London Plan policy T6 (Car Parking) states that car-free development should be the starting point for all development proposals in places that are well-connected by public transport. Draft policy T6.1 (Residential Parking) seeks a minimum designated accessible car parking provision of one space per 3% of dwellings from the outset, with the ability to demonstrate how an additional 7% of dwellings could be provided with one designated disabled parking space per dwelling in future upon request. All residential car

parking spaces must provide infrastructure for electric or Ultra-Low Emission vehicles, with at least 20% having active charging facilities, with passive provision for all remaining spaces.

6.84 Draft New London Plan policy T5 (Cycling) sets minimum cycle parking standards. The cycle parking standards in the Draft New London Plan relevant to the Site are set out in Table 13.

Table 13: Draft New London Plan 2019 Cycle Parking Standards

Land Use	Short Stay Standard	Long Stay Standard
C3 (Residential)	<ul style="list-style-type: none"> • 1 space per studio or 1 person 2 bedroom dwelling • 1.5 spaces per 2 person 1 bedroom dwelling • 2 spaces per all other dwellings 	<ul style="list-style-type: none"> • 5 to 40 dwellings: 2 spaces • Thereafter: 1 space per 40 dwellings
A1 (Food Retail)	1 space per 175 sqm (GEA)	1 space per 40 sqm (GEA)
A1 (Non-food Retail)	1 space per 1,000 sqm (GEA)	1 space per 60 sqm (GEA)
A2 / A3	1 space per 175 sqm (GEA)	1 space per 40 sqm (GEA)
B1 (Office)	1 space per 150 sqm (GEA)	1 space per 1,000 sqm (GEA)
D2 (Community)	1 space per 8 FTE staff	1 per 30 seats

6.85 The access and transport strategy has been revised to take account of the changes proposed by the Amended Proposed Development. As such, this application is accompanied by a Revised Transport Assessment and Delivery and Servicing Management Plan Addendum prepared by Sanderson Associates.

6.86 A detailed assessment of the surrounding highway network and public transport infrastructure has been undertaken which concludes that the Site is highly accessible by both active and public transport, with future residents, staff and visitors having a choice of sustainable travel options, reducing the need to travel by car. Furthermore, the scheme would result in a reduced number of car trips arising from a car free development, subsequently reducing road traffic emission and improving associated air quality.

6.87 Capacity surveys of North Sheen Station have been undertaken which conclude that the anticipated passenger levels resulting from the Amended Proposed Development could be accommodated for during peak hours.

6.88 In accordance with the Draft New London Plan, the scheme continues to be car-free with the exception of 14no. wheelchair accessible car parking spaces equivalent to 3% provision. An additional 2no. car club spaces will be provided and secured by a S106 Agreement. LBRuT and the GLA both support the car free nature of the scheme.

6.89 A further 30no. spaces (7%) could be provided through the conversion of the half-court in the south east corner of the Site. Whilst this would result in the loss of some landscaping and amenity space, this would not impact any of the designated play provision.

6.90 Active electric vehicle charging facilities will be provided for 20% of car parking spaces areas including for 1no. car club space, with passive provision for all remaining spaces in line with Draft London Plan policy requirements.

The cycle parking provision exceeds the cycle parking standards set out in the Draft New London Plan.

6.91 TfL previously raised concerns with the majority of the residential long-stay cycle parking being provided within the basement beneath Block A. The Amended Proposed Development now provides dedicated cycle parking stores at the ground floor of each residential core which overcomes TfL's previous concerns. Short stay cycle parking stands for all uses are provided within the public realm. All cycle parking has been designed to accord with the London Cycling Design Standards.

Servicing and Deliveries

6.92 A revised Servicing and Delivery Management Plan ('SDMP') has been prepared to reflect the changes proposed by the Amended Proposed Development.

6.93 Loading and deliveries for the residents will be centred at the Block B concierge which will then allow for centralised collection or managed distribution throughout the Site. Designated stopping points have been identified for emergency vehicles which will enable fire or ambulance vehicles and personnel.

6.94 Network Rail has existing rights of access along the existing service road in order to gain access to their equipment. The design of the Amended Proposed Development has ensured that this right of way is not impeded.

6.95 Further detail in relation to waste collection is provided in the section below.

6.96 It should be noted that LBRuT raised no objections to the SDMP submitted with the Original Application.

Waste

6.97 London Plan policy 5.16 outlines waste policies and targets for waste treatment and disposal in addition to setting targets for the recycling and composting of household municipal waste. Targets for recycling or composting levels in municipal waste are set at 70% by 2020 and for the recycling and reuse of construction, evacuation and demolition, waste a target of 95% by 2020 is set.

6.98 Local Plan policy LP24 (Waste Management) requires all developments to provide adequate refuse and recycling storage space and facilities which allow for ease of collection and resident access in accordance with LBRuT's Refuse and Recycling Storage Requirements SPD (2015). The location and design of refuse and recycling facilities should be sensitively integrated into the scheme. All major developments are required to produce Waste Management Plans to arrange for the efficient handling of construction, excavation and demolition waste and materials.

- 6.99 Draft New London Plan policy S17 (Reducing Waste and Supporting the Circular Economy) states that referable applications should promote circular economy outcomes and aim to be net-zero waste.
- 6.100 A Revised Waste Management Strategy Addendum prepared by Momentum has been submitted as part of this Amended Proposed Development. Waste is to be stored within individual refuse storage areas in each building. All storage areas have been designed in accordance with the requirements of LBRuT's Refuse and Recycling Storage Requirements SPD. On waste collection days the onsite facilities management team will move the bins from the four blocks closest to Manor Road, to the bin holding area to the north of the site. The refuse vehicle will service this waste store, then directly access the two blocks to the south west of the site.
- 6.101 It is considered that the Amended Proposed Development accords with waste related policies and is therefore acceptable.

Energy & Sustainability

- 6.102 There is no change in the adopted policy context regarding energy and sustainability and policies 5.1. (Climate Change Mitigation), 5.2 (Minimising Carbon Dioxide Emissions), 5.3 (Sustainable Design and Construction), 5.6 (Decentralised Energy in Development Proposals), 5.7 (Renewable Energy) and 5.9 (Overheating and Cooling) remain adopted and in force. Similarly, policies LP17 (Green Roofs and Walls), LP20 (Climate Change Adaption) and LP22 (Sustainable Design and Construction) of the Local Plan are still relevant.
- 6.103 Policy GG6 (Increasing Efficiency and Resilience) of the Draft New London Plan seeks to improve energy efficiency to contribute towards London becoming a zero carbon city by 2050. Draft policy SI2 (Minimising Greenhouse Gas Emissions) requires major development to be net zero-carbon, requiring a minimum on-site reduction of at least 35% beyond building regulations. Residential development should achieve 10% and non-residential development should achieve 15% through energy efficiency measures. Where it is clearly demonstrated that the zero-carbon target cannot be fully achieved on-site, any shortfall should be provided through a contribution to the carbon offset fund or through an alternative off-site proposal.
- 6.104 In accordance with draft policy SI4 (Managing Heat Risk) major development proposals should demonstrate through an energy strategy how they will reduce the potential for internal overheating in accordance with the Mayor's cooling hierarchy.
- 6.105 A revised Energy Strategy prepared by Hoare Lea has been submitted as part of this Amended Application. The Energy Strategy confirms that the Amended Proposed Development will result in a highly efficient, low-carbon scheme. The strategy has been developed in line with the Mayor's energy hierarchy to ensure that the development is efficient and economical. The changes made to the Revised Energy Strategy are summarised in Section 3 of this report and explained in further detail in the Strategy itself.
- 6.106 The revised Energy Strategy confirms the target is to achieve 'zero carbon' for the new build residential aspects, corresponding to a 100% reduction in regulated CO2 emissions beyond the requirements of the

Building Regulations Part L (2013), and a 35% reduction for commercial areas in line with policy requirements. In addition, the Amended Proposed Development is targeted to achieve 10.2% carbon emission reduction for residential areas at the Be Lean stage.

- 6.107 A carbon offset payment of £422,885 is anticipated to offset the residential areas to reach the GLA 100% emissions reduction requirement for residential buildings. No offset payment is required for the commercial areas.
- 6.108 The strategic approach to the design of the Amended Proposed Development seeks to maximise the energy efficiency of all residential units through the incorporation of passive design-led solutions including the use of efficient building fabric; optimised glazing performance; and efficient space heating and low energy lighting.
- 6.109 In addition, the revised Energy Strategy states an assessment was carried out to determine likely implications of centralised energy distribution at the development and it is proposed to include full trenching between all buildings, with space allocation made for future district heating pipework. Space allocation has also been made for future plate heat exchangers at the ground floor to each building, and the pipework in all risers has been sized to be able to serve each building bottom-up in future, in addition to the current top-down arrangement. A further space allocation has been made for a plate heat exchanger at the ground floor near to the site entrance, so that a future potential district energy network would only require one connection point.
- 6.110 The Amended Proposed Development has been tested for overheating and all tested units meet the TM59 requirements by passing the natural ventilation scenario under the DSY1 weather file. All dwellings will be provided with mechanical ventilation with heat recovery and openable windows, allowing the occupant to adapt their internal environment according to their own needs. Cooling will also be implemented to a proportion of apartments, with preference given to those apartments at risk of experiencing excessive noise from external sources.
- 6.111 Overall, the Energy Strategy has found that the Proposed Development will result in a highly efficient, low carbon scheme.
- 6.112 The Amended Proposed Development is also accompanied by a revised Sustainability Statement prepared by Hoare Lea, as well as by a Circular Economy Strategy and Whole Life Carbon Assessment, as requested by the GLA.
- 6.113 The new commercial areas are proposed to meet a BREEAM 'Excellent' rating in accordance with local plan policy requirements.

Flooding & Drainage

- 6.114 London Plan policies 5.12 (Flood Risk Management) and 5.13 (Sustainable Drainage) and Local Plan policies LP21 (Flood Risk and Sustainable Drainage), LP22 (Sustainable Design and Construction) and LP23 (Water

Resources and Infrastructure) continue to form the adopted policy context in relation to flooding and drainage.

- 6.115 In accordance with Draft New London Plan policy SI13 (Sustainable Drainage) development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its sources as possible. The Mayor's drainage hierarchy should be followed, with a preference for green over grey features. Drainage should be designed and implemented in ways that promote multiple benefits including increased water use efficiency, improve water quality, and enhance biodiversity, urban greening, amenity and recreation.
- 6.116 This Amended Application is accompanied by a Revised Flood Risk Assessment and Drainage Strategy prepared by Fairhurst which considers the flood risk associated with the Amended Proposed Development. This confirms that the Flood Risk and Drainage Strategy remains unchanged from the Original Proposed Development.
- 6.117 The Environment Agency and Thames Water raised no objections to the flood risk and drainage strategy subject to conditions. Furthermore, the GLA considered the proposals to be in accordance with the London Plan Drainage Hierarchy, providing sufficient attenuation storage to effectively limit discharge rates.
- 6.118 In light of the above, it is considered that the Amended Proposed Development is acceptable with regard to flood risk and drainage.

Ecology

- 6.119 There is no change in the adopted policy context in relation to ecology therefore London Plan policy 7.19 (Biodiversity and Access to Nature) and Local Plan policy LP15 (Biodiversity) remain applicable.
- 6.120 Draft New London Plan policy G6 (Biodiversity and Access to Nature) requires development proposals to manage impacts on biodiversity and aim to secure net gain. This should be informed by the best available ecological information and addressed from the start of the process.
- 6.121 The original application was supported by a Preliminary Ecological Assessment & Preliminary Bat Roost Assessment ('PEA') prepared by Tyler Grange. The recommended planning conditions in relation to demolition and vegetation clearance pre-work checks and invasive species removal remain applicable.
- 6.122 It should also be noted that LBRuT raised no objections to the Original Application in relation to ecology subject to conditions.
- 6.123 The Amended Proposed Development is consistent with policy objectives to enhance the natural and local environment and incorporate opportunities for biodiversity in new developments.

Arboricultural Impact

- 6.124 London Plan policy 7.21 (Trees and Woodland) and Local Plan policy LP16 (Trees, Woodlands and Landscape), remain the adopted policy context in relation to arboriculture.

- 6.125 Draft New London Plan policy G7 (Trees and Woodland) requires that, wherever possible, existing trees of value are retained and that if permission is granted that necessitates tree removal, adequate replacement is provided based on the existing value of the benefits of the trees removed.
- 6.126 Whilst the Site predominantly comprises areas of hard standing, there are 64 trees on the Site which are covered by an Area Tree Preservation Order ('TPO'). The majority of the trees covered by the TPO are category C (low quality and value), 10 are of category B (moderate quality and value) and 4 are category U (unsuitable for retention).
- 6.127 The Original Proposed Development involved the removal of 40 trees, of which 38 were covered by the Area TPO. As a result of the proposed amendments, 38 trees are now proposed. The amended application is therefore accompanied by a Revised Arboricultural Appraisal and Implications Assessment prepared by ACS Trees Consulting. The report concludes that whilst the proposal requires the removal of protected trees, these trees are of moderate to poor quality, with little prospect of ever making a significant contribution to the local landscape. The Amended Proposed Development includes the installation of 141 new trees, which is an increase of 28 from the Original Proposed Development.
- 6.128 As set out in the LBRuT Committee Report, the Council's Tree Officer accepted the limited quality of the trees currently on the Site and raised no objections to the loss of trees, provided that there is sufficient and suitable soft landscaping and tree planting. The loss of trees on the Site will be compensated by a high quality landscaping scheme including a significant increase in the provision new, greater value trees.
- 6.129 For the reasons set out above, the Amended Proposed Development represents an opportunity to significantly improve the amenity value and quality of trees on the Site in accordance with adopted and emerging policy.

Air Quality

- 6.130 There is no change in the adopted policy context in relation to air quality and London Plan policies 7.14 (Improving Air Quality) and 5.3 (Sustainable Design and Construction) remain adopted and in force. Similarly, policy LP10 (Local Environmental Impacts, Pollution and Land Contamination) also remains relevant.
- 6.131 Draft New London Plan policy GG3 (Creating a Healthy City) requires those involved in planning and development to seek to improve London's air quality, reduce public exposure to poor air quality and minimise inequalities in levels of exposure to air pollution. Draft policy SI1 (Improving Air Quality) states that development proposals must be at least air quality neutral and use design solutions to prevent or minimise increased exposure to existing air pollution. Furthermore, an Air Quality Assessment must be submitted with major proposals to demonstrate how the proposals would not lead to deterioration of existing poor air quality.
- 6.132 LBRuT adopted a Supplementary Planning Document (SPD) in February 2020, in order to address common air quality issues affecting the borough and assist in providing a consistent approach to new development. The primary aim of the SPD is to supplement existing Local Plan Policies which seek to improve air quality in the

borough. The document sets out how air quality should be considered and assessed for 'major' developments and sets the World Health Organisation (WHO) guidelines as the assessment criteria as opposed to the national air quality objectives.

- 6.133 The Site is located within an Air Quality Management Area ('AQMA') therefore an Air Quality Assessment ('AQA') was submitted with the Original Application. A Revised AQA, which fully considers the recent SPD, has subsequently been prepared to assess the Amended Proposed Development which considers the impacts of the construction and operation of the scheme.
- 6.134 The Revised AQA concludes that with the implementation of a series of dust mitigation measures set out in Air Quality and Dust Management Plans which will be secured by condition, the residual significance of potential air quality impacts during construction is not significant.
- 6.135 For the operational phase, the Revised AQA reports that there will be no exceedances of the relevant air quality objectives on the Site and that as a result, no mitigation measures are required. As per the Original Proposed Development, the Amended Proposed Development will be air quality neutral through the use of electrical plant as opposed to gas fired energy and transport emissions being below the Transport Emissions Benchmark.
- 6.136 It should be noted that LBRuT's Air Quality Officer raised no objections to the Original Proposed Development subject to conditions.
- 6.137 For the reasons set out above, the Amended Proposed Development is considered to be acceptable with regards to air quality.

Noise & Vibration

- 6.138 London Plan policies 5.3 (Sustainable Design and Construction), 7.15 (Reducing and Managing Noise) and Local Plan policy LP10 (Local Environmental Impacts, Pollution and Land Contamination) continue to form the adopted policy context in relation to noise.
- 6.139 Draft New London Plan policy D13 (Noise) requires residential development proposals to manage noise by avoiding significant adverse noise impacts on health and quality of life and reflecting the Agent of Change principle. Where possible, proposals should seek to separate noise-sensitive development from major noise sources, such as road and rail, through the use of distance, screening, layout, orientation, uses and materials.
- 6.140 Draft New London Plan policy D12 (Agents of Change) places the responsibility for mitigating impacts from existing noise and other nuisance-generating activities or uses on the proposed development.
- 6.141 This Amended Application is accompanied by a Revised Noise and Vibration Impact Assessment prepared by Hoare Lea which considers the noise impacts resulting from the Amended Proposed Development. However, changes between the Original Proposed Development and the Amended Proposed Development are not considered particularly significant from a noise and vibration perspective. While the massing of the proposed blocks has been revised as part of the Amended Proposed Development, their

location on the site, and in relation to surrounding sources of noise and vibration, has not changed significantly.

- 6.142 In summary, it is considered that any potentially significant environmental effects associated with the Amended Proposed Development can be adequately controlled during the design stages, such that no significant effects would be likely. For the above reasons, the Amended Proposed Development is acceptable in relation to noise and vibration.
- 6.143 It should be noted that LBRuT Environmental Health Officer raised no objections to the Original Proposed Development regarding noise and disturbance, subject to conditions.

Wind & Microclimate

- 6.144 There is no change in the adopted policy context regarding wind and microclimate and London Plan policy 7.6 (Architecture) and Local Plan policy LP2 (Building Heights) remain adopted and in force. Draft New London Plan Policy D7 (Public Realm) requires consideration to be given to the local microclimate created by buildings.
- 6.145 The Amended Application is accompanied by a Revised Wind Microclimate Assessment prepared by RWDI which reviews the impact of the proposed amendments. The assessment confirms that no adverse wind effects for existing residential properties around the Site, due to the orientation of the Amended Proposed Development, presence of railway lines and the predicted calm wind conditions in the area.
- 6.146 The proposed massing and landscaping is expected to create acceptable wind conditions around the Site. The orientation of the site with respect to prevailing west-southwest winds creates beneficial mutual shelter from buildings within the site. Specific landscape features have been incorporated into the design to improve windiness in various locations, as advised by the previous wind microclimate study. Furthermore, the proposed landscaping will be planted in semi-mature form through a phased programme of planting in association with the occupation of each phase, to improve the shelter provided to amenity and play areas. With such measures, and the use of an appropriately worded planning condition to secure mitigation for balcony and terrace wind conditions, the document concludes that the Amended Proposed Development is not expected to change the wind conditions around the existing residential buildings around the site.
- 6.147 It should be noted that LBRuT raised no concerns or objections to the Original Proposed Development in relation to wind and microclimate.
- 6.148 For the reasons outlined above, the Amended Proposed Development is acceptable in relation to wind and microclimate.

Daylight, Sunlight & Overshadowing

- 6.149 London Plan policy 7.6 (Architecture) and Local Plan policy LP8 (Amenity and Living Conditions) remain adopted and relevant to the amended application with regards to daylight, sunlight and overshadowing.
- 6.150 Draft New London Plan policy D4 (Housing Quality and Standards) states that the design of development should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst minimising overshadowing.
- 6.151 The Amended Proposed Development includes changes to the massing of Blocks A, B, C and D along with internal layout changes of these Blocks to improve residential quality and maximise efficiency.
- 6.152 A Revised Daylight Sunlight Assessment Addendum has been prepared by Point2 to provide an assessment of the Amended Proposed Development. The assessment has been undertaken in accordance with Building Research Establishment ('BRE') Guidelines. Whilst the development site is largely undeveloped in its existing condition, the surrounding context is considered urban in nature and therefore, a degree of flexibility should be applied to the relevant guidance. The BRE Guidelines recognises such unusual baselines and advocates the use of alternative target values to determine the acceptability of a proposal. This is further supported by the Whitechapel appeal decision.
- 6.153 The results demonstrate that for daylight, the VSC results show 832 out of 979 windows (85%) meet the recommendations of the BRE Guidelines and demonstrates improvements when compared to the Original Proposed Development that recorded 84% BRE compliance. As such, the Amended Proposed Development records 939 out of 979 windows (96%) that will retain a VSC value in excess of 15% and further, 890 out of 979 windows (91%) that will achieve a retained VSC of 18% or more. The results for the second daylight test, NSL, demonstrate that 551 out of 582 rooms (95%) meet the strict application of the BRE Guidelines. These results demonstrate betterments when compared to the Original Proposed Development that recorded 93% BRE compliance.
- 6.154 For sunlight, the results demonstrate that 328 out of 334 windows (98%) will meet the BRE Guidelines. In light of the flexibility encouraged within the BRE Guidelines, SPG Guidance and the recent Whitechapel appeal decision, the retained levels of daylight and sunlight are considered acceptable.
- 6.155 An assessment of the sun-on-ground overshadowing to the neighbouring existing amenity spaces outside of the site boundary has been undertaken which demonstrate that the scheme will have very little change to the sun reaching the ground surface for the majority of the amenity areas surrounding the Site.
- 6.156 In summary, the Amended Proposed Development will relate well to the neighbouring residential properties and fall within the practical application of the BRE Guidelines. Further detail is provided within the Revised Daylight Sunlight and Overshadowing Assessment accompanying this submission.

Health Impact

- 6.157 The NPPF (paragraphs 7 and 8) advocates for development to create 'strong, vibrant and healthy communities' which provide high quality environments with enough adequate housing supply and accessible local services that reflect the needs of the community.
- 6.158 London Plan policy 3.2 (Improving Health and Addressing Health Inequalities) indicates that the Mayor will take account of the potential impact of development proposals on health and health inequalities within London and that, *"the impacts of major development proposals on the health and wellbeing of communities should be considered, for example, through the use of Health Impact Assessments (HIA)."*
- 6.159 Local Plan policy LP30 (Health and Wellbeing) states that a HIA must be submitted with all major development proposals and the HIA should assess the health impacts of a development, identifying mitigation measures for any potential negative health impacts as well as measures for enhancing any potential possible impacts.
- 6.160 Draft New London Plan policy GG3 (Creating a Healthy City) seeks to improve Londoner's health and reduce health inequalities by ensuring that the wider determinants of health are addressed in an integrated and co-ordinated way. The potential impacts of development proposals on mental and physical health and wellbeing of communities should be assessed.
- 6.161 The Original Application was accompanied by a HIA prepared by Hatch Regeneris which concluded that the Original Proposed Development would lead to a number of positive health impacts, these being new homes including affordable; new and improved public realm; and generation of new employment opportunities at construction stage including apprentices.
- 6.162 The HIA also identified a number of mitigation or enhancement measures to consider during the determination of the application. Such measures included the implementation of Secured by Design principles; preparation of an Estates Management Plan; preparation of a Local Employment Plan by the contractors undertaking demolition and construction works; and collaboration with local community and voluntary groups to identify how these groups could benefit from opportunities generated from the scheme.
- 6.163 An Updated HIA has been prepared to assess any health impact arising as a result of the Amended Proposed Development. The Updated HIA has indicated that there have been no changes to the outcome of the assessment of potential health impacts and all impacts (positive/neutral/adverse) remain as stated in the submitted HIA with the exception of impact on health care provision. The updated assessment of the impact on health care services has shown there is likely to be sufficient capacity within the local catchment to accommodate any additional residents yielded from the Amended Proposed Development. As such, the impact has been revised from Adverse to Neutral.
- 6.164 Subject to conditions and/or planning obligations, the Amended Proposed Development is acceptable with regard to health impact.

Contamination

- 6.165 There is no change in the adopted policy context regarding contamination and London Plan policy 5.21 (Contaminated Land) and Local Plan policy LP10 (Local Environmental Impacts, Pollution and Land Contamination), remain applicable. The Draft New London Plan does not contain any contamination related policies that are applicable to the Amended Proposed Development.
- 6.166 A revised Geo-Environmental and Geotechnical Preliminary Risk Assessment prepared by Fairhurst has been submitted as part of the Amended Application to reflect the Amended Proposed Development. The report identifies potential sources of on-site and off-site contamination and potential risks assessed against sensitive receptors associated with the Amended Proposed Development. Typically a moderate risk was identified. The Site has also been identified as being within a high risk area with respect to unexploded ordnance.
- 6.167 The assessment recommends that an intrusive ground investigation is undertaken to further quantify geo-environmental and geotechnical risks associated with the Amended Proposed Development, which could be secured by planning conditions. The revised report confirms that the Amended Proposed Development does not affect the conclusions of the original Geo-Environmental Assessment.
- 6.168 It should be noted that LBRuT's Environmental Health Officer and the Environment Agency raised no objections to the Original Proposed Development in relation to contamination, subject to conditions.
- 6.169 In light of the above, the Amended Proposed Development is acceptable in regards to contamination.

7. Planning Obligations and Community Infrastructure Levy

7.1 In respect of the negotiation of planning obligations associated with development, Regulation 122 (2) of the Community Infrastructure Levy ('CIL') Regulations states that:

"A planning obligation may only constitute a reason for granting planning permission for the development if the obligation is –

- a) Necessary to make the development acceptable in planning terms;*
- b) Directly related to the development; and*
- c) Fairly and reasonably related in scale and kind to the development."*

Draft Section 106 Agreement Heads of Terms

7.2 Planning obligations will be secured to mitigate impacts arising from the scheme. It is noted that since the submission of the Original Proposed Development, LBRuT have adopted a new Planning Obligations SPD (June 2020).

7.3 Reflecting the above, the Applicant has been working closely with the GLA and LBRuT to agree the Draft S106 Heads of Terms which are set out below:

- Affordable housing (quantum, tenure, affordability, nominations);
- Early implementation viability review;
- Manor Road improvements;
- Controlled parking zone contribution, consultation, review and implementation;
- Car club provision on site for 2 vehicles and 3 year residential membership;
- Removal of car parking permits for controlled parking zone;
- Network rail financial contributions (railway safety, level crossing improvements and station access feasibility study);
- TFL Manor Circus Road Safety scheme contribution;
- Securing continued operation and use of the bus layover;
- Travel plans (review and bonds);
- Provision of public realm as publicly accessible including central square maintenance and management arrangements;
- Playspace provision contribution and maintenance contribution;
- Manor Road tree planting scheme;
- Carbon offset fund contribution;
- Local employment scheme (construction and operation);
- Financial contribution to primary healthcare;
- and

- Monitoring fee.

Community Infrastructure Levy

- 7.4 The LBRuT CIL Charging Schedule came into effect from 1 November 2014. The site falls within the 'Higher Band CIL Charging Zone' where the rates relevant to the Proposed Development are as follows:
- Residential - £250 per sqm;
 - Retail / commercial floorspace not wholly/mainly convenience, nor inside Richmond Town Centre – £0 per sqm;
- 7.5 The development is also liable for Mayoral CIL in line with the MCIL2 rates which came into effect on 1 April 2019. The MCIL2 rates associated with LBRuT are £80 per sqm (Band 1).
- 7.6 It should be noted that the existing Homebase store has been in lawful retail use for at least six months of the last three years.
- 7.7 Affordable housing provided within the scheme will qualify for social housing relief from CIL.
- 7.8 As set out at Section 3 of this Statement, the Amended Proposed Development is now proposed to be phased in relation to Construction and CIL. Further details of the phasing strategy can be found in the Revised Construction Environmental Management Plan accompanying this Application.

8. Summary and Conclusion

- 8.1 This Planning Statement Addendum has been prepared by Avison Young in support of a full planning application for the comprehensive phased residential-led redevelopment to provide 453 residential units (Use Class C3), flexible retail, community and office uses, provision of car and cycle parking, landscaping, public and private open spaces and all other necessary enabling works.
- 8.2 This Planning Statement Addendum assesses the Amended Proposed Development against the applicable national, regional and local planning policies and guidance and summarises the associated key planning considerations.
- 8.3 The principle of the proposed residential-led development on this highly accessible, low-density retail park is strongly supported by planning policy at all levels. The Amended Proposed Development will deliver 453 new homes including 173 affordable homes through the use of grant funding. The affordable housing offer would significantly contribute towards London-wide and LBRuT housing targets through the delivery of genuinely affordable housing across a range of tenures and unit sizes including affordable rent, London Living Rent and shared ownership. The proposed affordable housing offer represents a significant planning benefit and accords with planning policy at all levels.
- 8.4 The scale and massing would be fitting within the existing and prevailing context and does not present any detrimental negative impacts upon the character of the Site and surrounding area or the visual amenities of nearby occupants. Furthermore, the Amended Proposed Development will offer high quality living conditions within well planned units, with good levels of daylight and sunlight, outlook and privacy for future occupiers.
- 8.5 The Amended Proposed Development will positively influence travel behaviour at the Site by incorporating facilities to encourage sustainable trip movements and ensuring easy, convenient access to sustainable travel options. Furthermore, the scheme would result in a reduced number of car trips arising from a car free development, subsequently reducing road traffic emission and improving associated air quality.
- 8.6 The scheme will not cause unacceptable harm with regard to noise and vibration, air quality, wind or flooding. With regard to daylight, sunlight and overshadowing, the Amended Proposed Development will relate well to the neighbouring residential properties and fall within the practical application of the BRE Guidelines. The Amended Proposed Development will be highly efficient and low carbon, in line with the Mayors Energy Hierarchy.
- 8.7 This Statement demonstrates that the Amended Proposed Development complies with the overall objectives of national, regional and local policy and guidance. It will deliver a number of significant benefits including the delivery of new homes including affordable, a reduced number of car trips arising from car free development, improvements to air quality associated with a reduction in road traffic emissions, economic benefits, a contribution to community infrastructure under CIL and a new high quality public realm. As such, the proposal should be supported and approved without delay.

Appendix I

LBRuT Committee Report

19/0510/FUL
HOMEBASE,
84 MANOR ROAD,
RICHMOND,
TW9 1YB

NORTH RICHMOND WARD
Contact Officer:
Mr J. GARSIDE

https://www2.richmond.gov.uk/PlanData2/Planning_CaseNo.aspx?strCASENO=19/0510/FUL



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Proposal:

Demolition of existing buildings and structures and comprehensive residential-led Redevelopment of a single storey pavilion, basements and four buildings of between four and nine storeys to provide 385 residential units (Class C3), flexible retail /community / office uses (Classes A1, A2, A3, D2, B1), provision of car parking spaces and cycle storage facilities, landscaping, public and private open spaces and all other necessary enabling works.

Applicant: Avanton Richmond Developments Ltd

Agent: Ms Rebecca Doull, Avison Young

Application received date: 14.02.2019

Development Plan Policies:

- National Planning Policy Framework (NPPF)

- London Plan – Adopted and emerging
- Local Plan (2018)
 - LP 1 - Local Character and Design Quality
 - LP 2 - Building Heights
 - LP 3 - Designated Heritage Assets
 - LP 4 - Non-designated Heritage Assets
 - LP 5 – Views and Vistas
 - LP 6 – Royal Botanic Gardens, Kew World Heritage Site
 - LP 8 - Amenity and Living Conditions
 - LP 10 – Local Environmental Impacts, Pollution and Land Contamination
 - LP 11 – Subterranean Development and Basements
 - LP 15 – Biodiversity
 - LP 16 – Trees, Woodland and Landscape
 - LP 17 – Green Roofs and Walls
 - LP 20 – Climate Change Adaptation
 - LP 21 – Flood Risk and Sustainable Drainage
 - LP 22 – Sustainable Design and Construction
 - LP 23 – Water Resources and Infrastructure
 - LP 24 - Waste Management
 - LP 27 – Local Shops, Services and Public Houses
 - LP 28 – Social and Community Infrastructure
 - LP 30 – Health and Wellbeing
 - LP 31 – Public Open Space, Play Space, Sport and Recreation
 - LP 34 – New Housing
 - LP 35 – Housing Mix and Standards
 - LP 36 – Affordable Housing
 - LP 37 – Housing Needs of Different Groups
 - LP 39 – Infill, Backland and Backgarden Development
 - LP 40 – Employment and Local Economy
 - LP 41 – Offices
 - LP 44 - Sustainable Travel Choices
 - LP 45 - Parking Standards and Servicing

Supplementary Planning Documents/Guidance:

- Sheen Road Conservation Area Statement and Study
- Sheendale Road Conservation Area Statement and Study
- Richmond and Richmond Hill Village Planning Guidance
- Design Quality
- Planning Obligation Strategy
- Sustainable Construction Checklist
- Front Garden and Other Off Street Parking Standards
- Refuse and Recycling Storage Requirements
- Residential Development Standards
- Affordable Housing
- Basement Development
- Mayor’s Affordable Housing SPG

SUMMARY OF APPLICATION

The application site is located to the west of Manor Road, Richmond and contains a single storey retail building (occupied by Homebase and Pets at Home), with associated car parking and landscaping. The Sheen Road Conservation Area lies to the south west of the site and the Sheendale Road Conservation Area lies to the west. There are various Buildings of Townscape

Merit (BTMs) in the vicinity of the site, notably, No's 1-11 Manor Road, which are directly opposite the site.

The surrounding area is predominantly residential and suburban in character. However, there are various other uses nearby including a Sainsbury's superstore to the east, North Sheen Bus Terminus to the north and commercial premises to the north west of the site on Bardolph Road, Lower Mortlake Road and Victoria Villas. North Sheen Station lies to the south east of the site.

This proposal is for the demolition of existing buildings and structures on the site and the residential-led redevelopment of the site, including:

- 4 buildings of between four and nine storeys**
- Single storey pavilion**
- 385 no. residential units (Class C3)**
- 480 sqm of flexible retail /community / office uses (Classes A1, A2, A3, D2, B1)**
- Basement including cycle storage facilities**
- Car free development but the provision of 12 no. accessible car parking spaces**
- Associated landscaping and enabling works**
- Public and private open spaces**

Whilst the existing retail store provides a valued service to local residents, it is acknowledged that the existing building and use currently represents an inefficient use of the site, particularly given the sustainability of the site. The proposed development would provide a significant number of residential units and would make more efficient use of this site and the principle of the scheme, in terms of the being a residential led mixed-use scheme, is supported and in line with the Draft London Plan which seeks to optimise the potential for housing delivery of car parks and low-density retail parks.

The proposal will provide a significant number of residential units, including 135 no. affordable homes contributing towards local affordable housing need, however, this falls significantly short of the Council's 50% on-site affordable housing requirement and an independent viability review has concluded that the development could viably provide additional on-site affordable housing. The proposal is therefore not delivering the maximum reasonable amount of affordable housing to meet the Borough's identified need to meet the needs of low-income households. Furthermore, the applicant has failed to give full consideration to the use of public grant, the proposed tenure mix fails to comply with Mayoral and LBRuT policy requirements and the applicant has failed to demonstrate that two thirds of the shared ownership homes would be affordable at a gross household income of £47,000 as required by the Council's Intermediate Housing Policy. Appropriate review mechanisms have also not been agreed by the applicant and, for the above reasons, the Councils Housing Department object to the scheme which is considered contrary to the NPPF, London Plan, Local Plan policy LP 36, the Council's Affordable Housing SPD and the Mayor's Affordable Housing SPG.

The development comprises 4 buildings of between four and nine storeys which would be significantly taller than the predominant building height in the area and, in combination with the layout, scale and uniform design would give an appearance of an urban development that is wholly out of context with the prevailing local suburban character and would be dominant, overwhelming, unrelenting and visually intrusive, giving a looming impression in the surrounding area and local views, in particular from Manor Grove, Manor Road, Trinity Road and Dee Road. For these reasons also, the development would result in an imposing presence and a harmful visual impact on nearby heritage assets, ultimately resulting in harm to their setting. The site is within close proximity to designated (Sheendale Road Conservation Area) and non-designated (BTMs on Manor Road, Trinity Road) and, for these reasons, the proposal is in conflict with the NPPF, D1 of the London Plan and LP1, LP 2, LP 3 and LP 4 of the Local Plan.

The proposal has been through two Design Review Panels. Both the Draft London Plan (policy D2) and the NPPF require design scrutiny and support the role that design review panels play in the decision-making process. On both occasions, the DRP supported the above conclusions.

The siting, height, scale and mass of Blocks A, C and D, exacerbated by their uniform design, will give an oppressive and dominant appearance, offer little visual relief and would enclose and appear unduly overbearing to the occupiers of No's 2 – 20 Manor Park and No. 2-6 Bardolph Road and Cliveden House. The proposed development will also result in reductions in daylight to properties immediately adjacent to the site which are not considered to be reasonable and, on this basis, the scheme fails to meet the requirements of LP 8.

Further to this, the proposed development is considered to result in an overall poor quality of living accommodation across the site on the basis of unacceptable levels of outlook and loss of privacy for future occupiers and insufficient information has been provided to demonstrate that the scheme provides acceptable levels of daylight to proposed residential units, in conflict with LP 35 of the Local Plan.

Currently, the proposal is not in accordance with the London Plan Energy Hierarchy and the applicant has failed to demonstrate that the proposal achieves the highest standards of sustainable design and construction to mitigate the likely effects of climate change and exhausted all opportunities to improve energy conservation and efficiency measures, including through the absence of an on-site energy network. As such, insufficient information has been provided to demonstrate that the proposal is compliant with policy 5.2 of the London Plan, Policy S12 of the Draft London Plan and LP 22 of the Local Plan.

The applicant is intending to provide 'Zero Carbon' through CO2 reductions of 35% with the remainder up to 100% to be offset through a contribution to the Council's Carbon Offset Fund. In the absence of a legal agreement to secure such financial contribution the proposal is deemed in conflict with policies LP 22 of the Local Plan and the London Plan.

The site includes a TPO area and the proposal will result in the loss of 40 trees, 38 of which are included in the TPO group. No in principle objections are raised as to the loss of trees, however, the Council's Tree Officer has raised concerns with the proposed landscaping which is not considered to provide a high quality and sustainable environment. However, on the basis of the existing site context, the need to make the most efficient use of this site and measures that could be secured through conditions, it is not considered that the proposal would result in sufficient harm to warrant refusal on this basis.

The site is sustainably located near to North Sheen Station and public transport serviced on Lower Mortlake Road and Richmond town centre. The development is proposed as effectively car free and this, in principle is supported and in line with the Draft London Plan. Subject to funds being secured through a S106 for CPZ review and implementation and a restriction on future occupiers from accessing parking permits, the development would avoid a severe impact on local parking stress on streets surrounding the site and the development would avoid a severe impact on the local highway or to highway and pedestrian safety.

Network Rail has objected to this application on the basis of insufficient information to demonstrate that this proposal would avoid a loss of pedestrian and cyclist safety at the level crossing. Network Rail has requested financial contributions towards upgrades to North Sheen Station, including station safety measures and has confirmed that these contributions would overcome their objections. However, the applicant has not yet agreed to these contributions. TfL raise no in principle objections to the scheme subject to a contribution of £420,000 towards the implementation of road safety scheme at Manor Circus. The applicant has agreed to the principle of a contribution towards this scheme but the final figure has not yet been agreed.

As outlined in the NPPF, decisions should apply a presumption in favour of sustainable development, and grant permission unless any adverse impacts of doing so would ‘significantly and demonstrably’ outweigh the benefits, when assessed against policy. In this instance, the harm identified above is considered to outweigh the benefits and it recommended that this application is refused.

Recommendation: Refusal, on the grounds outlined at the end of the report, and subject to referral to the Greater London Authority to:

- **Allow the recommendation to proceed unchanged**
- **Direct the council under Article 6 to refuse the application**
- **Issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application and any connected application**

Site Description:

1. This 1.5 Ha site is located to the west of Manor Road, Richmond; approximately 1km to north east of Richmond town centre and is bound by the railway / underground / overground line to the north west and south. The site contains a single storey building with associated car parking and is currently in retail use (occupied by Homebase and Pets at Home).
2. The site is within an area known to suffer from surface water flooding, within a London Underground Safeguarding Zone and is known to have had a previous industrial land use. The site is also in an Article 4 area (removing permitted development rights for basements), the higher CIL band, a takeaway restriction zone and National Grid gas safeguard zone. The site also contains two TPO Areas.
3. The Sheen Road Conservation Area lies to the south west of the site and the Sheendale Road Conservation Area lies to the west. There are various BTMs in the vicinity of the site, notably, No’s 1-11 Manor Road (directly opposite the site).
4. The surrounding area comprises a mix of uses, mainly being residential but also the Sainsbury’s superstore to the east, North Sheen Bus Terminus to the north and commercial premises to the north west of the site (on Bardolph Road, Lower Mortlake Road and Victoria Villas).

Relevant Planning History

5. The site has an extensive planning history relating to its current retail use, the most relevant this application being as follows:

Ref	Proposal	Decision	Dec Date
06/0967/FUL	Vary condition (F) of 91/0270/OUT so as to allow sub division of the DIY store.	withdrawn	22/05/2006
00/2353	Improvements to Bus Terminus including details of site.	NFA	22/01/2004
94/1763/FUL	Variation of condition (g) attached to 91/0270/OUT - Extension of garden centre to provide an additional 336.59m ² of floor space extension of new access gates and timber fencing and I	granted	16/09/1994

91/2243/FUL	Change of use of site from open air car sales to car parking and part bus lay-by facility in association with the Homebase Store currently being constructed.	granted	31/01/1992
91/0270/OUT	Erection of two non-food retail warehouse units within Use Class A1, one with garden centre, new vehicle and pedestrian access and car parking and associated landscaping.	granted	22/08/1991
90/1169/OUT	Erection of two non food retail warehouse units within Use Class A1, One with garden centre new vehicle and pedestrian access, car parking, landscaping	NFA	02/05/1991
90/1170/OUT	Erection of two non-food retail warehouse units, one with garden centre, new vehicle & pedestrian access & car parking & associated landscaping. (duplicate).	Unknown	20/08/1990

Design Review Panel

6. The applicant has engaged with the local planning authority through pre-application submissions. The scheme has also recently been through two Design Review Panels (DRP). Key points raised by the DRP are as follows:

Design Review Panel 1	<p><u>Urban design</u></p> <ul style="list-style-type: none"> • Spatial form and landscape lack clear strategy • Support public square • Support frontage to Manor Road • Question the impact of the pavilion on the public square • Question form and massing of octagonal building – dominant in views, including surrounding conservation areas • The layout and permeability through the site could be improved by connecting the two site entrances to the site • More could be done to integrate the site with the North Sheen Station • Affordable housing is not sufficiently integrated into the site layout <p><u>Height/Massing</u></p> <ul style="list-style-type: none"> • No justification for height and massing across the site – not of an exceptional design quality • Support of Manor Road frontage <p><u>Landscape/Public Realm</u></p> <ul style="list-style-type: none"> • Public/private spaces not clearly defined • Lack of any meaningful private space / play space • Recommend a strong landscape offer for the site <p><u>Architecture</u></p> <ul style="list-style-type: none"> • Support for architectural language but needs further refining
Design Review Panel 2	<p><u>Urban Design/Place Making</u></p> <ul style="list-style-type: none"> • Hierarchy of public and private spaces not well resolved • Support ground floor commercial space but concerns over pavilion building in the public square remain • Private space of Block B is within public space – concern over its usability

	<ul style="list-style-type: none"> • Site is inward looking • Permeability through the site could be improved <p><u>Height and Massing</u></p> <ul style="list-style-type: none"> • Mass of the built form does not respond well to surrounding context • Height across the site is excessive, representing a jump in scale from the surrounding context. • Height could be reduced whilst increasing density. • Uniform massing – more variation needed • Articulation and design do not justify height • Question form of octagonal building – could relate better to public square • The Panel acknowledges that, in some areas, the height and massing of the proposed scheme has been developed in response to the sensitivities of the surrounding context. <p><u>Architecture</u></p> <ul style="list-style-type: none"> • Pleased with development of architectural language which picks up on surrounding area. Although less developed at the top of the blocks. • However, there are concerns over how effective the general approach has been in integrating what is an urban typology into a suburban low scale context. • Material palette is developing but further variation across the site is advised <p><u>Landscape</u></p> <ul style="list-style-type: none"> • Landscape treatment has improved and support greens roofs but more detail needed • Mixed view on private residential courtyards across the site • Concern over potential parking space at the back of the site due to loss of green space • Recognise the need to densify in conjunction with the redevelopment of this site • Question height and massing of scheme overall as demonstrated by the CGI view looking down Manor Grove
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Public and Other Representations

7. The application was advertised in the Richmond and Twickenham Times, by site notice, and letter (to in excess of 2400 nearby occupants).
8. **Objections:** In excess of 694 objections (including multiple objections) were received. The key comments raised are summarised below:

Height, Scale and Mass (site-wide)

- Height will adversely impact the conservation areas (Crown Terrace/Sheendale Road)
- Four storeys facing Manor Grove will create a Canyon Effect
- Nine storeys is out of character and will impact the neighbourhood
- Concerns regarding extra height afforded to the storage of equipment on the roofs
- Nine storeys will impact the Richmond skyline views
- Scale and massing of development will impact on visual amenity

Design quality

- Criticisms of poor-quality design
- Does not blend in with the local area
- Not enough landscaping and greenspaces
- Clear failure to 'design out crime'
- No consideration given to disabled access

Materials (site-wide)

- Materials not in keeping with the area

Landscape

- Insufficient greenspace provided within the development
- Several nearby off-site places that the applicants suggest for teenage children, such as Kew Gardens and Royal Mid-Surrey Golf course, have access restrictions, including entry cost requirements, and are realistically not available resources.
- Loss of trees
- Lack of play area

Highway matters, traffic & parking

- Already heavy traffic
- Level crossing causes traffic to be at standstill and tailbacks on a very regular basis
- Existing pedestrian footpaths inadequate
- Increased traffic on Manor Road will exacerbate an already congested situation
- Increased waiting period within the Manor Circus roundabout
- Traffic calculation undertaken on one day and didn't reflect the existing situation
- Number of homes not being allocated enough parking spaces
- Concerns over location of visitor parking, parking for service deliveries, waste, Uber etc
- Can only assume resident vehicular access, trade and post deliveries will be drastically increased in comparison to the current visitors to Homebase and Pets at Home.
- Lack of parking provision on site
- Impact of overflow parking on surrounding streets and illegal parking within the area
- Concerns regarding the effectiveness of Controlled Parking Zones
- Reduction in traffic safety
- Concerns regarding PTAL data

Public Access

- Question as to whether the development will be a gated community and whether the site will be accessible to residents
- Access to the site and the central courtyard/square seems to be for exclusive use of the occupiers

Amenity

- Height will adversely impact residents surrounding the site
- Surrounding occupants will have their privacy compromised due to height, balconies and windows
- Properties surrounding the site will lose access to daylight
- Increased air pollution
- Increased noise pollution

Infrastructure

- Local cycle network is not suitable for the potentially high number of cyclists from the development.
- A cycle lane should be provided
- The North Sheen Station:

- Will not be able to cope with the increased demand
- Has inadequate disabled access
- North Sheen station (platform + pedestrian bridge) should be upgraded as part of the proposal
- Long waiting period for doctors
- The increase in families will place pressure on local schools (currently oversubscribed) catchment areas and GP's (waiting times)
- Drainage and sewerage will not cope

Sustainability

- Urban Heat Island effect from too much brick and buildings

Other

- Perception that the proposal will increase anti-social behaviour

Affordable housing

- Not enough affordable housing provided in the proposal

Public transport

- Building on the site of current bus services/interchange will create transport difficulties
- Question regarding reduction of bus services within the area

Loss of retail

- Loss of Homebase, Vets 4 Pets and Pets at Home is not supported
- Loss of employment on site
- Question as to whether more jobs will be lost than gained
- Will increase the cars on the road needing to travel to similar service

Planning precedence/site history/planning framework

- Highlighted previous decisions made by the LPA on residential applications and encouraged the Council to be consistent
- Concerns regarding cumulative impacts of major applications nearby

Construction concerns

- Generation of noise and dust during construction
- Increased pollution during construction
- Concerns regarding management of construction vehicles and impact on Manor Road

Existing conditions (Parking, traffic, retail)

- Limited parking availability within the surrounding streets
- Capacity of trains already full at peak hours
- traffic congestion in Manor Road, at the roundabout, and especially at the North Sheen level crossing, which is already a bottleneck, sending tailbacks up to the Sheen Road/Manor road crossroads.

9. Two joint submissions were received from **Councillors Baldwin, Pyne and Warren:**

- The first submission:
 - Objected to the overdevelopment of the site
 - Highlighted the unreasonable impacts this would have on local amenities through parking, congestion, transport issues and height.
 - Called for North Sheen Station to be upgraded
 - Raised a greater proportion of the flats to be available for rent via a housing association.

- The second was a response to the GLA stage 1 review and its view on housing, transport, height and density, design and community.
10. **Stage 1 Report of the GLA conclusions:** London Plan policies on land use, affordable housing, urban design, inclusive design, climate change, flood risk, drainage and water and transport are relevant to this application. The application does not yet fully comply with the London Plan and draft London Plan as set out below:
 - i. **Land use principle:** The residential-led redevelopment of this under-utilised, accessible out of town retail site is strongly supported.
 - ii. **Housing and affordable housing:** 35% affordable housing is proposed, split 36% affordable rent to 64% shared ownership. This is supported and is capable of being considered under the Fast Track route, subject to the tenure split being agreed with the Council, affordability being confirmed and the use of grant funding being explored.
 - iii. **Urban design and heritage:** The proposed layout, heights and massing is supported. The applicant must address residential quality matters raised in this report. There would be no harm to conservation areas or listed buildings, but confirmation is required as to the impact on Kew Gardens.
 - iv. **Climate change:** The GLA spreadsheet has been used correctly and the proposals use SAP 10 emissions factors; further passive measures for domestic overheating and model against DSY2 and DSY3 should be considered; the domestic cooling proposed for some units is not supported; a site-wide system is required; further information on PV and heat pumps required; Domestic emissions are slightly below the 35% target so needs to be revisited.
 - v. **Flood risk, drainage, and water:** A full review of flood risk (including residual risks) from all sources of flooding should be provided, and flood resilience and emergency planning measures should be included to manage these risks. The applicant should provide revised additional attenuation storage volume calculations, and exceedance assessment.
 - vi. **Transport:** A contribution of £420,000 towards pedestrian and cycle works to Manor Circus must be secured, along with potential mitigation for bus services. Other mitigation required through s106 obligations and conditions.
 11. The **Kew Society** expressed concerns regarding the proposed height, density, its design and impact, parking provision, air quality and affordable housing.
 12. A member of the **Richmond and Twickenham Green Party** stated that the development was too big and disproportionate in size to the surrounding area. There will be impacts on traffic congestion and the density is too high and there is a lack of open space
 13. A submission **on behalf of Richmond Residents** objected to the loss of the Homebase shop, the size and density of the development being excessive. The impact the development would have on traffic and congestion in the area. Finally, the lack of parking was a concern, particularly the impact that this will have on surrounding streets.
 14. A submission was received from the **Richmond Society**, which identified concerns regarding parking, density, height and mass of the proposal. The submission sought confirmation of the proposal's suitability for car free development and clarification regarding the site's boundary and the bus terminus immediately to the north of the site.

15. **Support:** 5 representations of support were received:
- The need for additional housing
 - The need to reduce cars on the roads
 - The activity that the development would bring to the area
 - Presents an opportunity to modernise the North Sheen Station
16. **General Observations:** 25 general observations (including multiple submissions) were received:
- Concern regarding the parking provided
 - Observation that the nearest primary school is half-empty and would benefit from this proposal
 - Suggested that spaces should be available for car-sharing
 - Suggestion that a clear statement of intent regarding the regulation of resident parking permits be provided
 - Suggestion that the vehicle access point be located as close to Manor Circus as possible to prevent further congestion on Manor Road
 - Suggestion that Council should introduce new signage on Manor Road directing drivers to switch off their engines waiting at the barrier crossing
 - Questions whether there was a covenant on the site
 - Questions regarding the role and remit of the Design Review Panel.
17. Any further representations received will be reported to the planning committee in the Addendum.

Proposal

18. This full planning application is for the demolition of existing buildings and structures on the site and the residential-led redevelopment including:
- 4 buildings of between four and nine storeys
 - Single storey pavilion
 - 385 no. residential units (Class C3)
 - 480 sqm of flexible retail /community / office uses (Classes A1, A2, A3, D2, B1)
 - Basement including cycle storage facilities
 - Car free development but the provision of 12 no. accessible car parking spaces
 - Associated landscaping and enabling works
 - Public and private open spaces
19. It is proposed that the site would be developed in three phases as seen below.



Amendments

20. New information and updated plans were received on 28.05.2019:

- Amendments in response to transport comments (for example, provision of showers and lockers associated with proposed cycle parking);
- Minor amendments to Block A elevations
- Minor amendments to general arrangement and floor plans to align with Fire Safety Strategy
- Updates to landscape plans
- New information submitted in relation to energy, sustainability, transport, design, landscape proposals, flood risk, drainage, fire safety, trees and wind & microclimate.
- Updated Health Impact Assessment and Townscape View Assessment

21. Given the modest nature of the changes, which are not considered to prejudice neighbours, a formal re-consultation was not deemed necessary.

Professional comments

Land Use

22. *The National Planning Policy Framework supports the efficient use of land:*

- Planning decisions should support development that makes efficient use of land (para 122)
- planning decisions should avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site (para 123)
- local planning authorities should refuse applications which they consider fail to make efficient use of land (para 123)

23. *Policy H1 of the Draft London Plan states that “boroughs should optimise the potential for housing delivery on all suitable and available brownfield sites through their Development Plans and planning decisions, especially the following sources of capacity:*
- *Mixed use redevelopments of car parks and low – density retail parks*
24. *LP 1 – Local Character and Design Quality – supports development proposals that are compatible with the local area, make best use of land and are appropriate in terms of suitability and compatibility of uses.*
25. *LP 28 – Social Infrastructure – supports new or extensions to existing social and community infrastructure where:*
- *it provides for an identified need;*
 - *is of a high quality and inclusive design providing access for all; and*
 - *where practicable is provided in multi-use, flexible and adaptable buildings or co-located with other social infrastructure uses which increases public access.*

Development proposals for 10 or more residential units should assess the potential impacts on existing social and community infrastructure in order to demonstrate to the Council that there is sufficient capacity within the existing infrastructure to accommodate the needs arising from the new development

26. *Policy LP 40 - Employment and local Economy - states that the Council will support a diverse and strong local economy in line with the following principles:*
- *Major new employment development should be directed towards Richmond and Twickenham centres. Other employment floorspace of an appropriate scale may be located elsewhere.*
 - *The provision of small units, affordable units and flexible workspace such as co-working space is encouraged.*
27. *Policy LP 41 - Offices – states that the Council will support appropriate new office development by the following means:*
- *Smaller scale office development will be encouraged in suitable locations, particularly within the designated Key Office Areas.*
 - *New office accommodation should be suitable to meet future needs, especially to provide for the requirements of local businesses and small firms.*
 - *Design of office floorspace for flexible occupation and modern methods of working such as co-working space is encouraged.*
28. *The application site is approximately 1.5 hectares and comprises a single building split into two A1 retail warehouse units (totalling approximately 5,000sqm) occupied by Homebase and Pets at Home and associated car parking area which currently provides 174 no. car parking spaces.*
29. *The proposal is for the mixed-use redevelopment to provide 385 residential units (Class C3) and 480 sqm of flexible retail /community / office uses (Classes A1, A2, A3, D2, B1). There is no exact breakdown of the individual uses, as the applicant is seeking a flexible permission, but the proposal would result in the loss of a significant amount of retail floorspace.*
30. *The existing retail use is not protected through LP 25 and LP 26, being located outside of the Borough’s town centres and not within a defined retail frontage. Consequently, there are no in principle objections to the loss of retail floorspace.*

31. The proposed mix of uses (flexible A1, A2, A3, D2 and B1) is considered appropriate for the site (subject to ensuring that the proposed uses are compatible with existing and future neighbours and occupiers which will be discussed in detail later in this report). The quantum of commercial space is considered sufficient to meeting the needs of the development in line with policy LP 28 of the Local Plan and would also contribute to meeting identified borough needs, for example office space (B1) and potentially social infrastructure space (D2). The commercial space is considered to be appropriately located on the Manor Road frontage and leading into the site and public square, albeit the siting of the pavilion building in the centre of the public square is not supported on the basis that it compromises the civic value of the space.
32. In summary, the development makes more efficient use of this site and provides an appropriate amount and mix of uses to meet the needs arising from the development. The principle land uses of the development are considered to accord with the NPPF, London Plan and Local Plan policies, subject to further consideration of matters which will be discussed elsewhere in this report.
33. Had this proposal been found acceptable, a condition could have been applied to ensure the development provides a balanced mix of uses and avoids harm to the vitality and vibrancy of the Borough's town centres (placing a cap on individual uses).

Housing

34. *Policy LP 35 set out the housing mix aspirations for developments:*
 - *Development should generally provide family sized accommodation, except within the five main centres and Areas of Mixed Use where a higher proportion of small units would be appropriate.*
 - *Housing mix should be appropriate to the site-specifics of the location.*
35. This scheme is proposing 385 no. residential units. The following mix is being provided:
 - 152 x 1 bed
 - 178 x 2 bed
 - 55 x 3 bed
36. The above mix of units is considered appropriate for the site context and in striking an appropriate balance between meeting the borough's need for family sized accommodation whilst making efficient use of this site in accordance with NPPF para's 122 and 123.
37. In principle, the efficient use of the site and the provision of a significant number of residential units, contributing towards local housing need, is supported (subject to the Affordable Housing section below) and is a benefit to this scheme.
38. This view is supported by the GLA who, in their Stage 1 response, confirmed that they strongly support the principle of this development. This application would be referable to the Mayor.

Affordable Housing

39. *Policy 3.11 of London Plan sets a target of 60% social and affordable rent: 40% intermediate rent or sale for new affordable homes. The priority should be for affordable family housing.*
40. *The Draft London Plan and the Mayor's Affordable Housing SPG provides a framework for delivering the maximum reasonable amount of affordable housing, setting a long-term strategic aim of 50% on site affordable housing. The SPG includes further information on this approach and clarifies that where an LPA currently adopts an evidenced approach which will deliver a higher average percentage of affordable housing (without public subsidy) the*

local approach can continue to apply. Schemes providing 35% are subject to a fast track process whereas those that do not meet the 35% threshold are required to submit detailed viability information to be scrutinised by the LPA. In order to meet the fast track threshold, schemes must also be consistent with the relevant tenure split (at least 30% social or affordable rent; at least 30% intermediate products; the remaining 40% determined by the LPA), have sought to increase the level of affordable housing beyond the 35% by accessing grant and subject to an early stage viability review. The SPG also includes guidance on viability appraisals.

41. Policy LP 36 outlines the Council’s approach to affordable housing:

- 50% of all housing units will be affordable housing, with a tenure mix of 40% of the affordable housing for rent and 10% of the affordable intermediate housing.
- the affordable housing mix should reflect the need for larger rented family units and the Council's guidance on tenure and affordability, based on engagement with a Registered Provider to maximise delivery.
- Where on-site provision is required, an application should be accompanied by evidence of meaningful discussions with a Registered Provider which have informed the proposed tenure, size of units and design to address local priorities and explored funding opportunities.
- on all other sites capable of ten or more units gross 50% on-site provision. Where possible, a greater proportion than 50% affordable housing on individual sites should be achieved.
- Where a reduction to an affordable housing contribution is sought on economic viability grounds, developers should provide a development appraisal to demonstrate that schemes are maximising affordable housing. The developer will be required to underwrite the costs of a Council commissioned economic viability assessment. The Council will rigorously evaluate such appraisals and:
 - assess if the maximum reasonable amount of affordable housing is based on delivering the appropriate tenure, unit sizes and types that address local needs.
 - consider whether it is necessary to secure provision for re-appraising the viability of a scheme prior to implementation to secure contingent obligations.
 - in most circumstances the Existing Use Value plus a premium (EUV+) approach to assessing benchmark land value in development appraisals and viability assessments should form the primary basis for determining the benchmark land value.

42. This scheme is for 385 no. residential units, 134 of which are affordable (35%). This falls significantly short of the Council’s requirement of 50% on-site provision.

	Number / % by units		Number / % by habitable rooms		% of affordable by habitable rooms
Market	251	65%	251	65%	N/A
Affordable Rent	40	35%	135	35%	36%
Shared Ownership	94		236		64%

Tenure

43. As this application is referable to the Mayor, the Mayoral requirements as to tenure mix apply (30% London Affordable Rent; 30% shared ownership and 40% Richmond compliant tenure mix). The proposed tenure mix therefore fails to comply with both the Mayoral and Richmond

policy requirements as confirmed by the Council's Housing department and the GLA. A Mayoral policy compliant mix would amount to 83 rent and 51 shared ownership.

Size

44. Of the affordable units, the unit size mix is as follows:

Affordable Rent

- 6 x 1 bedroom dwellings
- 13 x 2 bedroom dwellings
- 21 x 3 bedroom dwellings

Share Ownership

- 46 x 1 bedroom dwellings
- 48 x 2 bedroom dwellings

45. With regard to the affordable rent, the above unit size mix is considered to be acceptable. However, more than 50% of the shared ownership homes are proposed as 2 bed units. The applicant has calculated the gross annual income required for one bedroom units as £67,000 and two bedroom units as £81,000. As such, none of the units would comply with the Council's requirement that two thirds of the shared ownership homes are affordable at a gross household income of £47,000 as required by the Council's Intermediate Housing Policy or the Mayor's stated position that, notwithstanding the current Mayoral affordability household income cap of £90,000, shared ownership homes should be affordable across a range of incomes within this cap. As such, the shared ownership units are not considered acceptable in terms of the Council's affordability requirements.

Unit sizes

46. The Council's Housing Department raised concerns over the size of the affordable units with 32 of the affordable rented units significantly exceeding minimum floor area standards (by at least 10m²). The excess floor area in these units amounts to 410m² and, overall, the affordable units exceed minimum national standards by 840m². The floor area proposed for affordable housing therefore has the potential to deliver an increased number of affordable units and therefore there is potential that the quantum of affordable housing units have not been maximised. This advice has been fed back to the applicant, however, such amendments were not forthcoming.

47. If unit sizes were reduced, it is anticipated that this would result in an improved offer from the Registered Provider which could, in turn, potentially result in an enhanced affordable housing offer, providing additional affordable housing units and/or the conversion of shared ownership to affordable rented homes. This would then inform a revised financial appraisal to be independently assessed by the Council's financial advisor.

Public grant

48. The applicant has failed to demonstrate that they have fully investigated Mayoral grant funding opportunities through the course of this application. The Mayor's Affordable Housing SPG confirms that in the event that grant is used to achieve 40% affordable housing, the grant funding can be applied to all the affordable units. This scenario should be tested through the viability process.

49. As the proposed two bedroom shared ownership units (in particular) fail to meet the Council's affordability requirements, there is clear potential for the Council's Housing Capital grant funding to be used to alter the tenure mix in order to deliver more family sized affordable rented homes.

50. Subject to viability and design, the LPA would wish to see a higher number of family sized rented homes by swapping one bedroom rented homes with two bedroom shared ownership homes.

Viability

51. The applicant has provided a Financial Viability Assessment (FVA) to justify the shortfall in provision. The Mayor's SPG notes that, within planning viability assessments, the viability of a development is determined by calculating the residual land value through deducting development costs from development value to ascertain the underlying land value. This is then compared with the Benchmark Land Value (BLV) which can be considered as the value below which a reasonable land owner is unlikely to release a site for redevelopment. The SPG acknowledges that there are various methodologies for calculating the benchmark land value but states for the EUV+ methodology which is also advised through LP 36 and NPPF.
52. The FVA has been assessed by an independent viability assessor appointed by the Council, in consultation with the applicant. The applicant responded to the initial report published by the independent assessor and a number of initial concerns were overcome through further information being provided. However, the following concerns were not addressed:
- Disagreement over Benchmark Land Value (BLV) – albeit BLV was revised through the course of the application based on new information from applicant
 - Cannot accept BLV valuation based on £30psf
 - Insufficient marketing and comparable evidence provided to demonstrate the applicant's current market value of the retail store.
 - Cannot accept yield % (although have amended the site value based on a revised yield)
 - Cannot accept developer contingency but have accepted a modest allowance for ground works.
 - The BLV has been revised following the consideration of Homebase hypothetically remaining in situ which would improve the yield.
53. The independent review concludes that the scheme is viable and can provide further on-site affordable housing. The independent viability assessor has requested evidence to support the applicant's position but this has not been forthcoming.
54. The applicant's FVA does not demonstrate that the applicant has engaged with and received offers from Registered Providers to inform the affordable housing offer and the viability process. Notwithstanding, the independent reviewer has accepted the affordable housing values to be acceptable.

Summary

55. Currently, the proposal is not considered to be delivering the maximum reasonable amount of affordable housing to meet the Borough's identified need to meet the needs of low-income households. In summary:
- The scheme fails to deliver a policy requirement of 50% on-site affordable housing
 - An independent review of the applicant's Financial Viability Analysis concludes that the scheme is viable and capable of delivering in excess of 40% affordable housing.
 - The proposed tenure mix fails to comply with Mayoral and LBRuT policy requirements and the independent viability review indicates that a more compliant tenure mix can potentially be achieved.
 - The proposal fails to demonstrate that the scheme would comply with the Council's requirement that two thirds of the shared ownership homes are affordable at a gross household income of £47,000 as required by the Council's Intermediate

Housing Policy. Particular concern is raised with regard to the 2 bedroom shared ownership units

56. In the event that planning permission is granted, a S106 agreement must include appropriate clauses to review the viability of affordable housing provision, consider the level and tenure mix of affordable housing delivered to achieve a better level of compliancy with policy objectives and to assess the viability of improving the affordable housing offer with grant support prior to commencement of the scheme if this is not assessed prior to determination of the application. This could be achieved by the following clauses:
- Pre-commencement Review – giving further consideration to Mayoral and LBRuT grant support to improve the number and/or tenure mix of affordable units
 - Early Stage Review – agreed with applicant
 - Late Stage Reviews – agreed with applicant
57. It is recognised that a number of the concerns raised above could be overcome through changes to the design of the units to maximise use of available floorspace, adjusting the tenure mix, consideration of public grant (Mayoral and LBRuT), attaining final offers from Registered Providers and, following all of this, further modelling and a final independently reviewed viability position. The Council has sought to negotiate these matters with the applicant, but an agreeable position has not yet been reached.
58. Overall, it is considered that the development fails to address affordable housing need, contrary to the NPPF and Local Plan policy LP 36 and the Council's Affordable Housing SPD.

Design and Heritage Assets

59. *The NPPF recognises heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance. Consequently, in determining applications, local planning authorities should take account of:*
- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
 - *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
 - *the desirability of new development making a positive contribution to local character and distinctiveness”.*
60. *Further:*
- *When considering the impact on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance (para. 193);*
 - *Any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use (para. 194-196);*
 - *Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of*

heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably” (para. 200)

61. *Policy 3.5 of the London Plan states that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment, taking account of strategic policies in this Plan to protect and enhance London’s residential environment and attractiveness as a place to live. 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.*
62. *The above is reflected within the Local Plan (LP 1), which sets the Council’s intention for all development to be of high architectural and urban design quality, and the character and heritage of the borough to be maintained and enhanced where opportunities arise. Development proposals will have to demonstrate a thorough understanding of the site and how it relates to its existing context, including character and appearance, and take opportunities to improve the quality and character of buildings, spaces and the local area. To ensure development respects, contributes to and enhances the local environment and character, the following will be considered when assessing proposals:*
- *compatibility with local character including the relationship to existing townscape, development patterns, views, local grain and frontages as well as scale, height, massing, density, landscaping, proportions, form, materials and detailing;*
 - *sustainable design and construction*
 - *layout, siting and access, including making best use of land;*
 - *space between buildings, relationship of heights to widths and relationship to the public realm, heritage assets and natural features;*
 - *inclusive design, connectivity, permeability, natural surveillance and orientation; and*
 - *suitability and compatibility of uses, taking account of any potential adverse impacts of the co-location of uses through the layout, design and management of the site*
63. *Policy LP 2 states that the Council will require new buildings to respect and strengthen the setting of the borough’s valued townscapes and landscapes, through appropriate building heights, by the following means:*
- *require buildings to make a positive contribution towards the local character, townscape and skyline, generally reflecting the prevailing building heights within the vicinity; proposals that are taller than the surrounding townscape have to be of high architectural design quality and standards, deliver public realm benefits and have a wholly positive impact on the character and quality of the area;*
 - *preserve and enhance the borough’s heritage assets, their significance and their setting;*
 - *respect the local context, and where possible enhance the character of an area, through appropriate: scale; height; mass; urban pattern; development grain; materials; streetscape; roofscape; and wider townscape and landscape;*
 - *take account of climatic effects, including overshadowing, diversion of wind speeds, heat island and glare;*
 - *refrain from using height to express and create local landmarks; and*
 - *require full planning applications for any building that exceeds the prevailing building height within the wider context and setting.*

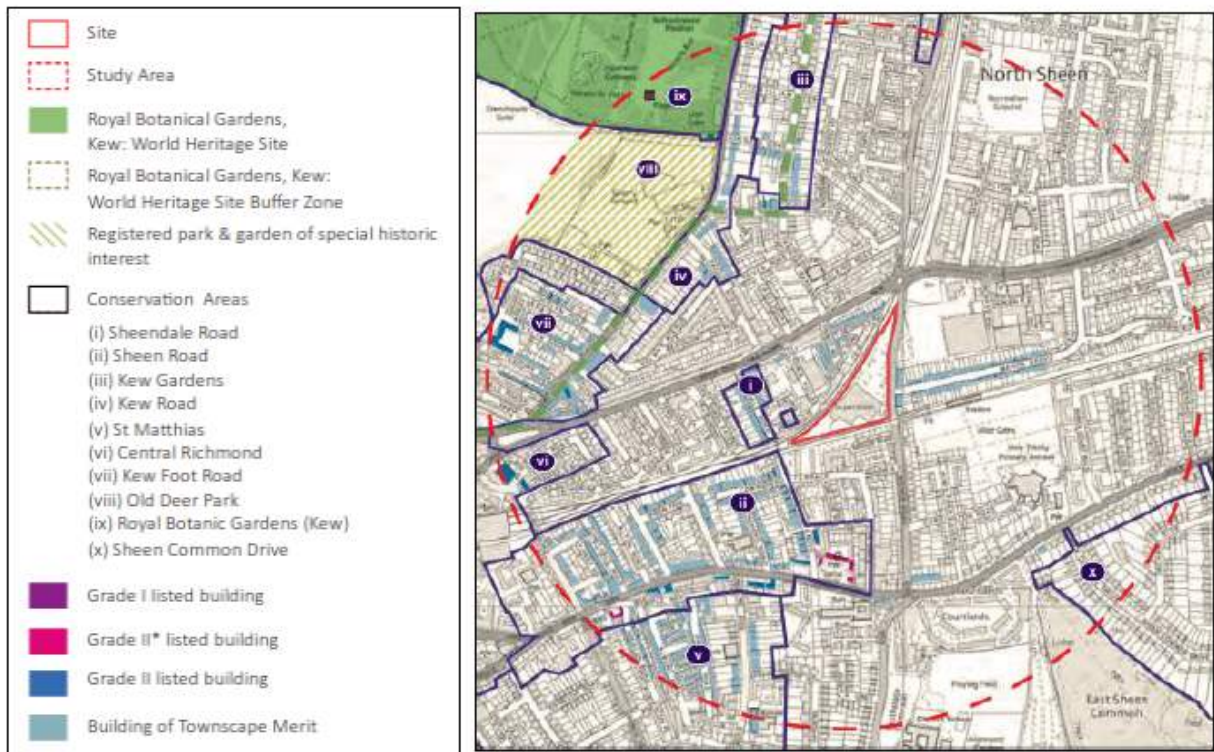
64. *Policy LP 2 recognises the Borough is characterised primarily by low to medium-rise development patterns, which has produced very attractive townscapes, which are important to the boroughs distinctive character. Further, the borough-wide Sustainable Urban Development Study demonstrates that higher density development would only be appropriate in the main centres. Elsewhere in the borough it is considered that 'taller' or 'tall' buildings are likely to be inappropriate and out of character with its historic context and local distinctiveness.*
65. *'Taller' buildings are defined as those being significantly taller than the neighbouring buildings but less than 198m in height (below 6 storeys); and 'tall' building is defined as a building of 18m in height or height.*
66. *Any proposal for a tall or taller building should make a positive contribution to the existing townscape, character and local distinctiveness of the area. Any building or features taller or bulkier than the surrounding townscape will only be acceptable where a full design justification based on a comprehensive townscape appraisal and visual assessments (including computer visualisations and photo montages) had demonstrated that no material harm is cause to interests of acknowledged importance.*
67. *With respect to designated heritage asset, LP 3 requires development to conserve and, where possible, take opportunities to make a positive contribution to, the historic environment of the borough. Development proposals likely to adversely affect the significance of heritage assets will be assessed against the requirement to seek to avoid harm and the justification for the proposal. The significance (including the settings) of the borough's designated heritage assets, will be conserved and enhanced by the giving great weight to the conservation of the heritage asset when considering the impact of a proposed development on the significance of the asset.*
68. *Of relevance, policy LP 4 requires BTMs to be preserved, and where possible enhanced.*
69. *The scheme incorporates a basement, subsequently, as required by LP 11, developments must:*
 - *Demonstrate the scheme safeguards the structural stability of the existing building, neighbouring buildings and other infrastructure, including related to the highway and transport;*
 - *include a minimum of 1 metre naturally draining permeable soil above any part of the basement beneath the garden area, together with a minimum 200mm drainage layer, and provide a satisfactory landscaping scheme;*
 - *demonstrate that the scheme will not increase or otherwise exacerbate flood risk on the site or beyond, in line with policy LP 21 Flood Risk and Sustainable Drainage;*
 - *demonstrate as part of a Construction Management Statement that the development will be designed and constructed so as to minimise the impact during construction and occupation stages (in line with the Local Environmental Impacts, Pollution and Land Contamination policy of this Plan);*
70. *Richmond and Richmond Hill Village Planning Guidance (Character Area 6 – Old Gas Works) advises that should redevelopment proposals come forward for appropriate uses there is an opportunity to re-plan and upgrade the public realm. There are also opportunities to achieve improvements to the visual appearance of the area, including when viewed from the A316 Lower Richmond Road. Proposals should demonstrate how they support this opportunity and also how they positively respond to the relationship with adjoining areas, which are primarily residential in character*

71. Information on the features and character of neighbouring character areas (Character Areas 5 and 8) should also be taken on board when progressing the scheme.

72. The site is located outside of the Borough's centres in a predominantly suburban area characterised by the low-density terraces surrounding the site (Manor Grove; Manor Road; Manor Park; Manor Gardens; Townshend Terrace; Trinity Road; Bardolph Road; St George's Road). The wider area is a former industrial area which, along with development along Lower Mortlake Road, contrasts with the predominant suburban development pattern:

- Blocks of residential flats ranging in height from 3 to 5 storeys (Falstaff House; Manor House on Bardolph Road; Elephant House on Victoria Villas; Cliveden House No. 19-22 Victoria Villas; Clarence Court, Dee Road)
- Mixed use buildings ranging in height from 3-6 storeys on Lower Mortlake Road (to the west) and Market Road / Orchard Road (to the east)
- 12 storey block of flats 'The Towers' off Lower Mortlake Road
- Low rise commercial / industrial buildings on Bardolph Road and Sainsburys to the east

73. The relationship with nearby heritage assets can be seen on the map below



Layout (site-wide)

74. The layout of buildings across the site differs from the predominant suburban pattern of development in the surrounding area with large connecting blocks and footprints of varying scale. However, it is acknowledged that the site is distinct from this predominant pattern (as demonstrated by the layout of the existing retail building) and is isolated, being bound on all sides by transport routes. The development pattern in the wider area does have some variation (as described above) and so, in isolation, the layout is considered acceptable.

75. The blocks are adequately separated, and the layout restores a frontage to Manor Road which is supported. The main entrance to the site is located in a logical position opposite Manor Grove, and some effort has been made to break the building line along this frontage

to respond to the urban grain and streetscene and allow some (albeit limited) permeability through the site.

- 76. The public square is supported, and the uses that flank the proposed square are appropriate.
- 77. The Metropolitan Police raise no objections to the application subject to a condition securing Secure by Design silver accreditation. If the scheme had been recommended for approval, this would have been secured.

Height, Scale and Mass (site-wide)

74. The scheme comprises the following (as seen below):

- Block A - four to nine stories in height
- Block B - up to nine stories in height
- Block C - six to seven stories in height
- Block D - four to nine stories in height

By definition the scheme includes 'tall' and 'taller' buildings.



75. As set out in the site context above, there is variation in height in the surrounding area. The site is isolated, and the redevelopment of the site offers an opportunity to make more efficient use of this sustainable site. Notwithstanding this, national and local planning policy requires new development to respond positively to local context and the height proposed

across the site is considered grossly excessive to the predominant building height in the area. Some of the buildings, particularly in the centre of the site, are uniform and show little variation in height, giving little visual relief and an appearance akin to a dense urban environment, showing little regard to the predominant character and context of the wider area. Whilst some variation is sought, the abrupt variations in height within blocks (i.e. 4 to 9 storeys within Blocks A and D) are equally deemed unacceptable, resulting in poor juxtapositions between buildings within the site. This is demonstrable through townscape views, notably in views from the west end of Manor Grove (as seen below) where the proposed development will give a looming, oppressive and dominating appearance. The same is also the case in views from the south where the siting and size of the blocks in combination with their height and uniform design create an overwhelming wall of development that is utterly out of context with the predominant existing suburban pattern of development.



View from Manor Grove (looking west)



View from the pedestrian footbridge across the railway (south west of the site)

76. The proposed development appears to have been led by a desire to maximise development on the site as opposed to one that responds positively to the local context through design and appropriate use of height. This is demonstrated through the sections, which demonstrate how excessive the height, scale and mass are in comparison to the prevailing building height in the wider area.



77. Short sections have also been provided and these similarly show the poor relationship between nearby buildings (some of which are modest 2 storey terrace cottages), notably Block C on the southern and north western boundary. And this poor relationship is exacerbated by the size of the blocks and the design approach.

Block D in the foreground (Block C in the background)

Block C (facing north west)





78. The applicant has provided a Townscape Visual Impact Assessment (TVIA) which identifies the site as being within a mixed-use area with a 'low susceptibility to change' and 'low sensitivity' to the proposal. The TVIA ultimately concludes that the scheme enhances the townscape character and visual appearance of this area of Richmond. Officers disagree with findings of this report.
79. The applicant has also provided a Design Rationale document setting out examples across the Borough and the wider area of what they consider to be tall developments integrating successfully with their surroundings. Whilst these examples are acknowledged, it should be noted that the sites highlighted by the applicant are predominantly town centre locations with differing urban grain and site context (i.e. relationship to other taller buildings) and with some being in areas of the Borough identified for taller buildings (i.e. Twickenham Gateway). Furthermore, every planning application should be determined on its own merits and with regard to local context in line with national, regional and local planning policy. As such, the information provided is not considered to justify the height proposed across the site.
80. The 11-storey 'Towers' within the vicinity of the site has also been pointed out, however, officers would argue that this standalone building is an anomaly and a representation of a different era when such isolated tower blocks, prioritising function over design, might have been considered acceptable but does not represent a high quality of design that the Council now seeks to achieve and is not considered justification for such height across the site. This is supported in the Local Plan, which states, "*existing tall or taller buildings should not be used as a precedent for allowing further, ore replacement, tall or taller buildings where the existing ones are harmful to the townscape or amenity*".
81. The above conclusions differ from the GLAs view:
- *The heights and massing strategy responds positively to the existing low-rise context, with the scale dropping down to respect neighbouring properties along the south and eastern edges. The tallest element of the scheme is a 9 storey building at the centre of the site, which would be set away from residential properties. Given the context and the sensitive design approach taken by the applicant, the heights and massing is considered to be acceptable*

Manor Road Frontage

82. The Manor Road frontage buildings (Blocks A and D) are 4 storey buildings with the top floor mansard set back. The general scale, mass and height are considered acceptable given the surrounding context and some aspects of the design picks up on some features common to the area (including the BTMs opposite). However, there is regret over the high parapet and the treatment of the top floor, including the large openings and the design and materials of the mansard, and the inset balconies. Officers question the compatibility of such features in the townscape, however, do not consider these warrant a refusal on their own right.



Linking Blocks and Townhouses

83. The linking blocks are modest in height in comparison to other buildings proposed and the townhouses in particular are a positive element of the scheme which help to break up the monotony of the development overall.

Block A

84. Block A wraps round into the site from Manor Road, leading to the railway line and up to North Sheen Bus Terminus. Within the centre of the block is a private residential courtyard. The block has various access points from Manor Road, the internal access road and the main site entrance leading to the public square.

85. There are abrupt jumps in height between the individual buildings within this block with the Manor Road frontage being four storeys, rising to 9 storeys in the centre of the site (overlooking the public square) before dropping down to 7 storeys to the north along the railway line. This block also includes 3 storey townhouses fronting the railway line.

86. The Manor Road frontage and link buildings and townhouses have been discussed elsewhere and, generally speaking, no objections are raised to these elements of the scheme.

87. The remaining buildings wrapping round the north / north-east boundaries of the site are of considerable height, ranging between 7 and 9 storeys. The scale, height, mass, and uniform design are in stark contrast to the suburban context and character of the locality. This block, notably the 9 storey central building, will be dominant in local views as demonstrated through the CGI view from the western end of Manor Grove. This is considered to cause significant harm to the character and appearance of the local area which has not been justified or outweighed by a high quality of design.

88. The central building overlooking the public square rises to 9 storeys. Some distinction has been added to the top two floors of this building, but this does not effectively or sufficiently break down the mass of the building or represent a high quality of design that justifies such height.

89. The northernmost building adjacent to the Bus Depot rises from 5 to 7 storeys, having a degree of separation from the main Manor Road frontage due to a break in the building line. This is considered to be one of the least sensitive parts of the site given its relationship with

surrounding built form and the context in which it is viewed, however, this building will still appear as a dominant and bulky in views from the north/north east, especially in combination with Blocks B and C.

Block B (Octagonal Building)

90. Block B, which fronts the public square, is intended as a unique marker building and has an octagonal form. Similar to the development as a whole, the design is uniform which exacerbates the mass of the building.
91. This building will be dominant in local views, as demonstrated through representative views 1; 4; 6 of the Townscape Visual Impact Appraisal and the view from the western end of Manor Grove as shown in the Design and Access Statement and seen above. This building will also loom over the BTM's on Trinity Road, striking a poor relationship with these modest buildings and ultimately resulting in harm to their setting.
92. Whilst there are some design references (including materials) which respond to the surrounding area, notably the Sheendale Road Conservation Area, the height and form of the building is not supported by officers and its uniformity of design and materials exacerbates its scale and mass and makes little attempt to respond to the site context. These factors combined are deemed to have a harmful effect on the character and appearance of the area. This view reflects the findings of the Design Review Panel.

Block C

93. This block is located in the south west corner of the site and is the most isolated part of the site, being bound by railway lines on either side. This block ranges in height between 6 and 7 storeys, with the top floor mansard set back. The size of this block, in combination with its height and uniformity of design, results in a building of considerable scale and mass that is utterly out of character with the surrounding area, with only minimal efforts being made to break down its mass. This block would be unrelenting, dominant and oppressive in local views (as seen on the image below) and, for these reasons, is considered to cause significant harm to the character and appearance of the area.
94. This block is located approximately 85m to the east of the Sheendale Road Conservation Area, the significance of which is primarily due to the modest design and symmetry of the buildings. No's 33-39 Crown Terrace are a distinct group of cottages which also form part of the CA and lie approximately 30m west of the site. This group, as well as other properties on Sheendale Road but to a lesser degree, are viewed in the context of nearby blocks of flats which exceed the predominant scale and height of the surrounding area (i.e. 1-5 Dee Road, Elephant House, The Towers). However, Block C goes far beyond this established relationship and, in combination with Block B, will result in a wall of development that will loom over and be an overwhelming presence to No's 33-39 Crown Terrace in particular, as well as being prominent from elsewhere in the Conservation Area (notably at the junction of Dee Road and Sheendale Road), which is in stark contrast to the modest semi-detached dwellings that form and characterise the Conservation Area. On this basis, the proposal is considered to result in harm to the setting of the Conservation Area.



Block D

95. This block, in the south east corner of the site, fronts on to Manor Road, wrapping into the site through the public square and to the railway line to the south. The block would be primarily accessed from Manor Road, included a gated access for residents adjacent to the railway crossing, and via the main site access. There are significant jumps in height between the individual buildings. The Manor Road frontage is four storeys in height, rising to 9 storeys fronting the public square before dropping down to 5 storeys on the southern boundary.
96. The 9 storey building fronting the public square replicates the opposite building in Block A and the same comments apply. The same is the case for the general comments in relation to the scale, height and uniform design which are utterly out of context. This block, similar to Block A, looms over the Manor Road frontage and will be dominant in views from Manor Road (as evidenced on representative views 1; 2; 11) and looking east from the western end of Manor Grove.

Design

97. Some concern is raised with regard to the design of the Manor Road frontage. This includes the design and presence of the top floor which, as a result of its design and over-sized openings, appears dominant and gives the appearance of a 4 storey building, exacerbating the disjuncture between the modest two-storey BTMs on the opposite side of Manor Road. However, some regard has been had to these BTMs in terms of materials, proportions and design features (including arched openings, bays and brick detailing) and, overall, the design of this frontage is not deemed harmful to the setting of the BTMs or the Manor Road street scene.
98. With regard to the other buildings on the site, again some regard has been had to incorporate distinctive features from the surrounding area to tie together the overall scheme (as advised and supported by the Design Review Panel), however, ultimately, the design of these buildings is monotonous and uniform which only exacerbates the scale and mass and gives the appearance of an inner city development at odds with the surrounding pattern of development. This view differs from the GLA that state in the Stage 1 report, "*The simple and refined approach to the architecture, taking cues from the surrounding historic context, is welcomed and the use of varying tones of brickwork across the site is supported. The Council should secure high quality materials and detailed throughout by condition*"

99. There is little variation in height within individual buildings and large disjunctions in height within blocks which again accentuates the urban appearance and fails to respond to the local context.

Materials (site-wide)

100. The proposed materials comprise of brick, stone and metalwork. The link blocks, town houses and public square facing buildings are proposed in a grey brick responding to the nearby Sheendale Road CA. The Manor Road frontage and Block C are proposed in red brick and red stone. Whilst the choice of individual materials is not objected to, the lack of contrast (particularly to Manor Road and Block C) in materials, in combination with the uniformity of design, are considered to exacerbate the scale and mass of the buildings. Notwithstanding this point, should this application be approved, further details of materials could be secured through conditions.

Landscape

101. The proposed landscaping is divided into a series of public, semi-public, private, semi-private and a service/access area along the internal access road. The majority of the site is publicly accessible. The applicant has confirmed that the gated 'private' areas are intended to be open during the day, subject to site management controls, which would allow public access to these areas, allowing permeability through the site during these hours.

102. The applicant has confirmed that approximately 30% of the site will be soft landscaped. The proposed landscaping and tree planting can be seen on the plans below. The extent of soft landscaping is considered acceptable on the basis of the type of development proposed and the need to make efficient use of the site in line with the NPPF.

103. The proposed public square will function as space for future occupiers and existing residents of the area to congregate, will add vitality to the area and provides space for public events and playspace for children. This is a benefit to the scheme.

104. New tree planting is proposed on Manor Road, which is supported and reflects the intentions of LP 1 and SA 21 (Sainsbury's site allocation policy) of the Local Plan which seeks to bring about public realm benefits including improvements to the visual appearance of the area.

105. Overall, the proposed location and quantum landscaping is considered acceptable. If the scheme had been recommended for approval, conditions would be secured seeking further details of hard and soft landscaping.

Proposed tree planting	Proposed landscaping
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Basement

106. A basement, which is proposed underneath Block A and accessed from the rear access road, is compliant with LP 11.

Summary

107. The site is not located within an area identified for tall or taller buildings and, overall, it is considered that the scheme fails to demonstrate a thorough understanding of the character and built form context of the immediate area, which the site forms a part.

108. The proposed height across the site is significantly taller than the predominant building height in the area. In particular, the 9 storey buildings in the centre of the site are wholly excessive in height, which will be dominant, overwhelming, unrelenting and visually intrusive, and will result in a looming impression, in particular from Manor Grove, Manor Road, Trinity Road and Dee Road. Nor is it deemed the townscape appraisal and visual assessments provide design justification for warrant such height.

109. Whilst no objection is raised to the block footprints, the combination of their size, height and uniform design, results in an unrelenting scale and mass which is disproportionate and incongruous with the areas character.

110. The design of the blocks makes only minimal references to the local context and, other than the Manor Road frontage, is considered monotonous that only exacerbates the massing and bulk of the development. As the supporting text of policy LP 2 states, “*any proposals for a tall or taller building should make a positive contribution to the existing townscape, character and local distinctiveness of the area*”. In this instance, and for the reasons outlined in the report, the scheme does not achieve such a requirement.

111. The GLA state in their Stage 1 Report, “*development proposals with a residential component that are referable to the Mayor and are above the density threshold or include a tall building (defined locally) must be subject to the particular design scrutiny requirements set out in part F of Policy D2, including appropriate design review. This is relevant in this case given the proposed building heights. The applicant has engaged in the local design review panel process, which is welcomed*”.

112. Whilst the applicant has engaged with the Design Review Panel, the above design conclusions were all concerns raised by the Design Review Panel. Both the Draft London Plan (policy D2) and the NPPF require design scrutiny and support the role that design review panels plays in the decision making process. Policy D2 of the London Plan requires

- design review recommendations to be appropriately recorded and communicated to officers and decision makers
 - schemes show how they have considered and addressed the design review recommendations
 - planning decisions to demonstrate how design review been addressed
113. Furthermore, the NPPF requires, “*in assessing applications, local planning authorities should have regard to the outcome from these processes, including any recommendations made by design review panels*”.
114. In this case, it is not considered that the scheme has shown appropriate regard to the outcomes of the design review process or addressed concerns raised.
115. The site is within close proximity to designated (Sheendale Road Conservation Area) and non-designated (BTMs on Manor Road, Trinity Road) heritage assets and the height, scale, mass and uniform design of the development would result in an imposing presence and a harmful visual impact on these heritage assets, ultimately resulting in harm to their setting in conflict with the NPPF and LP 3, LP 4 of the Local Plan.
116. Historic England, Greater London Archaeological Advisory Service (GLAAS) and Kew Gardens raise no objections to the scheme.
117. Overall, the proposal is in conflict with the NPPF, the London Plan and LP1, LP 2, LP 3 and LP 4 of the Local Plan.

Residential Development Standards

118. *To achieve acceptable standards of accommodation, policies LP 35, LP 30, and LP 31 set out a series of requirements, summarised below:*

LP35	Housing mix	<ul style="list-style-type: none"> • <i>Development should generally provide family sized accommodation, except within the five main centres and Areas of Mixed Use where a higher proportion of small units would be appropriate.</i> • <i>Housing mix should be appropriate to the site-specifics of the location.</i>
LP35 LP30	Accessibility	<ul style="list-style-type: none"> • <i>90% of all new build housing is required to meet Building Regulation Requirement M4 (2) ‘accessible and adaptable dwellings’ and 10% of all new build housing is required to meet Building Regulation Requirement M4 (3) ‘wheelchair user dwellings’.</i> • <i>An inclusive development layout and public realm that considers the needs of all, including the older population and disabled people</i>
LP35	Internal standards	<ul style="list-style-type: none"> • <i>All new housing are required to comply with the Nationally Described Space Standards.</i> • <i>Where developments are not able to meet policy requirements for housing mix and standards, the applicant should identify the shortcomings and demonstrate reasons why, including that suitable alternative layouts.</i>
LP35 LP31	External standards	<p><i>Amenity space:</i></p> <ul style="list-style-type: none"> • <i>New housing should provide adequate external space.</i> • <i>Purpose built, well designed and positioned balconies or terraces are encouraged where new residential units are on upper floors</i> • <i>Amenity space should be:</i> <ul style="list-style-type: none"> ▪ <i>private, usable, functional and safe;</i> ▪ <i>easily accessible from living areas;</i> ▪ <i>orientated to take account of need for sunlight and shading;</i> ▪ <i>of a sufficient size to meet the needs of the likely number of occupiers; and</i>

		<ul style="list-style-type: none"> ▪ <i>accommodation likely to be occupied by families with young children should have direct and easy access to adequate private amenity space.</i> <p><i>Open space:</i></p> <ul style="list-style-type: none"> • <i>all major developments are required to meet the Public Open Space, play space, and playing fields and ancillary sport facilities needs arising out of the development</i> • <i>applicants should provide an analysis of existing open space provision in line with the Council's accessibility standards for travel to open spaces. Where there is inadequate existing provision and limited access to such facilities, publicly accessible facilities will be expected on site to mitigate the impacts of the new development on existing provision</i> <p><i>Play space:</i></p> <ul style="list-style-type: none"> • <i>applicants should provide a play and child occupancy assessment.</i> • <i>An assessment of existing play facilities within the surrounding area will be required.</i> • <i>Where the assessment demonstrates an estimated child occupancy of ten children or more, the development should make appropriate and adequate provision of dedicated on-site play space by following the London Plan benchmark standard of 10sqm per child.</i>
<i>SPD</i>	<i>Residential Standards</i>	<ul style="list-style-type: none"> • <i>habitable rooms within basements should be preferably dual aspect to enhance cross ventilation and good daylight levels to otherwise compromised living conditions.</i> • <i>basements should be used for non-habitable or recreational areas rather than bedrooms or living rooms.</i> • <i>Single unit flats should not be located solely in full basements.</i> • <i>Bedrooms or self-contained flats will not be acceptable in basements in areas of flood risk in accordance with the Council's Strategic Flood Risk Assessment (SFRA).</i>

119. The scheme proposes 385 no. residential units, broken down as follows:

- 1-bedroom dwellings - 153
- 2-bedroom dwellings - 177
- 3-bedroom dwellings - 55

120. 58% of the units are dual aspect. The GLA deem the single aspect units should be designed out of the scheme, as they present concern in terms of outlook and overall residential quality. The scheme has not been amended to reflect such.

Outlook and Privacy

121. Concern is raised in relation to the separation of some of the units which potentially gives rise to poor levels of outlook and loss of privacy for future occupiers. Broadly speaking, the blocks are separated by approximately 18m. Whilst this falls short of the guidance set out in LP 21 (which advises separation distances of 20m to ensure privacy is retained), it is acknowledged that this is a new development (which will have a character of its own) and that the Mayor's Housing SPG advises against setting rigid separation distances. Similarly, the Design Review Panel also recognised that a high quality tight knit development may be a way of reducing the height and scale of the development (albeit this advice was not reflected in the submitted scheme). On this basis, the general separation of buildings (from a living standards point of view) is accepted.

122. Notwithstanding this point, there are a number of units which fall significantly short of this level of separation and are likely to provide a poor standard of accommodation with regard to outlook and privacy of future occupiers:

- Separation of approximately 14m between Block B and Block D with single aspect habitable room windows directly facing (dual aspect) habitable rooms windows in Block D – affecting outlook and privacy of 9 units in Block B and 9 units in Block D.
- Separation of approximately 14m between Block A and Block B – affecting outlook from 8 units in Block B (dual aspect habitable rooms). Block A units are unaffected due to siting of windows.
- Separation of approximately 13-16m between northernmost internal units of Block A with all affected rooms being single aspect and a significant number being served by single openings. 4 units considered to be significantly affected in.
- Minimal separation (approx. 2m) and direct overlooking of private balconies of northernmost internal units of Block A. 3 units considered to be significantly affected.
- Separation of between approximately 8-17m between northernmost internal units of Block D with the majority of affected rooms being single aspect and a significant number being served by single openings. 13 units considered to be significantly affected.
- Minimal separation (approx. 2m) and direct overlooking of private balconies of northernmost internal units of Block D. Significantly affecting 5 units.
- Poor outlook from 6 duplex units in Block C and Block D. The bedrooms at the lower ground floor are only served by openings to a lightwell. The illogical layout of the units/rooms is likely to exacerbate this also.
- Some of south facing units of Block A overlook the private amenity space of the Block A triplex units, affecting the privacy of these 3 units.

123. The above issues are considered to result in unacceptable levels of outlook and privacy to future occupiers, affecting approximately 48 units (12% of the overall number of units). Whilst some of these issues could have been justified had they been anomalies to an otherwise acceptable scheme providing a high standard of accommodation, it is considered that these are issues brought about through overdevelopment of the site, resulting in an overall poor quality of living accommodation and a standard which is not representative of the surrounding area. On this basis, the proposal is considered in conflict with LP 35 of the Local Plan.

Daylight/Sunlight

124. A Daylight and Sunlight Assessment has been submitted, providing an assessment of expected daylight levels to the proposed units. BRE guidelines state that the acceptable minimum ADF target value depends on the room use:

- 1% for a bedroom
- 1.5% for a living room
- 2% for a family kitchen.

125. The applicant's Daylight, Sunlight Assessment (DSA) identifies the most affected units (not just those that fail BRE targets):

Block A

- Internal west facing units of Block A on the ground, first, second and third floors.
- Single aspect north facing units of Block A on the ground, first and second floors in particular (whilst secondary aspect is provided through winter gardens, these are unlikely to offer any form of acceptable outlook or natural daylight)

Block B

- A small number of south west facing units of Block B on the ground, first, second and third floors.

Block C

- Duplex basement units in Block C
- Some of the west facing units of Block C (ground to fourth floor) which appear to be primarily affected by the winter garden/balconies.
- Internal south east facing units of Block C on the ground, first, second, third and fourth floors (to a lesser extent than the west facing units).

Block D

- Internal west facing units to Block D on the first, second, third and fourth floor – note these are also affected significantly by outlook (see above).
- Duplex basement units in Block D
- Internal east and west facing units of Block D on the ground to third floors.

126. The assessment was independently reviewed and, whilst a full review of internal daylight levels was not possible due to insufficient information, a number of concerns were identified.

- a) The DSA states that 726 of the 779 rooms tested (93%) at the basement to fourth floors meet or exceed Average Daylight Factor (ADF) requirements. The independent reviewer does not agree with this statement and does not support the applicant's view that the scheme would provide very good daylight levels.

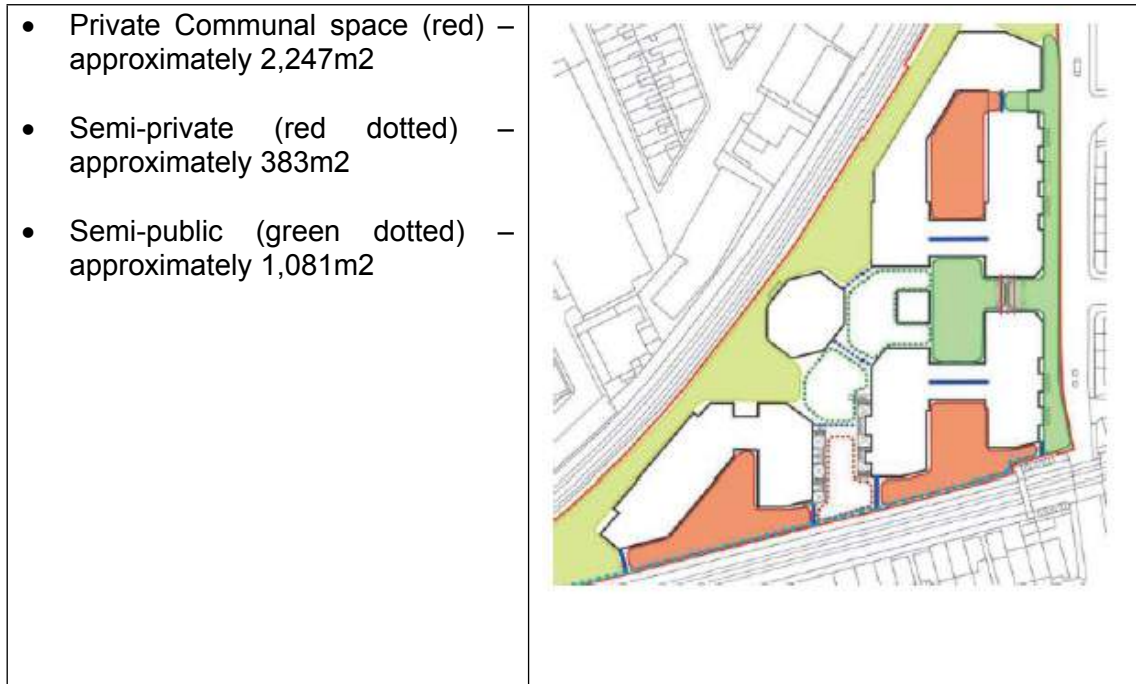
127. It is clear that, even when based on the applicant's daylight assessment, a significant number of habitable rooms will be affected by poor levels of natural light. This is considered to be a consequence of the proposed density and layout of the development and is a significant failing of this scheme.

128. On the basis of insufficient evidence provided to demonstrate that the scheme provides acceptable levels of daylight to proposed residential units, the proposal is considered in conflict with LP 35 of the Local Plan.

Amenity Space

129. All of the units appear to have private amenity space in the form of balconies and external terraces. Some of these only just meet the required 5m² per flat (plus an additional 1m² per additional occupant), however, some of the units have large terraces that far exceed minimum requirements. Further to this, there are a number of communal roof terraces across the site, primarily on the link buildings, providing an additional 707m² of amenity space. It is accepted that the minimum amount of private external amenity space has been provided, which broadly speaking is private, usable, functional, accessible and safe.

130. Further to this, a significant amount of additional communal amenity space is being provided in the form of 'private' space (gated), 'semi-private' and 'semi-public' (partially enclosed). These spaces typically include the children's playspace (see below). Further to this, there are significant areas of public realm, including the public square which would also benefit future occupiers.



131. A significant number of external terraces will be overlooked which will give rise to a situation which is not typical for the surrounding area. However, it is acknowledged that this development is creating a new residential environment where a mutual degree of overlooking will form part of its character and one which is not uncommon for a high-density development (notwithstanding the conclusions of the design section). Some of the terraces at the lower levels, particularly internally within Block A, are also unlikely to receive generous levels of natural daylight and the most affected units are likely to be those identified as the most affected through the internal daylight assessment referred to in earlier paragraphs. This detracts from the quality of accommodation; however, this is not considered sufficient to warrant a reason for refusal.

Playspace

132. Applying the GLA’s Playspace calculator (10m² per child yield), the development generates a child yield of 68 which is accepted by the Council’s Parks and Policy teams.

Age Group	Child Yield	Quantum
0 – 5	40	400 sqm
5 – 11	28	280 sqm
12+	17	170 sqm
Total	85	850 m

133. The applicant is providing on-site provision for children aged 0-11 years. This can be seen on the diagram below (green = 0-5 years; yellow = 5-11 years). The Council’s Policy and Parks teams are satisfied that the overall level of provision meets the required amount identified through the GLA playspace calculator.

134. Playspace for children aged 12 years + is not being provided on site on the basis that there are existing facilities within walkable distance (800m) for the 12+ age group (‘neighbourhood’ provision) and given the constraints of the site. It is accepted that this is the case and there are a number of facilities within the vicinity that could accommodate the 12+ child generation from this development (including North Sheen Recreation Ground and Raleigh Road Recreation Ground). The Council’s Policy Team accept this approach which is compliant with policy LP 31 of the Local Plan.

Community Use Agreement / S106 legal agreement if the scheme was deemed acceptable.

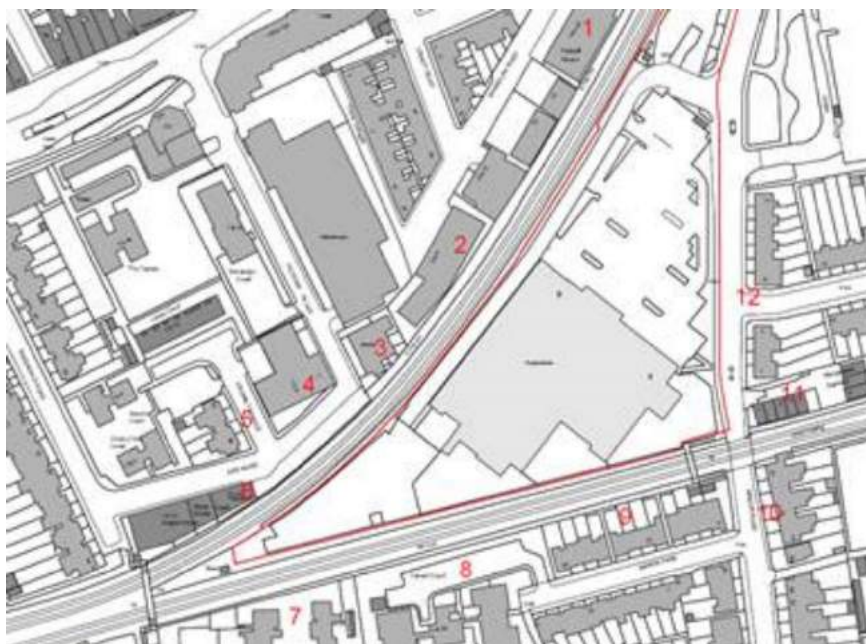
138. In terms of public open space and playing pitch provision, the Council's Parks Team accept that there are other sites within an acceptable catchment area and requested no financial contributions towards the upgrade or maintenance of these sites.
139. All of the units achieve compliance with either Building Regulations M4 (2) or M4 (3) (Wheelchair adaptable) standards. With regard to the latter, over 10% of the units (39 units) are proposed as M4(3) compliant, in line with LP 35, which could have been secured by condition.

Summary

140. A number of issues have been identified which affect a significant amount of the overall number of units and which result in unacceptable levels of outlook and privacy for future occupiers, resulting in an overall poor quality of living accommodation across the site. A significant number of habitable rooms of the proposed development will be affected by poor levels of natural light and insufficient information has been provided to demonstrate that the scheme provides acceptable levels of daylight to proposed residential units. On this basis, the proposal is considered in conflict with LP 35 and the London Plan.
141. Had this development otherwise been found acceptable, a financial contribution of £37,570 could have been secured for local play provision in the vicinity and £6,970 towards play maintenance for a period of five years. These could have been secured through a S106 legal agreement.

Neighbour Amenity

142. *Policy LP 8 requires all development to protect the amenity and living conditions for occupants of new, existing, adjoining and neighbouring properties. The Council will:*
 - *ensure the design and layout enables good standards of daylight and sunlight to be achieved in new development and in existing properties affected by new development; where existing daylight and sunlight conditions are already substandard, they should be improved where possible;*
 - *ensure balconies does not raise unacceptable overlooking or noise or disturbance*
 - *ensure that proposals are not visually intrusive or have an overbearing impact*
 - *ensure there is no harm to the reasonable enjoyment of the use of buildings, gardens and other spaces due to increases in traffic, servicing, parking, noise, light, disturbance, air pollution, odours or vibration or local micro-climatic effects.*
 - *Paragraph 4.8.8 states that "the minimum distance of 20 metres between habitable rooms within residential development is for privacy reasons; a greater distance may be required for other reasons, or a lesser distance may be acceptable in some circumstances...the distance of 20 metres is generally accepted as the distance that will not result in unreasonable overlooking. Where principal windows face a wall that contains no windows or those that are occluded (e.g. bathrooms), separation distances can be reduced to 13.5 metres".*



- | |
|---|
| 1: Falstaff House |
| 2: 2-6 Bardolph House |
| 3: Cliveden House |
| 4: 1-6 Victoria Villas |
| 5: Crown Terrace |
| 6: Clarence Court |
| 7: Robinson Court |
| 8: Calvert Court |
| 9: Manor Park Properties |
| 10: Manor Road properties (south of Railway Line) |
| 11: Marylebone Gardens |
| 12: Manor Road properties (north of Railway Line) |

Site Context

143. The site is surrounded by a Sainsburys supermarket and two-storey residential properties along Manor Road, North Sheen Bus Terminus to the north and residential properties comprising Calvert Court, Robinson Court and No. 2 -24 Manor Park Road to the south. Adjoining the site to the west are a mix of commercial and residential land uses along Dee Road, Victoria Villas and Bardolph Road. It should be noted that No. 1-5 Dee Road, Clivedon House, Elephant House, 2-6 Bardolph Road and Falstaff House have recently been converted to flats through prior approval process.
144. South - The residential properties immediately to the south of the site on Manor Park about the train line and have rear gardens of between 8-12m. The Council's records also indicate that the rooms facing the development are habitable spaces (typically living rooms) on the ground floor and bedrooms on the upper levels. Calvert Court (2 storey) and Robinson Court (3 storey) lie to the south of the site and have various habitable and non-habitable room openings facing the site. Properties further to the south (Manor Gardens, Townshend Terrace, St Marys Grove, Adelaide Road, Grena Road etc) would also be affected by this development.
145. North West - To the north-west of the site lies Falstaff House, which is a 5 storey block of flats, No. 2-6 Bardolph Road, No. 19 Victoria Villas (Cliveden House) which is a two storey block of flats, 1-5 Dee Road which is a 3 storey block of flats and Elephant House which comprises ground and first floor office space with second and third floor residential flats above. All of these buildings have living areas/bedrooms orientated towards the site. Properties on St George's Road, Trinity Road, Trinity Cottages, Crown Terrace and Sheendale Road would also be affected by this development.
146. East - No's 1 – 11 Manor Road face the site to the east and are two storey terraced houses. These properties are set back from Manor Road by 3m-3.5m and include habitable rooms on the ground floor and first floor. Properties on Manor Grove would also be affected by this development.
147. The proposal comprises 4 buildings ranging in height and separation from the site boundary and the proposed buildings. Each block will have an amenity impact on the surrounding properties and these will be considered under the respective headings below

Overbearing impact

Manor Road

148. The proposed Blocks A and D have direct frontage on to Manor Road. Block A rises from 4 to 7 storeys along this frontage. The nearest neighbours to this block (No's 5-11 Manor Road) directly face the 4 storey part of the building with a separation of approximately 19m.
149. The design of the Manor Road frontage is relatively uniform with minimal visual relief. This will result in a significantly different set of circumstances for these neighbours compared to existing, given the openness of the site currently. The Design Review Panel noted the uniform massing and how this might appear visually intrusive. However, in itself, given the scale, height and separation of the Manor Road frontage in relation to neighbours, it is not considered that the impact would result in undue harm to these occupiers. The same is the case for No's 1-4 Manor Road in relation to Block D which has a similar relationship.

West and North-West

150. Block A is separated from Falstaff House by approximately 25m across the railway line. There is a similar relationship to the commercial units to the south west of Falstaff House where Block A transitions from 7 to 3 storey then rising again to 7 storeys. Given the separation distance and the siting of Falstaff House in relation to the development (with outlook to the east being retained and largely unobstructed from these existing units), it is not considered that the development would result in an unacceptable impact on the amenity of these neighbours in terms of overbearing impact.
151. Further to south east lies No. 2-6 Bardolph Road which would be separated from Block C by approximately 22m. In isolation, this might not be an unacceptable relationship for similar reasons to the previous paragraph, especially given the design of Block C which tapers away from this building. However, the south west facing units of 2-6 Bardolph Road will also be faced with the 9 storey blocks of Block A and Block D as well as the 7 storey Block C (at a distance of between 42-45m). The combined height and scale of these buildings, in combination with the uniform massing, will give an oppressive and dominant appearance, offer little relief and would enclose and appear significantly overbearing for the occupiers of the buildings despite the separation distance referred to above.
152. Cliveden House has habitable windows on the ground and first floor facing Block C (7 storeys). This appears to be a single aspect bedroom directly facing Block C at a separation of approximately 28m and dual aspect living rooms directly facing the building at a separation of approximately 37m. The combined height and scale of this block, in combination with its uniform massing, will give an oppressive and dominant appearance, offer little relief and likely appear significantly overbearing for the occupiers of the ground and first floor flats to this building.
153. No. 1-6 Dee Road has a number of windows on the flank of the building facing east towards the development site. These would be faced by the substantial mass of Block B and Block C in particular. It is unknown whether these windows serve habitable rooms and whether they are dual aspect, however, outlook would largely be retained to the north.
154. Elephant House would also face Block C separated by approximately 40m. Given this separation distance, the orientation of this building in relation to Block C as well as the fact that a number of the habitable rooms which face the site (and which are most affected) appear to be dual aspect, the development is not considered to result in an unacceptable level of visual intrusion to these neighbours.

South

155. Block C is separated by Robinson Court (Townshend Terrace) and Calvert Court by approximately 40m. Given the siting of Robinson Court in relation to Block C, it is unlikely that this Block will appear unduly harmful to these neighbours as outlook from these properties would be retained to the north and east.
156. Calvert Court directly faces Block C to the north which is a linked building and which spans 70m in width and with an overall height of approximately 24m. It does not appear that there are many habitable windows directly facing the site. They mainly appear to be corridor windows but the Council's records do appear to suggest there are 'wardens flats' on the ground and first floors which do have windows facing the site. The floor plans suggest that the rooms affected are dual aspect. Concern is raised as to this relationship, however, it appears that impact on these flats at Calvert Court would be limited and the overall impact is not considered to result in an undue impact given the separation distance and the specific circumstances of this neighbouring building.
157. No's 2-24 Manor Park back on to the site and would be directly affected by Blocks C and D. Block C is 6 storeys and approximately 24m in height whereas Block D rises from 5 storeys at the southern boundary (approx. 18m in height) to 7 storeys (approx. 25m) and 9 storeys in the centre of the site (approx. 33m). Both blocks are set away from the southern boundary by between 9-11m which results in a separation distance of between 32-36m to these neighbouring buildings (inclusive of the railway line and the rear gardens of these properties). Whilst this separation distance is significant, the siting, scale, height and uniform design is such that these blocks will be dominating, oppressive and offer very little visual relief for these neighbours. The development would give a significant change in circumstances to these neighbours which is not representative in the surrounding character and pattern of development. On this basis, the development is considered to have an unduly harmful impact on the amenity of these neighbours in terms of visual intrusion.



View from the end of Manor Park (Calvert Court on the left)

158. The applicant's Planning Statement identifies the need to protect neighbourhood amenity but does not adequately address considerations regarding the visual impact on surrounding properties. These concerns were expressed to the applicant throughout the course of this application and earlier pre-application process. The applicant has elected not to modify the proposal.

Overlooking

159. There are a significant number of openings, balconies and external terraces facing towards surrounding properties to the north west, east and south of the site. The Manor Park properties to the south have small rear gardens which would be overlooked by a significant number of habitable windows of units within Blocks C and D which are orientated towards the south of the site and separated by a distance of approximately 31-35m.



Section across the railway line (Manor park cottages to the left)



Block D south facing elevation



Block C south facing elevation

160. The second, third and fourth floors of Block D and the second, third, fourth and fifth floors of Block C are likely to directly overlook the rear gardens of properties along Manor Park. Officers fully appreciate the significant difference this would be when compared to the existing relationship. However, given the separation distances, the railway land between these neighbours and the development and conditions that could be secured for screening and non-habitable rooms, on balance, this is not deemed to warrant a refusal on its own right.
161. No concern is raised with regard to the impact of overlooking on Calvert Court and Robinson Court given the greater degree of separation and as these flats do not benefit from private amenity space.
162. Given the properties immediately to the north west are flats, do not benefit private amenity space and, broadly speaking, are a similar development typology to the proposed scheme whereby a mutual degree of overlooking would not be considered unreasonable, given the degree of separation (in excess of 20m) it is not considered that the development would result in an undue loss of privacy to these neighbours (Falstaff House; No. 2-6 Bardolph Road; Cliveden House and Elephant House).
163. The same is the case for properties along Manor Road. Despite the increase in scale, the Manor Road frontage follows the development pattern and building line along this road and so the separation (approximately 19m) and degree of overlooking to properties opposite is considered typical of this area and not harmful to the amenity of these neighbours.

Daylight/Sunlight

164. The applicant has submitted a Daylight, Sunlight and Overshadowing Report, which asserts that the proposed development will relate well to neighbouring residential properties.
165. The Council has received a significant number of objections highlighting concerns over loss of sunlight and daylight to surrounding properties. Submissions also question the methodology and calculations used within the report to determine its overall impact on surrounding properties.
166. This report has been independently reviewed, to determine whether:
 - the report has been undertaken in accordance with the BRE Standards;
 - the proposal has an acceptable relationship with adjoining neighbouring properties; and

- the retained levels of light are not unreasonable.
167. The review has indicated that the proposal was largely assessed correctly in accordance with the BRE guidelines.
168. The review clarifies that there are two components to an assessment of daylight – Vertical Sky Component (VSC) which assess the total available skylight and No Sky Line (NSL) which considers the distribution of daylight around a room. The review finds the following properties to be most-affected:
- 1 to 11 Manor Road – low retained daylight distribution (NSL), especially to the ground floor rooms (up to 53% relative loss)
 - 1 Victoria Villas (Elephant House) – loss of VSC (up to 32% relative loss) and NSL (up to 41% relative loss)
169. However, the review acknowledges that retained VSC for No's 1-11 Manor Road is not unreasonable and that the existing overhanging balconies to 1 Victoria Villas contributes to the effect identified above.
170. A number of other properties are also deemed to have significant reductions in daylight and sunlight levels but the review finds their retained levels to be acceptable.
- Cliveden House
 - 2-8 Bardolph Road
 - 18-24 Manor Road
171. The review identifies these reductions as 'moderate' and 'major' and acknowledges that as surrounding buildings currently overlook an open car parking and a low-rise warehouse building, greater relative impacts are likely. The review concludes that, in general, the retained daylight and sunlight levels would not be unreasonable for an urban area, however, then goes on to acknowledge that it the site could be an urban or a suburban setting which would clearly affect the conclusions of the report.
172. In addition to BRE standards, there are various guidance documents which confirm that the acceptability of an impact on daylight, sunlight and overshadowing must be considered in light of the site context.
- 'Site layout planning for daylight and sunlight – A guide to good practice'
 - 'GLA Housing SPG (2016) - Standards for privacy, daylight and sunlight'
Guidelines should be applied sensitively to higher density development, especially in... accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.
 - 'London First and GIAs 'Unlocking Residential Density 'Guiding Light'
Guidance on the assessment of daylight and sunlight:
 - *"expected daylight and sunlight levels within and around a new development should be determined with regard to the existing context, either local or of similar typology across the city"*
 - *"A clearer methodology should be provided for how this can be assessed or guidance provided on where this information can be accessed. In other words, looking at the prevailing daylight levels within the local context or of similar urban grain across the city, in order to set local alternative daylight"*

- *“This guidance should be underpinned by a National Planning Policy Framework and a London Plan policy that explicitly directs LPAs to request and interpret BRE’s guidance on daylight and sunlight for central London and urban environments with regard to context”*

173. The review recommends that the applicant provides a contextual assessment to determine daylight levels for broadly comparable residential typologies within the area and of a similar nature across London but the applicant has not provided any information in this regard. Officers have not been provided with any information to demonstrate that the scale, height, mass and density of development of the proposed development, and the resultant daylight levels that would be imposed on the local environment, is typical of this area or anywhere else in the Borough in order to justify the identified reductions on daylight levels of neighbouring properties. Officers do not believe this environment is typical of the immediate or wider area even if it could be argued as typical for more dense areas of the Borough i.e. town centres, or more central areas of London.
174. The review identified no significant issues with regard to loss of sunlight or overshadowing to neighbouring properties which is accepted.
175. Overall, it is considered that the proposed development will result in reductions in daylight to properties immediately facing the site, that are a medium and large in magnitude beyond the BRE standard numerical guidelines. Insufficient information has been provided to demonstrate that the local environment that the development would impose on neighbouring properties forms part of the immediate or wider local context to justify such levels, and, on this basis, the scheme fails to meet the aims of LP 8.

Noise and Disturbances

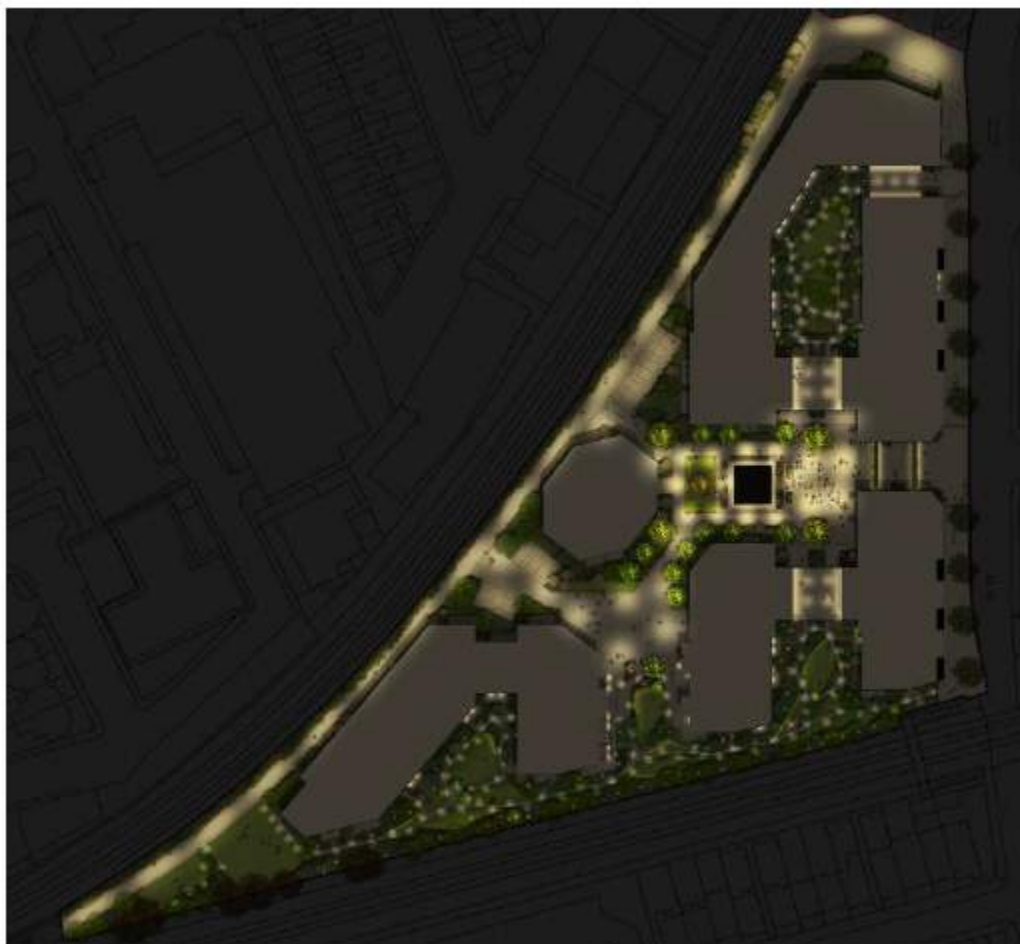
176. There are a number of balconies on Block D facing the Manor Park properties. These are relatively small and, given the separation distance to neighbours, would not result in undue levels of noise or disturbance to neighbours. There are also large private external terraces on above the 4th floor of Block D. These are large and would facilitate the congregation of large numbers of people. However, given the separation distance and safeguards that could have been applied to this application had it been found acceptable (i.e. appropriate screening), the impact is not considered to be unduly harmful.
177. The same conclusions can be made with regard to Robinson Court, Calvert Court, Elephant House, Crown Terrace, Cliveden House and 2-6 Bardolph Road with regard to the impact from balconies and external terraces to Block C.
178. No undue concerns are raised with regard to the outward facing balconies of Blocks A and B given the separation distance to neighbours opposite the railway tracks and on Manor Road. The rooftop terrace to Block B is sited within the site and so would not to unduly affect occupiers of 2-6 Bardolph Road. The rooftop terraces on Block A either face into the site or towards Manor Road. Given the relationship with neighbours, separation distances and as these faces the public realm, no undue concerns are raised with regard to the impact on Falstaff House or Manor Road neighbours.
179. An Acoustic Report has also been submitted which considers the impact from noise on surrounding properties, including from rooftop plant and mechanical ventilation equipment. The Council’s Environmental Health Officer raises no objections subject to conditions which could have been secured had the application been found acceptable.

Lighting

180. The applicant has submitted a lighting design masterplan. This plan (as shown by the diagram below) sets out the location and type of lighting that will be installed, including

ambient lighting for vehicles along the north-western boundary and pedestrians, and feature lighting including within the public square. The plan also includes feature lighting for the rooftop terraces.

181. Had this proposal been otherwise acceptable, conditions could have been applied to ensure that any external lighting across the site avoids undue levels of light pollution with regard to the local character, ecology and amenity of neighbours.
182. With regard to solar glare, the independent daylight and sunlight review considered the impact of solar glare and raised no objections given the predominant materials proposed which are typically non-reflective.



Summary

183. The siting, height, scale and mass of Blocks C and D, exacerbated by their uniform design, will give an oppressive and dominant appearance, offer little visual relief and would enclose and appear unduly overbearing for the occupiers of No's 2 – 20 Manor Park.
184. For the same reasons, the scheme will result in an oppressive and dominant appearance, offer little relief and would enclose and appear significantly overbearing for the occupiers of No. 2-6 Bardolph Road and Cliveden House.
185. The proposed development will result in reductions in daylight to properties immediately facing the site, that are a medium and large in magnitude beyond the BRE standard

numerical guidelines. Insufficient information has been provided to demonstrate that the local environment that the development would impose on neighbouring properties forms part of the immediate or wider local context and, on this basis, the scheme fails to meet the aims of LP 8.

Flood Risk

186. *NPPF (para 158) states “the aim of the sequential test is to steer new development to areas with the lowest risk of flooding”. This is reflected in LP 21.*
187. *Policy 5.13 of the London Plan sets out the following Drainage Hierarchy whereby 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:*
- *store rainwater for later use*
 - *use infiltration techniques, such as porous surfaces in non-clay areas*
 - *attenuate rainwater in ponds or open water features for gradual release*
 - *attenuate rainwater by storing in tanks or sealed water features for gradual release*
 - *discharge rainwater direct to a watercourse*
 - *discharge rainwater to a surface water sewer/drain*
 - *discharge rainwater to the combined sewer.*
188. *Policy LP 21 aims:*
- *to guide development to areas of lower flood risk and sets an intention to avoid, or minimise, contributing to all sources of flooding, including fluvial, tidal, surface water, groundwater and flooding from sewers, taking account of climate change and without increasing flood risk elsewhere.*
 - *require the use of Sustainable Drainage Systems (SuDS) in all development proposals. Applicants will have to demonstrate that their proposal complies with the following:*
 - *A reduction in surface water discharge to greenfield run-off rates wherever feasible.*
 - *Where greenfield run-off rates are not feasible, this will need to be demonstrated by the applicant, and in such instances, the minimum requirement is to achieve at least a 50% attenuation of the site's surface water runoff at peak times based on the levels existing prior to the development.*
189. *LP 17 requires green and/or brown roofs to be incorporated into new major developments with roof plate areas of 100sqm or more where technically feasible and subject to considerations of visual impact. These equally applies in renovation / conversion developments, where opportunities arise. The aim should be to use at least 70% of any potential roof plate area as a green / brown roof. The onus is on an applicant to provide evidence and justification if a green roof cannot be incorporated. The Council will expect a green wall to be incorporated, where appropriate, if it has been demonstrated that a green / brown roof is not feasible.*
190. *The subject site is located within Flood Zone 1 and has a low probability of flooding. Accordingly, the sequential test and exception tests referenced in NPPF and LP21, are not applicable. However, as the site is thought to be in an area at risk of groundwater and surface water flood risk and located in a Drainage Critical Area, a Flood Risk Assessment (FRA) has been submitted demonstrating how the proposal has been informed by flood risk and how appropriate flood mitigation measures have been incorporated to avoid increasing or otherwise exacerbating flood risk on the site or beyond.*

191. The FRA concludes that the site is not at risk of surface water flooding or sewer flood risk but does identify a groundwater flood risk based on groundwater levels below the surface. In order to mitigate the risk of groundwater flood risk, including from the basement proposed under Block A, blue roofs are proposed to store water with runoff being limited to ensure that development will not increase the risk of groundwater flood risk. Notwithstanding the conclusions of the FRA with regard to surface water flood risk, a drainage strategy is proposed to reduce the flood risk to the local area and to reduce peak runoff rates to greenfield rates through the use of SuDS, including, planting of trees, green roofs, attenuation tanks and the use of porous material for hard surfacing.
192. In relation to greenfield run-off rates, dependent on the results of infiltration testing/viability, the proposal considers the possibility of a connection to the public sewer network. The estimated volume for the 100yr + 35% climate change storm is shown in the table below as the maximum attenuation volume that would be required to match greenfield run off for the site.

Return Period	Flow Limit (l/s)	Volume (m ³)
100yr + 35% Climate Change	25.2	962

193. The applicant states that this would be attenuated through a combination of above ground blue/green roofs and below ground tanks, with complex flow controls used to flow match different storm return patterns. The Council's Drainage Officer has advised that the run-off and attenuation methods are acceptable.
194. The GLA accept the findings of the applicant's FRA and considers the proposal to be in accordance with the London Plan Drainage Hierarchy, providing sufficient attenuation storage to effectively limit discharge rates.
195. The Environment Agency and Thames Water raised no objections subject to conditions.
196. Overall, it is considered that sufficient information has been provided to demonstrate that the development has been designed to mitigate flood risk, avoiding and would not exacerbate the risk of flooding on and off-site. A Flood Emergency Plan is required in accordance with LP 17. Conditions could have been secured to ensure that the above matters are dealt with appropriately had this application been found acceptance.

Green roofs

197. LP 17 requires at least 70% of any potential roof plate area to be utilised as a green/brown roof. The application includes 8 green roofs distributed over Blocks A-D and collectively, they occupy 70.3% of the potential roof plate available, consistent with the requirements of LP 17. Had the scheme been acceptable, officers would have secured further details of the green roof to ensure that this green roof is provided and provides the optimum habitat and valuable areas to support biodiversity.

Sustainability

198. *Policies LP 20 and LP 22 set out the sustainability credentials developments should achieve:*
- *More than 1 unit or 100sqm or more of non-residential floor space: Complete the Sustainable Construction Checklist SPD.*
 - *Water conservation measures to achieve maximum water consumption of 110 litres per person per day for homes (including an allowance of 5 litres or less per person per day for external water consumption).*
 - *Non-residential buildings over 100sqm: BREEAM 'Excellent' standard.*

- *Major residential developments (10 units or more and non-residential over 100m²) should achieve zero carbon standards.*
- *The Council requires developments to contribute towards the Mayor of London target of 25% of heat and power to be generated through localised decentralised energy (DE) systems by 2025. The following will be required:*
 - *All new development will be required to connect to existing DE networks where feasible.*
 - *Development proposals of 50 units or more, or new non-residential development of 1000sqm or more, will need to provide an assessment of the provision of on-site decentralised energy (DE) networks and combined heat and power (CHP).*
 - *Where feasible, new development of 50 units or more, or new non-residential development of 1000sqm or more, will need to provide on-site DE and CHP; this is particularly necessary within the clusters identified for DE opportunities in the borough-wide Heat Mapping Study. Where on-site provision is not feasible, provision should be made for future connection to a local DE network should one become available.*
- *Applicants are required to consider the installation of low, or preferably ultra-low, NOx boilers.*

199. *The Local Plan (para. 6.3.14) recognises there may be instances where it is not technically feasible for a development to achieve a 35% reduction in carbon dioxide emissions over Building Regulations (2013). Furthermore, where conflict between climate change objectives and the conservation of heritage assets is unavoidable, the public benefit of mitigating the effects of climate change will be weighed against any harm to the significance of the heritage asset.*

200. The application has been accompanied with:

- a) Energy Strategy
- b) Sustainability Strategy;
- c) Sustainable Construction Checklist.
- d) BREEAM pre-assessment

201. The principal target of their Energy Strategy is to achieve 'zero carbon'. The assessment makes use of the Energy Hierarchy Be lean – Be Clean – Be Green, and the cooling hierarchy from the London Plan (2016).

- Be Lean – Passive Design & Energy Efficient Measures include
 - Efficient building fabric and air tight construction, minimising heat losses and heat gains
 - Optimised glazing performance to ensure good daylight to the spaces whilst limiting solar gains.
 - Efficient space heating systems with zonal, programmable and thermostatic controls, with separate programmer for hot water.
 - Efficient low-energy lighting throughout all dwellings.
 - Use of presence detection sensors to minimise unnecessary use.
 - Efficient mechanical ventilation with heat recovery which will limit the need for space heating in winter months, aid the mitigation of high internal temperatures in summer months, and maintain good indoor air quality.
 - Appropriately insulated pipework and ductwork
 - Variable speed pumps and fans to minimise energy consumptionThe development is expected to achieve Part L 2013 compliance via Be Lean measures.

- Be Clean – Infrastructure & Low-Carbon Supply of Energy

- An assessment of the energy networks in the area has been undertaken. The scheme does not propose a centralised energy centre nor does the scheme propose to connect with a district energy system on the basis that there are no networks in the surrounding area.
 - Notwithstanding, the proposal incorporates potential future connection to a district energy system, should a viable option become available in the vicinity of the site in future.
 - Be Green – On-site Renewable Energy Generation has been assessed:
 - Photovoltaics; thermal panels; biomass boilers; Heat pumps; and wind turbines have all been considered.
 - The scheme proposes to implement Air Source Heat Pumps (ASHP) on a block by block basis, to provide heating and hot water to the residential units.
 - Approximately 140sqm PV Panel areas are to be incorporated, reducing CO2 emissions by approx. 3.9 tonnes p/a
202. Residential - The development is intending to deliver energy efficient 'Zero Carbon' homes with the residential units meeting 35% reduction in regulated CO2 emissions, with the remainder being made up through a carbon offset payment which the applicant calculates as £450,000.
203. Commercial - The Energy Strategy identifies 46% cumulative onsite savings can be made. The applicant has confirmed that the remainder can be made up through a contribution to the Council's carbon offset fund which they anticipate to be £9,000. Had the proposal been acceptable, these contributions could have been secured through a S106 legal agreement.
204. A Sustainability Construction Checklist has been submitted which confirms that the scheme aims to achieve a score of 78.5 and will achieve maximum water consumption of 110 litres per person per day for homes (including an allowance of 5 litres or less per person per day for external water consumption).
205. The BREEAM Pre-Assessment (contained within the Sustainability Strategy) has been undertaken for the commercial space which confirms that scheme is seeking to achieve an 'Excellent' rating with a baseline score of 74.2%. Had the scheme been acceptable, such accreditation would have been conditioned.
206. LP 22 requires schemes of this scale to assess the suitability of on-site decentralised energy network (DEN) and combined heat and power (CHP) and to connect with to existing DE networks where feasible. Where on-site provision is not feasible, provision should be made for future connection to a local DE network should be available. The Energy Strategy confirms:
- Site is not within a decentralised energy network Opportunity Area
 - Nearest 'potential network' is a significant distance away and so not thought to represent a viable energy source for the scheme.
 - No existing or planned district energy network in the vicinity of the site and, due to the site constraints (railways against two of the three boundaries), the probability of a district energy network arriving at the one available site boundary is small.
 - A connection would only be feasible if the potential future connection has a lower carbon content than the site systems. Given that the site systems are running on electricity, linked to a decreasing grid electricity carbon factor, this is also considered to have a low probability.
 - The development has been future-proofed for connection to district energy by making a space allowance for a future potential heat exchanger at the ground floor of each block, so that a connection can be made in future, should a network become available.

- 206 Furthermore, the submission has considered the provision of a stand-alone on-site Decentralised Energy Network (DEN) served by a dedicate energy centre (DEC) with centralised plant. Combined Heat and Power (CHP) was investigated, however, has not proposed for the scheme due to the technology becoming less carbon efficient and likely to result in greater carbon emissions due to distribution losses in pipework from centralised energy centres which can be substantial.
- 207 Officers have confirmed that there are no current or upcoming networks in the area but recommends futureproofing the building to enable connection to a network if one is introduced covering this area which is considered possible given the surrounding mix of uses. The proposal designates a space allowance for a future potential heat exchanger at the ground floor of each block. However, the GLA has confirmed that providing a site-wide network is a strategic policy to encourage future connection to district heating, with future connection expected to provide wider benefits over the lifetime of the development. This has been achieved with other similar schemes whilst minimising operational costs. On the basis that a site wide network has not been incorporated into the scheme, the GLA are not supportive of the scheme and the proposed is deemed to be in conflict with policy 5.2 of the London Plan, Policy SI2 of the Draft London Plan and LP 22 of the Local Plan.
- 208 In addition to the above, the GLA raised a number of concerns in their Stage 1 Report. The applicant has provided an Energy Strategy Addendum responding to these points. The main points are summarised below.

Matter requiring attention	Applicant response
Draft London Plan 10% Be Lean requirement not met – only 7% reduction being achieved	Thermal bridging will make a significant difference to this calculation but the proposal has not been worked up in sufficient detail to fully consider.
The GLA spreadsheet has been used correctly and the proposals use SAP 10 emissions factors;	No response required
Further passive measures for domestic overheating and model against DSY2 and DSY3 should be considered;	No further information required as the site is not located in the Central London Heat Island and as it is not expected that there will be a concentration of vulnerable users. As such, no further assessment required.
The domestic cooling proposed for some units is not supported; should be 'active cooling'	All units are expected to pass the TM59 'adaptive' criteria by: <ul style="list-style-type: none"> • having the option to have openable windows to mitigate overheating; and • in apartments which are expected to experience higher internal temperatures, and are located in areas that may experience noise above the recommended WHO thresholds, that cooling is a reasonable option to further mitigate risk of overheating to occupants.
A site-wide system is required, rather than the building level system currently proposed;	Given the combination of increased carbon emissions, increased capital and operational cost, and the negligible chance of a future district energy connection happening for the site, the provision of a sitewide connection between energy centres on day 1 would be harmful to the strategy.
Further information on PV and heat pumps required	Additional information regarding PV has been submitted and a further location for PV has been identified resulting in an additional saving of 2.4 tonnes of CO ₂ .

Domestic emissions are slightly below the 35% target so needs to be revisited	Discrepancy between the documents and the residential areas will have carbon savings of 35%.
Details of how the Seasonal Coefficient of Performance (SCOP) and Seasonal Energy Efficiency ratio (SEER)	Datasheet provided
The applicant is required to provide a site-wide heat network served by a single energy centre to future proof the development for easy connection to a wider heat network should one become available	<ul style="list-style-type: none"> - incorporating district energy pipework would add to the capital cost of the development and also to add increased operational cost due to increased distribution losses in district pipework, resulting in increased carbon emissions - currently no proposed future district energy networks in the vicinity of the site - small chance that any future network connection would be made. - proposed strategy enables potential future connection to district heating by providing a space allowance for a future potential heat exchanger at the ground floor of each block.
Manufacturer datasheets showing performance under test conditions for the specific source and sink temperatures of the proposed development and assumptions for hours spent under changing source temperatures. Whether any additional technology is required for hot water top up and how this has been incorporated into the energy modelling assumptions.	Datasheet provided
A commitment to monitor the performance of the heat pump system post-construction to ensure it is achieving the expected performance approved during planning. (It is recommended that boroughs condition this).	No information submitted

207. The GLA are satisfied in securing some of the above points by condition (i.e. compliance with 10% Be Lean requirement). However, the following points remain outstanding and on this basis, the GLA were not able to support the proposal:

- GLA policy requires the assessment of overheating using the DSY 2 & 3 weather files; the applicant should submit the results
- Further clarification required to justify proposed domestic cooling
- SCOP and SEER - The applicant should confirm the SEER assumed for cooling, and whether the SCOP accounts for the proposed cooling
- Source and sink temperatures – applicant to confirm the proposed size of the heat pumps
- Insufficient evidence provided to demonstrate that PV provision has been maximised and applicant should provide further detail and provide solar insolation levels

208. Currently, the proposal is not in accordance with the London Plan Energy Hierarchy and the applicant has failed to demonstrate that the proposal achieves the highest standards of sustainable design and construction to mitigate the likely effects of climate change and exhausted all opportunities to improve energy conservation and efficiency measures, including through the absence of an on-site energy network. The applicant has been working with the GLA on the issues referred to above. However, currently, insufficient information has been provided to demonstrate that the proposal is compliant with policy 5.2 of the London Plan, Policy SI2 of the Draft London Plan and LP 22 of the Local Plan.
209. The applicant is intending to provide 'Zero Carbon' through CO2 reductions of 35% with the remainder up to 100% to be offset through a contribution to the Council's Carbon Offset Fund. However, in the absence of a legal agreement to secure such financial contribution the proposal is deemed in conflict with policies LP 22 of the Local Plan and the London Plan. Had the scheme been deemed acceptable, the following conditions / Heads of Terms would have been secured:

Conditions	Heads of Terms
<ol style="list-style-type: none"> 1. Waste Management Plan – construction and operation 2. Contractor – implementation of an Environmental Management System (EMS) 3. External lighting scheme 4. Contractor - Register with the Considerate Constructors Scheme 5. Scheme detailing zero carbon (ASHPs); Pv Panels; Carbon Off-set contribution. 6. Commercial – BREEAM Excellent 7. Completion in line with the SCC 8. Heat pump system post-construction performance compliance (as advised by GLA) 9. Be Lean compliance condition (as advised by GLA) 	<ol style="list-style-type: none"> 1. Local Employment Scheme – construction and operation 2. Carbon offset fund contribution (both residential and commercial)

Trees and Biodiversity

210. *With respect to trees, under policy LP 16, the Council:*
- *Requires the protection of existing trees and the provision of new trees, shrubs and other vegetation of landscape significance that complement existing, or the creation of new, high quality green areas, which deliver amenity and biodiversity benefits.*
 - *resists the loss of trees, unless the tree is dead, dying or dangerous; or the tree is causing significant damage to adjacent structures; or the tree has little or no amenity value; or felling is for reasons of good arboricultural practice;*
 - *requires that site design or layout ensures a harmonious relationship between trees and their surroundings and will resist development which will be likely to result in pressure to significantly prune or remove trees;*
 - *requires, where practicable, an appropriate replacement for any tree that is felled; a financial contribution to the provision for an off-site tree in line with the monetary value of the existing tree to be felled will be required in line with the 'Capital Asset Value for Amenity Trees' (CAVAT);*
 - *requires new trees to be of a suitable species for the location in terms of height and root spread, taking account of space required for trees to mature; the use of native species is encouraged where appropriate;*
 - *requires that trees are adequately protected throughout the course of development, in accordance with British Standard 5837 (Trees in relation to design, demolition and*

construction – Recommendations). The Council may serve Tree Preservation Orders or attach planning conditions to protect trees considered to be of value to the townscape and amenity and which are threatened by development.

- *encourages planting, including new trees, shrubs and other significant vegetation where appropriate.*

211. *Policy LP 15 seeks to preserve and where possible enhance the Borough's biodiversity and specifically requires new development to:*

- *protect biodiversity in, and adjacent to the Borough's designated sites for biodiversity and nature conservation importance (including buffer zones)*
- *Support enhancements to biodiversity*
- *incorporate and create new habitats or biodiversity features into development sites and into the design of buildings themselves where appropriate;*
- *deliver net gain for biodiversity, through incorporation of ecological enhancements, wherever possible;*
- *ensure new biodiversity features or habitats connect to the wider ecological and green infrastructure networks and complement surrounding habitats;*
- *enhance wildlife corridors for the movement of species, including river corridors, where opportunities arise; and*
- *maximise the provision of soft landscaping, including trees, shrubs and other vegetation that support the borough-wide Biodiversity Action Plan.*

Ecology

212. The Council expects developments to incorporate new biodiversity features and habitats into the design of buildings and promotes appropriate design and landscaping schemes aimed at attracting wildlife and promoting biodiversity.

213. The applicant has submitted a Preliminary Ecological Appraisal (PEA), which highlights the existing habitats and flora at the site and those in close proximity to it. The PEA also recognises that there are sites protected under European designation (Richmond Park and Wimbledon Common), sites of national designation (Syon Park and Isleworth Ait) and 16 non-statutory sites.

214. The two potential indirect impacts associated with the development on the European designated sites relate to an increase in air pollution and increased recreational pressure at the sites. The PEA concludes that:

- the potential impacts associated with pollution are unlikely due to the proposals 'car free' nature (removal of 150 parking spaces).
- the proposal will not impact the recreational use, due to its distance from Wimbledon Common (4.2km) and the existing recreational management arrangements.

215. These conclusions are accepted by the Council's Ecologist and Natural England raise no objections to this application.

216. The PEA notes that sites of national designation are not likely to be directly or indirectly impacted by the proposal as they are not adjacent to the site and are obscured by greenspace, buildings and roads. The Council's Ecologist accepts this assessment.

217. The existing site is largely hardstanding and built form and the PEA identifies the existing variety of flora as being of only local or negligible ecological importance. The PEA concedes that the majority of the existing habitats on site will be lost to development.

218. Bats - The PEA identified the southern boundary as having the potential for being a commuting corridor for access to sites in the wider area. The existing building itself was considered to have negligible potential for roosting bats and the inspection did not identify any on-site. The Council's Ecologist has advised that if any bats are seen on-site during prior or during construction, Natural England should be contacted. Had the scheme been acceptable, officers would have incorporated this into suitable conditions and/or informatives.
219. Badgers - Not considered to be a feature of the site on account of the railways situated along the north-west and south of the site and the Manor Road to the east.
220. Birds - The proposal includes the clearance of 40 existing trees (refer to discussion contained under the 'trees' section of this report) which have the potential to support nesting and foraging birds. The application proposes bird boxes across the site to improve nesting roosting opportunities, which is supported.
221. Hedgehogs - The PEA identified that the site has the potential to support hedgehogs. Had the scheme been acceptable, suitable conditions would have been imposed to mitigate and manage any hedgehogs on-site.
222. Reptiles and Amphibians - The PEA identifies that the amount of suitable reptile and amphibian habitat present on site is limited.
223. In order to mitigate the loss of habitats on the site, the applicant is proposing:
- Creation of green infrastructure within the development
 - Retention of existing habitats where possible
 - Planting of native flora/species of known benefit to wildlife as part of newly created habitats.
 - Inclusion of brown/green roofs and terrace gardens
 - To provide a net gain in habitats on site post-development.
224. A range of biodiversity enhancements are also proposed in the PEA:
- Bug hotels, sedum roofs and bee bricks within suitable brick walls
 - Sensitive lighting design along south and west rail corridors to avoid disturbances of commuting bats along the south and west site boundaries;
 - Hedgehog boxes
 - Bird and bat boxes
 - pre-works check for nesting birds and Hedgehogs
 - Reptiles (precautionary staged vegetation removal)
225. It is acknowledged that the existing site is largely hardstanding and currently offers limited opportunities for wildlife. Whilst the loss of the existing habitat is unfortunate, the proposal will bring about an increase in soft landscaping (approximately 2,700sqm) and a range of mitigation measures have been identified in the PEA to offset this loss. The Council's Ecologist raises no objections to this application subject to conditions, including an ecological enhancements scheme, which could have been secured had the application been found acceptable.

Trees and Landscaping

226. The site predominantly comprises hard surfaces associated with car parking areas and service roads. There are currently 64 trees on the site which are covered by an Area Tree Preservation Order (TPO). These trees include Cherry (flowering), Lime, Birch, Oak, Maple and Sycamore ranging in classification from. The majority (nearly 80%) of the existing trees are low quality, Category C, planted when the site was developed for retail use. A small

number are moderate Category B owing to their size and health. There are no 'A' grade, high quality trees.

227. The proposal involves the removal of 40 trees, of which 38 are included within the TPO area. The applicant has provided justification to support the removal of the trees:
 - a. The individual trees, identified for removal, are of little or no amenity value,
 - b. The proposal does not affect retained trees of amenity contribution
 - c. The proposal includes new planting in sustainable locations; and
 - d. The proposal includes a significant enhancement to the existing tree stock both in number (approx. 90% increase) and canopy cover.
228. The Council's Tree Officer accepts the limited quality of the trees currently on site and raises no objections to the loss of trees, provided that there is sufficient and suitable soft landscaping and tree planting.
229. The loss of trees on the site will be compensated by a landscaping scheme across the site for the 5 character areas (public square; private amenity spaces, Homezone/shared spaces, private gardens/terraces and the North Sheen Bus Terminus) as shown on the proposed landscaping plan, including the planting of 113 new trees.
230. The Council's tree officer has objected with the following aspects of the proposed landscaping and tree planting:
 - Landscape / planting layout
 - Rooting environment for sustainable planting, particularly in the public square
231. Concerns have also been raised with regard to the species of planting across the site in relation to the potential conflict with TfL / Network Rail land, the use of the public square. The Council's Tree Officer recommended larger planting alongside the railway boundaries to soften the buildings, whilst also avoiding conflict with Network Rail/TfL land, however, the applicant chose not to amend the proposals in this regard.
232. The Council's Tree Officer has raised concerns with the landscape scheme, in particular in the public square, in that it is unlikely to provide sufficient soil volume for sustainable tree planting of large trees which are important in providing screening to buildings and shade during the summer as well as having environmental benefits. The applicant has made minor alterations to the landscape scheme to address this concern, however, contends that the function of the public square is dependent on the need to facilitate a range of uses and activities in this space, many of which requires open space without obstructions from large trees.
233. Policy LP 11 requires a soil depth of 1.2m above basement structures to provide sufficient soil volume to provide sustainable tree planting and sustainable soft landscaping. The applicant has provided further details of tree pits showing available root space for trees in the hard landscape. The tree pit design for tree planting shows 1.2m soil depth in part (beneath the tree root ball) but only 642mm above the area around the tree. The Council's Tree Officer considers this insufficient in providing suitable rooting environment for sustainable planting and only likely to support trees of limited stature.
234. Significant concerns are raised with the landscaping details provided and, based on this information, it appears unlikely that the proposed landscaping plan will provide a high quality and sustainable environment. The redevelopment of the site provides an opportunity to bring about such an environment and it is noted that the Design Review Panel stressed the importance of maximising planting and incorporating sustainable green spaces to support biodiversity and reducing air pollution.

235. Overall, the loss of trees is not in itself objected to. Notwithstanding, the redevelopment of the site brings about an opportunity to provide an improved landscape environment (in comparison to the existing largely hard landscaped environment). Whilst significant concerns are raised with regard to the sustainability of the landscape scheme, the existing site context is acknowledged as is the need to make the most efficient use of this site and it is also noted that an increased amount of permeable landscape is being provided (by approximately 2,700sqm).
236. On this basis, the proposal is not deemed to prejudice the aims of LP 15 and LP 16 subject to the following conditions and a legal agreement being secured (had the scheme been recommended for approval):
- Arboricultural Method Statement
 - Tree protection details
 - Green roof details
 - Hard and soft landscaping
 - Tree planting scheme
 - Further tree pit details

Transport

237. *The NPPF (para. 109) states “development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”.*
238. *LP 44 states that the Council will work in partnership to promote safe, sustainable and accessible transport solutions, which minimise the impacts of development including in relation to congestion, air pollution and carbon dioxide emissions, and maximise opportunities including for health benefits and providing access to services, facilities and employment. The Council will:*
- *Encourage high trip generating development to be located in areas with good public transport*
 - *Ensure that new development is designed to maximise permeability within and to the immediate vicinity of the development site through the provision of safe and convenient walking and cycling routes.*
 - *Ensure that new development does not have a severe impact on the operation, safety or accessibility to the local or strategic highway networks. Any impacts on the local or strategic highway networks, arising from the development itself or the cumulative effects of development, including in relation to on-street parking, should be mitigated through the provision of, or contributions towards, necessary and relevant transport improvements.*
239. *LP 45 requires new development to make provision for the accommodation of vehicles in order to provide for the needs of the development while minimising the impact of car based travel including on the operation of the road network and local environment, and ensuring making the best use of land. It will achieve this by:*
- *Requiring new development to provide for car, cycle, 2 wheel and, where applicable, lorry parking and electric vehicle charging points, in accordance with the standards.*
 - *Resisting the provision of front garden car parking unless it can be demonstrated there would be no material impact on road or pedestrian safety and there would be no harmful impact on the character of the area.*
 - *Car free housing developments may be appropriate in locations with high public transport accessibility, such as areas with a PTAL of 5 or 6, subject to:*
 - a. *the provision of disabled parking;*
 - b. *appropriate servicing arrangements; and*

c. *demonstrating that proper controls can be put in place to ensure that the proposal will not contribute to on-street parking stress in the locality. All proposals for car free housing will need to be supported by the submission of a Travel Plan.*

- *New major development which has servicing needs will be required to demonstrate through the submission of a Delivery and Servicing Plan and Construction and Logistics Plan that it creates no severe impacts on the efficient and safe operation of the road network and no material harm to the living conditions of nearby residents. (This is reflected in LP 46)*

240. *Policy LP 24 requires all major developments to produce site waste management plans to arrange for the efficient handling of construction, excavation and demolition waste and materials.*

The site has a Public Transport Assessment Level (PTAL) of 5.

Vehicle Parking Standards

241. *The Local Plan adopts the London Plan parking standards. The London Plan recognises that areas with high levels of sustainability should aim for significantly less than 1 parking space per unit but sets out the following maximum parking standards:*

- *1 - 2 bed – Up to 1 / unit*
- *3 bed – Up to 1.5 / unit*
- *4 bed – Up to 2 / unit*

242. *Adequate parking spaces for disabled people must be provided preferably on-site and 20 per cent of all spaces must be for electric vehicles with an additional 20 per cent passive provision for electric vehicles in the future.*

243. *The Draft London Plan calls for car free parking provision in all areas of PTAL 5 -6.*

244. *With respect to commercial parking in PTAL 5, the maximum standards are:*

	London Plan	Draft London Plan
<i>Retail - food</i>	<i>1 space per 75m2</i>	<i>Car free</i>
<i>Retail – non food</i>	<i>1 space per 40m2</i>	<i>Car free</i>
<i>Office</i>	<i>1 space per 100-600m2</i>	<i>1 space per 100m2</i>

Cycle Parking Standards

245. *The London Plan sets out the cycle parking standards, which must be safe, enclosed and weatherproof:*

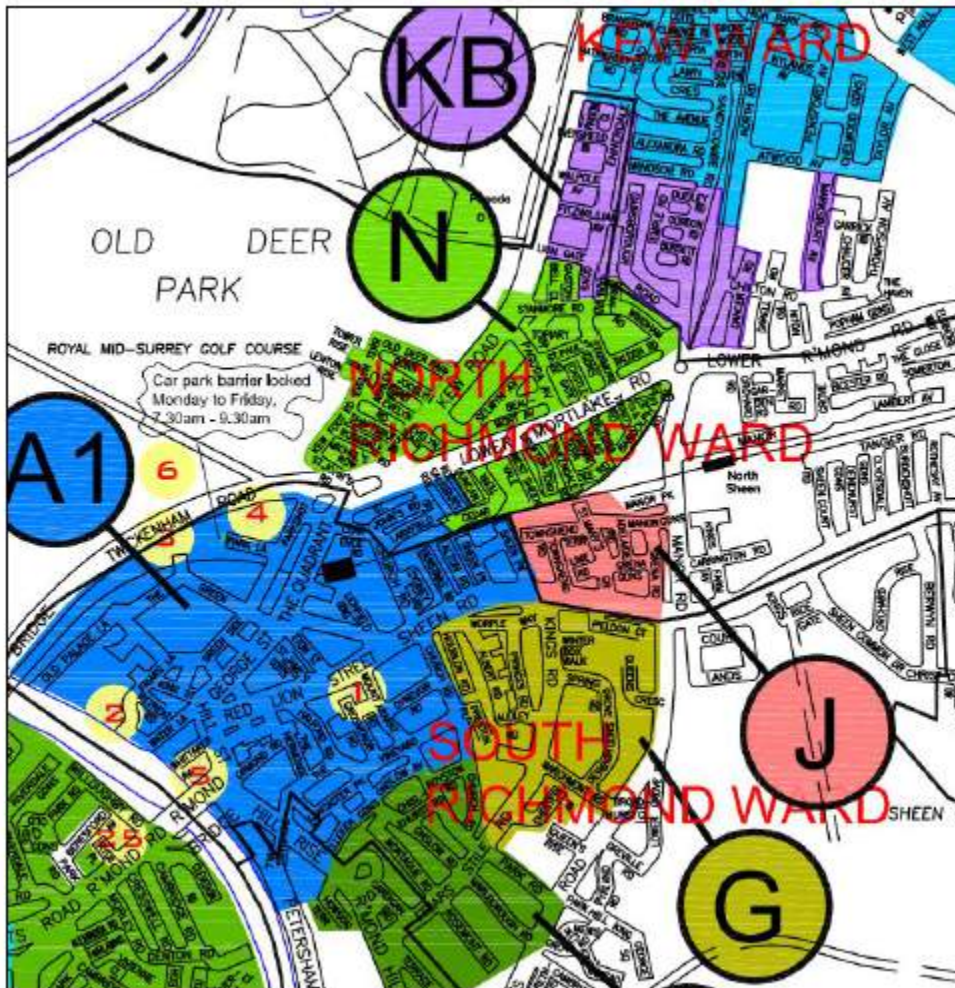
- *Residential - 1 space per studio / 1-bedroom unit 2 spaces per all other dwellings*
- *Retail (Non-food) – first 1000 sqm: 1 space per 250 sqm*
- *Retail (Food) – 1 space per 175 sqm*
- *A2 – A5 - 1 space per 175 sqm*
- *Employment B1 – 1 space per 150 sqm*

Site context:

246. *The site, which is currently accessed from Manor Road via a shared access with the adjacent North Sheen Bus Terminus, is sustainably located next to North Sheen train*

station and within walking distance of public transport links from Lower Richmond Road and the bus terminus. The site is PTAL 5.

- 247. The North Sheen Station level crossing lies to the south east of the site and has a level crossing and pedestrian footbridge. There are two pedestrian refuges across Manor Road opposite the site.
- 248. The site is not within a Controlled Parking Zone (CPZ) but is within the vicinity of, and is likely to affect, nearby CPZs as seen on the diagram below.



- 249. The proposal is for 385 units and 480 sqm of flexible retail /community / office uses (Classes A1, A2, A3, D2, B1). The scheme proposes:
 - Car free (except for 12 accessible parking spaces)
 - 948 cycle parking spaces
 - One loading bay for service vehicles
- 250. A Transport Assessment (TA) has been submitted, which includes traffic surveys of connecting roads, parking surveys and proposed trip generation assessment.

Trip Generation

- 251. The applicant's TA calculates the existing total vehicle trips (not including trips associated with North Sheen Bus Terminus) to be as follows:

- AM Peak – 79 vehicle movements
- PM Peak – 107 vehicle movements

252. The applicant's TA Addendum states that the commercial element of the proposal is expected to result in 2 x two-way vehicle trips per day in addition to 24 two-way vehicle movements per day.
253. The TRICS database has been used to determine the trip generation for the residential element of the development. It estimates a total two-way trip generation of 1,400 people per day:
- 67 two-way car trips per day (4 in the AM peak and 11 in the PM peak)
 - 602 two-way pedestrian trips per day (44 in the AM peak and 44 in the PM peak)
 - 632 two-way public transport trips (74 in the AM peak and 68 in the PM peak)
254. TfL and the Council's Transport Officer have raised concerns with the trip generation assessment. TfL state that the total person trip rates for the residential element are too low and should be based on Census data to establish the mode share and adjusted to reflect the car free nature of the scheme. The applicant has repeatedly been advised on the requirements for the trip generation analysis and no evidence has been put forward by the applicant to justify a departure from this approach.
255. These failing result in the applicant's trip generation analysis underestimating the uptake of public transport. The applicant's TA identifies 4% of trips being made by public transport despite being located adjacent to a train station with 8 services / hour towards central London. However, it is considered that the number of journeys to work made by public transport, in particular, is underestimated with local Census data suggesting that the local area is heavily reliant on public transport for travel to work (47%) with 22% travelling by rail. This view is shared by Network Rail.
256. The applicant's trip generation analysis also overestimates walking as a main mode of travel which is predicted as being 43%, whereas Census data for the local area expects only 8%. Given the location of the site outside of the Borough's town centres, this is considered to be grossly overestimated.
257. In terms of cycling, Richmond has one of the highest cycling mode shares for an outer London Borough (Census, 2011 – 6.1%) whereas the applicant's TA predicts a cycle mode share of only 1% and 764 cycle spaces are proposed in the basement.
258. In terms of vehicular trips, the TRICS database was used to predict the following vehicle trip rates:

Residential

- AM Peak – 24 two-way movements
- PM Peak – 20 two-way movements

Commercial

- AM Peak – 13 two-way movements
- PM Peak – 17 two-way movements

Total

- AM Peak – 37 two-way movements
- PM Peak – 37 two-way movements

259. In comparison to the existing use of the site, this is predicted as being a reduction of 42 traffic movements in the AM Peak and 70 traffic movements in the PM Peak.

Vehicular Parking

260. An assessment of the proposal against vehicular parking standards can be seen below:

Proposal	Standards	Required	Proposed	
C3 - Residential (385 units) <ul style="list-style-type: none"> 153 x 1 bedroom units 177 x 2 bedroom units 55 x 3 bedroom units 	<ul style="list-style-type: none"> 1 space per studio / 1-bedroom unit 2 spaces per all other dwellings 	617	0 12 accessible spaces provided	
A1 - Retail	480 sqm <ul style="list-style-type: none"> Non-food - 1 space per 250 sqm Food - 1 space per 175 sqm 	Not known		
A2 - Professional and financial services		1 space per 175 sqm		Not known
A3 - Restaurants and cafes		1 space per 175 sqm		Not known
D2 - Assembly and Leisure		Case by case		Not known
B1 - Employment	1 space per 150 sqm	Not known		

261. Notwithstanding the standards referred to above, it is noted that the site lies within a PTAL 5 area and the Draft London Plan 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*”. Further to this, the Draft London Plan, for areas with a PTAL rating of 5-6, advises for car free development. It further states that “*car-free development should be the starting point for all development proposals in places that are (or are planned to be) well-connected by public transport*” and further notes that “*implementing the parking standards in this (London) Plan is therefore an essential measure to support the delivery of new housing across the city*”.

262. The development is car free but 12 no. accessible spaces are provided at grade (surface level), accessed via the rear service road. The applicant has shown that the proposed is able to provide an additional 27 no. spaces if required.

263. In order to demonstrate that the proposal would not contribute to on-street parking stress, the applicant has provided a parking survey. The surveys took place on Monday 12th and Tuesday 13th November 2018 with the results as follows:

- 09.00 - 10:00 – 70.13%
- 13:00 - 14:00 – 62.93%
- Overnight – 69.30%
- Overall average parking stress of 67.45%:**

264. The Council's Transport Officer has raised concerns with the validity and findings of the survey and has confirmed that it has not been undertaken in line with the Council's recommended parking survey (Lambeth methodology) as the applicant has assessed parking stress levels on all streets within 500m of the site and has included streets which fall within adjacent CPZs, ultimately concluding that the survey does not give an accurate record of the amount of on-street parking capacity and stress.

265. In terms of the potential impact on parking stress in the area, based on the level of car ownership in the surrounding area, it can be estimated that the proposal may result in an additional 202 cars needing to park on nearby streets as a result of the development. The

development therefore has the potential to place a significant amount of pressure on surrounding roads.

266. The site is not located within a CPZ currently but is within the vicinity of a number of CPZs, some of which only operate for a limited number of hours, therefore giving scope for future occupiers to park in any available bays overnight and at weekends without CPZ permits even if there were precluded from obtaining residential parking permits within the CPZ. Furthermore, a number of streets to the east of the site have no restrictions and are not currently part of a CPZ which would also be particularly vulnerable to overspill parking overnight and at weekends, in particular Manor Grove due to its proximity to the site.
267. As a result of the concerns with the parking survey raised above, the Council's Transport Officer has confirmed that insufficient information has been provided to demonstrate that existing streets within 200m/a two-minute walking distance of the site would have enough spare capacity to accommodate parking for an additional 202 cars without reaching an unacceptable level of on-street parking stress (above 85%).
268. Notwithstanding these concerns, the Council's Transport Officer accepts that this likely harm can be mitigated through parking controls and imposing restrictions on future occupiers from accessing parking permits in existing or future CPZs in the area. The applicant has agreed to a financial contribution of £100,000 to fund a CPZ review and implementation through which consideration could be given to extending the hours of existing CPZs and introducing new CPZs covering the site and the surrounding area. The applicant has also agreed to a restriction on future occupiers from accessing permits for existing, extended or new CPZs. These measures are required to avoid a severe impact on local parking conditions in the locality and will effectively protect existing residents from worsened on-street parking stress and could have been secured through a S106 legal agreement had the development otherwise been found acceptable.

Summary on parking

269. Whilst it is acknowledged that the proposal is for a significant amount of new residential units and significant concern has been raised by local residents in relation to the impact on parking conditions in the wider area, on the basis of the proposed residential mix (predominantly smaller homes), the sustainable location of the site (PTAL 5 - located adjacent to North Sheen train station), the findings of the trip generation assessment and the parking capacity in the area as demonstrated through the parking survey (notwithstanding the concerns raised above), the Council's Transport Officer accepts the proposed level of vehicular parking and is satisfied that, subject to funds being secured through a S106 for CPZ review and implementation and a restriction on future occupiers from accessing parking permits, the development would avoid a severe impact on local parking stress on streets surrounding the site.
270. TfL support the car free nature of the scheme.

Impact on the local highway network

271. The applicant has assessed the impact of the development in the opening (2023) and final build-out year (2028) on the current access junction to the site and the junction that serves the car park of a nearby Sainsburys Supermarket. The TA concludes that the vehicular traffic generated by the development will not have a significant impact on the operation of these junctions in those years. Due to the concerns raised with regard to the trip generation analysis, the Council's Transport Officer is unable to confirm whether this is the case.
272. In terms of the impact on southbound queues north of the level crossing, the applicant has undertaken a baseline traffic assessment of the level crossing which identified that during the AM weekday peak-hour the level crossing was activated 9 times for a total of 37 mins,

creating a queue of southbound vehicular traffic of 128m north of the level crossing barrier. In the PM weekday peak-hour the crossing barrier was activated 11 times and was down for a total of 38 minutes, creating a queue of 83m. The Council's Transport Officer accepts that this is an existing situation and that the development will not exacerbate the problem significantly.

Impact on public transport

273. The applicant's TA estimates that there will be approximately 586 two bus trips per day (including those travelling to Richmond to access the London Underground). Even despite expected closures to some of the bus services in the vicinity of the site (as confirmed by TfL), there are a significant amount of bus services within walking distance of the site and TfL have accepted that these services are able to absorb the likely additional passenger demand on these services and that no contribution is required.
274. The applicant's TA calculates that the development is likely to result in a total of 46 additional two-way trips from / to North Sheen Train Station per day and so increased passenger demand is expected to be minimal. TfL and Network Rail do not accept the applicant's trip generation analysis. Network Rail has requested the following financial contributions to address the potential impact:
- £40,000 towards North Sheen Station upgrades – not accepted by applicant
 - £15,000 towards railway safety – accepted by applicant
 - £60,000 towards level crossing improvements – accepted by applicant
 - £30,000 towards station access feasibility study – accepted by the applicant

Impact on the pedestrian network

275. The site is located immediately to the north of the North Sheen Station level crossing. Network Rail objected to this application on the grounds of pedestrian and cycle safety concerns at the level crossing. The development is expected to generate an additional 124 two-way pedestrian trips in the AM weekday peak hour and 140 in the PM weekday peak hour, and a total of 1322 additional pedestrian trips between the hours of 07.00 and 19.00. This includes pedestrians in addition to users of other modes of transport which begin their journey on foot.
276. In addition to this, the applicant's TA Addendum states that the development will generate an additional 126 education-related trips in the AM weekday peak hour (including escorts, parents, guardians etc), 95 of which would head south of the development on the western side of Manor Road. Of these, 24 pedestrians would cross Manor Road using the 0.8m wide pedestrian refuge and courtesy crossing, and 71 would cross the railway line and then cross Manor Road further down at a signalised junction. The remaining 31 school-related trips would travel north of the development on the western side of Manor Road and would cross at Manor Circus.
277. The applicant has provided a pedestrian survey which shows that pedestrian crossings across Manor Road in this area are high, most likely a result of pedestrians crossing to/from North Sheen Station. Furthermore, the TA Addendum includes a distribution of expected pedestrian movements and the applicant has also provided a Healthy Streets assessment to assess the quality of the pedestrian environment.
278. There are two pedestrian refuges on Manor Road, one being 20m to the south of the main pedestrian access (0.8m in width) and the other 12m to the north of the secondary pedestrian access to the site (2m in width).
279. Taking all of the above into account, this results in a total of 43 additional pedestrians using the pedestrian refuge south of the main pedestrian access (0.8m wide) during the AM

weekday peak hour and an additional 11 during the PM weekday peak hour, an additional 8 pedestrians using the courtesy crossing north of the site access (2m in width) during the AM weekday peak hour with 22 during the PM weekday peak hour and 87 pedestrians crossing the railway line on the western side of Manor Road. There is a pedestrian footbridge to allow pedestrians to cross uninterrupted in the event of the barriers being closed.

280. Overall, based on the above conclusions, the Council's Transport Officer is satisfied that the development would not result in a severe impact on highway and pedestrian safety based on expected vehicular traffic flows (in 2023 and 2028) which would still allow people with mobility issues the minimum 6 seconds they need to cross one lane of traffic to a refuge.
281. The Council's transport officer has raised concerns over the certainty of whether pedestrian trips will be equally spread throughout the AM weekday peak hour which may otherwise lead to pedestrians bunching on the refuges. Particular concern is raised with regard to the southern refuge which only has a usable width of 0.8m. However, both crossings are protected by chevrons/hatching acknowledged and have been constructed to national highway design guidance.
282. Ultimately, the Council's Transport Officer concludes that there is no evidence to suggest that pedestrian trips arising from this development will have a significant impact on queuing on either of the existing refuge islands on Manor Road.
283. Furthermore, with regard to collision data provided by the application, there is similarly no evidence to suggest that pedestrian trips arising from this development will exacerbate existing safety concerns significantly.
284. Notwithstanding, Network Rail has objected to this application on the basis of concern over the accuracy of the expected trip generation (i.e. number of expected additional rail commuters generated by the development) as well as concern over the likely additional pedestrians and cyclists in the vicinity of the level crossing and lack of any mitigation to overcome these highway and safety risks. Their concern was based on insufficient information to overcome these concerns. As stated above, Network Rail has requested various financial contributions to overcome their objection, including towards station safety measures, some of which have been accepted by the applicant. Until these contributions have been agreed, Network Rail retains their objection. The applicant maintains that it would be unreasonable to request financial contributions towards North Sheen Station Improvements as they are included in the Council's Regulation 123 list (to be funded through CIL). Network Rail, however, has stated that they believe the uplift in rail users and pedestrians using the level crossing as a direct result of the development will significantly impact on the safe and efficient operation of the level crossing, beyond the expected works covered by CIL funds.
285. TfL and the Council's Transport Officer have queried whether any measures could be implemented to prevent any of the recorded accidents along Manor Road (excluding Manor Circus) which would contribute towards the Mayor's Vision Zero approach. The TA Addendum identifies a location where pedestrians are cutting through the landscape area in front of Sainsbury's at the end of the guard railing and crossing Manor Road to the adjacent bus stop. This retail park east of the site will be the main destination for local shopping trips, particularly for basic household provisions. Whilst measures would potentially deter pedestrians from stepping through a planted area as opposed to taking a slight detour to the north and using an existing pedestrian crossing on the service road and the pedestrian route through the car park, this is not deemed strictly necessary to make the development acceptable in planning terms and would be an unreasonable request.

286. Given the likely significant uplift in pedestrian and cycle trips generated by this development, TfL has requested a contribution of £420,000 towards the implementation of road safety scheme at Manor Circus. The applicant has accepted the principle of a contribution but a figure has not been agreed between the parties. At this stage, TfL object to this application.
287. Manor Road improvements – Improvements are proposed along the frontage of Manor Road to include footway widening and the planting of trees and shrubs. A dropped crossing with tactile paving will be provided across the site access road to assist with pedestrian movements along Manor Road. Had this proposal been found acceptable, this could have been secured through S106 and S278 legal agreements.
288. North Sheen Bus Terminus - The site boundary includes North Sheen Bus Terminus. No changes are proposed to the terminus itself, and so the operation of the site would not be affected, but some landscaping is proposed to improve the appearance of the area. TfL raise no concerns to this part of the proposal.
289. Disabled bays – 12 disabled parking bays are being provided (3%) with the capability to be increased to 10%. Further details of these spaces, including the supplementary provision, could be secured through a Car Park Management Plan condition had the scheme be deemed acceptable.
290. Electric car parking provision – The Transport Assessment confirms that the proposal will provide 20% active charging spaces with all remaining spaces passive spaces. The submitted plans currently show a shortfall of 1 electric vehicle charging point but TfL has advised this (compliance with the Draft London Plan requirements) could be secured by condition if necessary.
291. Cycle parking – The proposal includes 764 cycle spaces in the basement with a further 120 at ground floor level within Block C and 64 no. at ground floor level in Block D. There are also various short-stay spaces located around the site, including the public square. TfL has raised concerns with the long-term spaces being located in one area (the basement) whereas the applicant's TA and Addendum confirm that spaces are split between the basement, Block C and Block D. No objections are raised and further details could have been secured by conditions had this development been found acceptable.
292. Travel Plans – A Travel Plan has been submitted for the residential and commercial uses to encourage the use of sustainable forms of transportation which is important in this case given the car free nature of the scheme. Had this proposal been found otherwise acceptable, their implementation and monitoring could have been secured through conditions and a S106 legal agreement.
293. Car Club – The proposal includes 2 on-site electric vehicle car club bays. Officers requested 5 year car club membership for all uses. However, the applicant has agreed to only 3 years membership which is in line with TfL advice. Had the scheme be deemed acceptable, this would be secured through a Section 106 Agreement.
294. Demolition and Construction – A Construction and Environmental Management Plan has been submitted which states that the development would be undertaken in 3 phases. It is expected that the site demolition will begin in late 2019 with the development taking approximately 3 years to complete. The following details have been provided. No objections have been raised but further details could be secured by condition had this application been found otherwise acceptable:
- Vehicles will arrive and leave via the A316 to the north

- Access via the existing site access
- All material deliveries and waste unloaded within the site
- Approximately 20 vehicle movements anticipated per day
- Timings of HGV access/egress to be agreed with LBRuT (expected to be outside of peak hours and within normal working hours)
- Hours of operation (to be agreed with LBRuT and no work on bank holidays or Sundays):
 - 08:00-18:00 - Monday to Friday
 - 08:00 – 13:00 - Saturday
- Neighbourhood Liaison Manager to communicate with local residents
- Details of noise, vibration and air emissions (including monitoring and mitigation)

295. Delivery and Servicing – A Service and Delivery Management Plan (SDMP) has been submitted which sets out details for waste collection, emergency service vehicle access and general deliveries. No concerns have been raised to the details below:

- Waste collection – Designated refuse loading bay on internal access road. Refuse bins to be transported to the bay from various refuse storage areas within the residential blocks and commercial area.
- Emergency vehicles – Designated stopping points at various locations on the site, accessed from the internal access road
- General deliveries – loading and deliveries to the Concierge location at Block B
- Swept path analysis provided for large vehicles

296. Waste - A Waste Management Strategy has been submitted which outlines the expected refuse storage requirements of the development as well as the waste holding arrangement (8 ground level refuse storage areas across the site) and a waste collection strategy (2 collections per week anticipated for the residential use with 1 collection per week for the commercial use). No objections are raised with these details.

Summary

297. TfL and the Council's Transport Officer have raised significant concerns with the applicant's trip generation analysis which is not considered to accurately represent the sustainability of the site or form a robust basis in assessing the impact of this development on the local highway and public transport network.

298. The proposal is for a significant number of new residential units and only minimal off-street parking is proposed on the site. The site is a sustainable location and the residential mix is aimed towards smaller homes. Whilst the parking survey submitted by the applicant is not deemed satisfactory, the Council's Transport Officer accepts the proposed level of vehicular parking, which aligns with the Draft London Plan Parking Standards, and is ultimately satisfied that, subject to funds being secured through a S106 for CPZ review and implementation and a restriction on future occupiers from accessing parking permits, the development would avoid a severe impact on local parking stress on streets surrounding the site.

299. The Council's Transport Officer is also satisfied that the development would avoid a severe impact on the local highway or to highway and pedestrian safety and that there are no reasonable grounds to request further mitigation or contributions from the applicant which are not considered necessary to make the development acceptable in planning terms. TfL and South West Trains are satisfied that existing public transport services are able to accommodate the likely additional passenger demand resulting from the development.

300. Network Rail has requested a number of financial contributions towards upgrades to North Sheen Station to overcome their objections and, to date, only some of these have been agreed by the applicant.
301. TfL has requested a contribution of £420,000 towards the implementation of road safety scheme at Manor Circus. The applicant has agreed to the principle of a contribution towards the scheme but, as yet, an agreement has not been made. TfL raise no objections to the scheme subject to an agreement being made.
302. The Council's Transport Officer is satisfied that highway and pedestrian safety can be maintained around the site and so, taking all of the above into account, the proposal is not considered to result in a severe transport and highway impact and the harm identified above is not deemed sufficient to justify a reason for refusal.
303. Had this application been otherwise deemed acceptable, the following Heads of Terms would have been secured:
- 3 year car club membership for residential and commercial users.
 - Restriction on future occupiers from accessing CPZ permits
 - Financial contribution towards CPZ review and implementation.
 - A Car Park Management Condition (controls over the allocation of the spaces).
 - TfL Manor Circus road safety scheme contributions
 - Network Rail financial contributions
 - North Sheen Station Improvements - £40,000
 - Railway safety - £15,000
 - Level crossing improvements - £60,000
 - Station access feasibility study - £30,000
 - Level crossing / highway improvements (S278)
304. The following conditions would also have been secured:
- Cycle parking
 - Car Park Design and Management Plan
 - Vehicular Parking and Servicing Management Plan
 - Delivery and Servicing Plan (for all uses)
 - Waste Management Plan
 - Travel Plan
 - Construction Environmental Management Plan
 - Construction Logistics Plan
 - Electric Vehicle Charging Point

Pollution

305. *LP 10 seeks to ensure that local environmental impacts of all development proposals do not lead to detrimental effects on the health, safety and the amenity of existing and new users or occupiers of the development site, or the surrounding land. These potential impacts can include, but are not limited to, air pollution, noise and vibration, light pollution, odours and fumes, solar glare and solar dazzle as well as land contamination.*

Air Quality

306. *The Council promotes good air quality design and new technologies. Developers should secure at least 'Emissions Neutral' development. The following will be required:*
- *an air quality impact assessment, including where necessary, modelled data;*
 - *mitigation measures to reduce the development's impact upon air quality;*
 - *measures to protect the occupiers of new developments from existing sources;*

- *strict mitigation for developments to be used by sensitive receptors such as schools, hospitals and care homes in areas of existing poor air quality; this also applies to proposals close to developments used by sensitive receptors*
307. The site is located within an Air Quality Management Area (AQMA) as air quality already exceeds EU limit values for NO₂. In accordance with LP10, the applicant has submitted an Air Quality Report, which confirms that the scheme would achieve air quality neutral status.
308. The proposal would be air quality neutral through the use of electrical plant as opposed to gas fired energy, and transport emissions being below the Transport Emissions Benchmark. Further, the air quality emissions will be mitigated through the construction phase by measures set out in the air quality and dust management plans which could be secured by conditions.
309. The Council's Air Quality officer supports the car free nature of the scheme and the use of electrical heating/cooling which will bring about an air quality positive scheme, reducing the contribution of NO₂ to the local environment in comparison to the existing site. On this basis, a financial contribution will not be sought (as per LP 10 of the Local Plan).
310. The primary concern is the transport and access arrangements during the demolition and construction phase due to the constraints of the site (i.e. parked cars reducing highway width on Manor Road and the level crossing where down time is 44 mins in the hour at peak). The site is also located between the A316 and the South Circular, both of which are heavily congested and where NO₂ has consistently exceeded EU limit values of 40ug/m³ for a number of years. There are also a number of primary schools within the vicinity of the site which raises pedestrian safety concerns in addition to air quality.
311. A Construction and Environmental Management Plan (CEMP), including a logistic plan, has been submitted. No objections have been raised but had this application been found acceptable, CEMP and Construction Logistic Plan (CLP) conditions could have been applied to ensure that the above issues are fully addressed.
312. The Council's Air Quality officer raises no objections to the proposal, subject to:
- CLP and CEMP to include details of number and timing of construction vehicles.
 - Delivery vehicle parking restrictions
 - All Non-road Mobile Machinery satisfying relevant criteria
 - No Bonfires to take place during construction
 - Further details of the electrical heating/cooling scheme to address emissions;
 - Further details disabled bays, car club spaces and service/maintenance bays.
 - Minimum of 20% active and 80% passive EV charge points, as per draft London Plan 2018
 - Robust travel plans to encourage cycling, walking and sustainable travel

Noise and disturbances

313. With respect to noise, a Noise and Vibration Report has been submitted which includes a survey of existing sound and vibration levels on site and modelling of the noise and vibration associated with the development. The report considered the impact of existing noise sources, as well as those generated by the development (i.e. from plant) on internal sound levels (residential and commercial) and external amenity spaces.
314. The report identified that sound levels are expected to exceed 55 dB, with the exception of the more screened internal courtyard of the buildings to the north of the site. To address this, the report recommends acoustic screening to be incorporated into the landscaping

design. Screening would be most effective along the boundaries of the two railway lines and along the boundary of Manor Road.

315. The site is located adjacent to railway lines on the southern and north western boundaries and so there is the potential for individual train events, particularly South Western Railway and Freight train passes on the nearside track of the southern railway line, to be perceptible by some future residents. The applicant's report considers these noises would be very low level and unlikely to cause disturbance, being below the Authorities required limit of 35 dB LASmax.
316. Vibration measurements were undertaken from several ground floor locations, in line with the proposed facades of building across the development. The results indicated that the levels of vibration measured on site from railway sources were below the threshold required by the Local Authority and the BS 6472:2008 threshold of low probability of adverse comment. As such, re-radiated sound from ground-borne vibration is not expected to require mitigation.
317. The Council's Environmental Health Officer raises no objections to this application subject to conditions.

Contamination

318. The Council's records indicate that the site and surrounding area has been subject to former potentially contaminative land uses. A Ground Contamination Desk Study has been submitted and the Council's Environmental Health Officer raises no objections. Had the scheme been acceptable, officers would have recommended conditions to ensure that the requirements of LP10 were met.
319. The Environment Agency raise no objections to this application subject to conditions.

Infrastructure

320. Health – A Health Impact Assessment (HIA) has been submitted. Public Health raise no objections subject to a HIA management plan. The applicant has agreed a financial contribution of £219,400 towards primary healthcare needs arising from the development. Had this development, the above could have been secured through a S106 Legal Agreement.
321. Education - Achieving for Children advise secondary school capacity in the eastern part of the Borough is dependent on a new school being formed which is expected to be provided as part of the redevelopment of the Stag Brewery site. AfC has confirmed that the new school proposed through that application, if approved, would provide enough additional capacity to meet likely demand from the Homebase site, however, raised concerns as a decision on that application will not be made in advance of this application being determined. This application is subject to a substantial Community Infrastructure levy (CIL) sum towards Borough infrastructure, including educational provision. On this basis, the uncertainty over whether the educational need arising from the development can be met is not considered a sufficient reason to refuse this application.
322. Gas - Cadent Gas raise no objections to this application.
323. Water - Thames Water raise no objections, subject to conditions.
324. Community Infrastructure Levy (CIL) – The estimated CIL calculations are as follows:

Community Infrastructure Levy (CIL) estimate

	Pre-relief	Post-relief
Mayoral CIL	£2,572,400.00	£1,649,743.69
Borough CIL	£10,975,868.01	£7,018,869.18

325. The actual amount of CIL can only be confirmed once all relevant details are approved and any relief claimed.

Conclusion:

326. The application site is located to the west of Manor Road, Richmond and contains a single storey retail building (occupied by Homebase and Pets at Home), with associated car parking and landscaping. The Sheen Road Conservation Area lies to the south west of the site and the Sheendale Road Conservation Area lies to the west. There are various Buildings of Townscape Merit (BTMs) in the vicinity of the site, notably, No's 1-11 Manor Road, which are directly opposite the site.
327. The surrounding area is predominantly residential and suburban in character. However, there are various other uses nearby including a Sainsbury's superstore to the east, North Sheen Bus Terminus to the north and commercial premises to the north west of the site on Bardolph Road, Lower Mortlake Road and Victoria Villas. North Sheen Station lies to the south east of the site.
328. This proposal is for the demolition of existing buildings and structures on the site and the residential-led redevelopment of the site, including:
- 4 buildings of between four and nine storeys
 - Single storey pavilion
 - 385 no. residential units (Class C3)
 - 480 sqm of flexible retail /community / office uses (Classes A1, A2, A3, D2, B1)
 - Basement including cycle storage facilities
 - Car free development but the provision of 12 no. accessible car parking spaces
 - Associated landscaping and enabling works
 - Public and private open spaces
329. Whilst the existing retail store provides a valued service to local residents, it is acknowledged that the existing building and use currently represents an inefficient use of the site, particularly given the sustainability of the site. The proposed development would provide a significant number of residential units and would make more efficient use of this site and the principle of the scheme, in terms of the being a residential led mixed-use scheme, is supported and in line with the Draft London Plan which seeks to optimise the potential for housing delivery of car parks and low-density retail parks.
330. The proposal will provide a significant number of residential units, including 135 no. affordable homes contributing towards local affordable housing need, however, this falls significantly short of the Council's 50% on-site affordable housing requirement and an independent viability review has concluded that the development could viably provide additional on-site affordable housing. The proposal is therefore not delivering the maximum reasonable amount of affordable housing to meet the Borough's identified need to meet the needs of low-income households. Furthermore, the applicant has failed to give full consideration to the use of public grant, the proposed tenure mix fails to comply with Mayoral and LBRuT policy requirements and the applicant has failed to demonstrate that two thirds of the shared ownership homes would be affordable at a gross household income of £47,000 as required by the Council's Intermediate Housing Policy. Appropriate review mechanisms have also not been agreed by the applicant and, for the above reasons, the Councils Housing Department object to the scheme which is considered

contrary to the NPPF and Local Plan policy LP 36 and the Council's Affordable Housing SPD.

331. The development comprises 4 buildings of between four and nine storeys which would be significantly taller than the predominant building height in the area and, in combination with the layout, scale and uniform design would give an appearance of an urban development that is wholly out of context with the prevailing local suburban character and would be dominant, overwhelming, unrelenting and visually intrusive, giving a looming impression in the surrounding area and local views, in particular from Manor Grove, Manor Road, Trinity Road and Dee Road. For these reasons also, the development would result in an imposing presence and a harmful visual impact on nearby heritage assets, ultimately resulting in harm to their setting. The site is within close proximity to designated (Sheendale Road Conservation Area) and non-designated (BTMs on Manor Road, Trinity Road) and, for these reasons, the proposal is in conflict with the NPPF, D1 of the London Plan and LP1, LP 2, LP 3 and LP 4 of the Local Plan.
332. The proposal has been through two Design Review Panels. Both the Draft London Plan (policy D2) and the NPPF require design scrutiny and support the role that design review panels plays in the decision-making process. On both occasions, the DRP supported the above conclusions.
333. The siting, height, scale and mass of Blocks A, C and D, exacerbated by their uniform design, will give an oppressive and dominant appearance, offer little visual relief and would enclose and appear unduly overbearing to the occupiers of No's 2 – 20 Manor Park and No. 2-6 Bardolph Road and Cliveden House. The proposed development will also result in reductions in daylight to properties immediately adjacent to the site which are not considered to be reasonable and, on this basis, the scheme fails to meet the requirements of LP 8.
334. Further to this, the proposed development is considered to result in an overall poor quality of living accommodation across the site on the basis of unacceptable levels of outlook and loss of privacy for future occupiers and insufficient information has been provided to demonstrate that the scheme provides acceptable levels of daylight to proposed residential units, in conflict with LP 35 of the Local Plan.
335. Currently, the proposal is not in accordance with the London Plan Energy Hierarchy and the applicant has failed to demonstrate that the proposal achieves the highest standards of sustainable design and construction to mitigate the likely effects of climate change and exhausted all opportunities to improve energy conservation and efficiency measures, including through the absence of an on-site energy network. As such, insufficient information has been provided to demonstrate that the proposal is compliant with policy 5.2 of the London Plan, Policy SI2 of the Draft London Plan and LP 22 of the Local Plan.
336. The applicant is intending to provide 'Zero Carbon' through CO2 reductions of 35% with the remainder up to 100% to be offset through a contribution to the Council's Carbon Offset Fund. In the absence of a legal agreement to secure such financial contribution the proposal is deemed in conflict with policies LP 22 of the Local Plan and the London Plan.
337. The site includes a TPO area and the proposal will result in the loss of 40 trees, 38 of which are included in the TPO group. No in principle objections are raised as to the loss of trees, however, the Council's Tree Officer has raised concerns with the proposed landscaping which is not considered to provide a high quality and sustainable environment. However, on the basis of the existing site context, the need to make the most efficient use of this site and measures that could be secured through conditions, it is not considered that the proposal would result in sufficient harm to warrant refusal on this basis.

338. The site is sustainably located near to North Sheen Station and public transport serviced on Lower Mortlake Road and Richmond town centre. The development is proposed as effectively car free and this, in principle is supported and in line with the Draft London Plan. Subject to funds being secured through a S106 for CPZ review and implementation and a restriction on future occupiers from accessing parking permits, the development would avoid a severe impact on local parking stress on streets surrounding the site and the development would avoid a severe impact on the local highway or to highway and pedestrian safety.
339. Network Rail has objected to this application on the basis of insufficient information to demonstrate that this proposal would avoid a loss of pedestrian and cyclist safety at the level crossing. Network Rail has requested financial contributions towards upgrades to North Sheen Station, including station safety measures and has confirmed that these contributions would overcome their objections. However, the applicant has not yet agreed to these contributions. TfL raise no in principle objections to the scheme subject to a contribution of £420,000 towards the implementation of road safety scheme at Manor Circus. The applicant has agreed to the principle of a contribution towards this scheme but the final figure has not yet been agreed.
340. As outlined in the NPPF, decisions should apply a presumption in favour of sustainable development, and grant permission unless any adverse impacts of doing so would 'significantly and demonstrably' outweigh the benefits, when assessed against policy. In this instance, the harm identified above is considered to outweigh the benefits and it recommended that this application is refused.

Recommendation: Refusal on the reasons outlined below, subject to referral to the Greater London Authority to:

- **Allow the recommendation to proceed unchanged**
- **Direct the council under Article 6 to refuse the application**
- **Issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application and any connected application**

1) Affordable Housing

The development, by reason of its failure to deliver the maximum reasonable amount of affordable housing, would represent an unacceptable form of development, contrary to the aims of the NPPF, the London Plan (adopted and emerging), Local Plan (policy LP36), Affordable Housing and Planning Obligations Supplementary Planning Document and the Mayor's Affordable Housing SPG.

2) Design

The proposal development, by reason of its siting, layout, height, scale, bulk, design and materials is considered to represent a visually intrusive, dominant and overwhelming form of overdevelopment to the detriment of the character of the site and surrounding area; the setting of the Sheen dale Road Conservation Area and nearby Buildings of Townscape Merit, and the visual amenities of nearby occupants. The proposal is therefore in conflict with the NPPF, The Adopted and Emerging London Plan, the Local Plan (in particular policies LP1, LP2, LP3, LP4 LP5 and LP8) and Supplementary Planning Documents and Guidance, in particular, Design Quality, Village Plan, Small and Medium Housing Sites.

3) Residential Amenity

- a. The proposed development, by reason of its siting, layout, height, scale, bulk, and uniform, would represent a visually intrusive and overbearing form of overdevelopment; to the

detriment of the surrounding occupant's current level of amenities, in particular those residing at Manor Park; Bardolph Road and Cliveden House.

- b. The development, by reason of the reductions in daylight to properties immediately adjacent to the site, and the absence of information to demonstrate such resultant levels are akin to existing levels in the immediate and wider local context, the scheme is deemed to result in unacceptable levels of daylight to existing properties.

For these reasons, the proposed development is contrary to policies LP1 and LP8 of the Local Plan and Supplementary Planning Document 'Residential Development Standards'.

4) Living Standards

The proposed development, by reason of its siting, height and design of the proposed buildings, and internal layout and arrangement of the flats; would result in a poor standard of accommodation, causing unacceptable levels of outlook and privacy for future occupiers; and insufficient information has been provided to demonstrate that the scheme provides acceptable levels of daylight to all the proposed residential units. The scheme is thereby contrary to the NPPF, London Plan (Adopted and Emerging), Supplementary Planning Documents and Guidance (in particular Residential Development Standards); and Local Plan (in particular policies LP1, LP8 and LP35).

5) Energy

The development, by reason of the insufficient information to demonstrate the scheme:

- a. would comply with the London Plan Energy Hierarchy;
- b. achieves the highest standard of sustainable design and construction to mitigate the likely effects of climate change and exhausted all opportunities to improve energy conservation and efficiency measures, including an on-site energy network.

the scheme would represent an unacceptable form of development, contrary to the NPPF, London Plan (policy 5.2); Draft London Plan (policy SI2) and the Local plan (LP22).

6) Absence of a legal agreements

In the absence of a legal agreement securing the following Heads of Term, the scheme would represent an unacceptable form of development on grounds of affordable housing; transport; playspace; and sustainability, contrary to the NPPF, the Adopted and Emerging London Plan, the Local Plan (in particular policies LP22; LP31; LP36; LP44; LP45); and Supplementary Planning Documents and Guidance (in particular, Planning Obligations; Car Club Strategy; Affordable Housing).

- Affordable housing -quantum, tenure, affordability, nominations
- Viability Reviews – pre-commencement; early stage and late stage
- Playspace provision and maintenance contribution
- Carbon off-set fund
- Local Employment Scheme – construction and operation
- Controlled parking zone – contribution, consultation, review and implementation
- Removal of car parking permits for controlled parking zone
- Contribution towards railway safety; level crossing improvements, station access feasibility.
- Contribution towards road safety at Manor Circus
- Manor Road improvements
- Car Club provision on site for 2 vehicles and membership for 3 year residential membership;
- Travel Plans – review and bonds

Contact Details

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