

PLEASE INDEX AS

OTHER DOCUMENTS UPDATES

FILE No. TP/99/0733

JAN. FEB. MCH. APL. MAY. JUNE JUL. AUG. SEPT. OCT. NOV DEC

PART 1

PART 9

Part 20

PART 2

PART 10

PART 3

PART 11

PART 4

PART 12

PART 5

PART 13

PART 6

PART 14

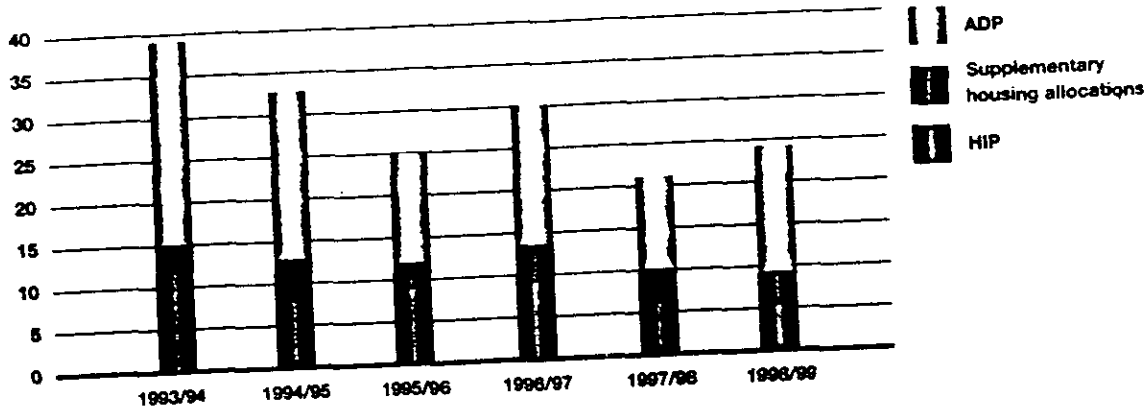
PART 7

PART 15

PART 8

PART 16

Figure 1: Declining resources



Housing Investment Programme allocations have been in decline for many years. This has reduced the Council's ability to direct resources to those areas which represent the highest local priorities and to maximise the cost-effectiveness of capital investment. However supplementary allocations, such as City Challenge and Estate Action, have helped to bolster funding.

### Housing Demand

The level of demand continues to increase for all sizes of accommodation. Applicants are registered by size of accommodation required according to an assessment of their housing need. Table 1 below shows the projected increases in demand over the next three years.

Table 1: Demand Projections (Statutory Register)

	May 1998	1999	2000	2001
<b>Bedsits</b>	4077	4182	4475	4787
<b>1 beds</b>	853	1053	1126	1205
<b>2 beds</b>	1318	1394	1492	1596
<b>3 beds</b>	343	405	434	464
<b>4+ beds</b>	56	78	84	90
<b>Total</b>	6647	7112	7610	8142

In particular, demand from single people remains high. Many live in inadequate accommodation and, therefore, receive priority for rehousing. Most single people are currently registered for "bedsit" accommodation.

Demand for transfer by existing Council tenants also remains high, particularly for the largest properties. The Common Housing Register also records demand for transfers from RSL tenants. This offers the potential for common allocations policy between CHR housing providers.

Other demand characteristics include:

- high demand for the South of the Royal Borough, particularly Chelsea, although the majority of social housing is located in the North.
- research indicates that many applicants will consider out of borough locations provided key needs such as transport, nurseries, schools, leisure and shopping facilities are addressed.
- improved recording of special needs, particularly the ability to register multiple needs, indicates increasing need for housing offers linked to support packages.

### Housing Need

Within the overall demand figures, the need groups in highest priority are people with a medical priority, overcrowded and in temporary or insecure accommodation. When high priority needs are projected and set against projected supply of social housing vacancies, the shortfall needed to meet total high priority needs is projected to rise as shown in table 2 below.

**Table 2: High Priority Need Shortfall Projections (Common Housing Register)**

	April 1998	April 1999	April 2000	April 2001
Total Shortfall	3255	3789	4335	4853

### Summary of Needs Analysis

Need for larger properties (four bedrooms and over) from households in the highest need exceeds supply by 151 units in July 1998. This is projected to rise to a shortfall of 184 units by April 2001. Demand for two bedroom properties exceeds supply by 831 units in July 1998 with a projected shortfall of 1,369 units by April 2001.

High priority demand for bedsit accommodation exceeds supply by 956 units in July 1998 rising to a projected shortfall of 3053 units by April 2001. The Council will introduce more flexibility so that some bedsit applicants in greatest need can be allocated one bedroom accommodation, where supply exceeds demand from households in high priority on the one bedroom list.

The CHR records people with special needs. Out of the top 200 households on the Statutory Register in May 1998, 26 required mobility standard accommodation, 10 required wheelchair standard accommodation, 16 had mental health problems and 8 were substance users. Another 20 people had a range of other special needs, including HIV/AIDS, learning disabilities and complex, multiple needs.

The CHR will provide an up-to-date analysis of needs so that trends in demand can be monitored regularly.

### Land availability

There is very little vacant land and few sites available for affordable residential development in Kensington and Chelsea. The small number of remaining major development sites for affordable housing are listed in the Unitary Development Plan. Several sites are available for mixed use, including affordable housing. These include the Territorial Army Centre at Warwick Road, Fenelon Place/Flaxyard site and Lots Road Power Station.

TQ 2678 NW  
46/30  
6.8.73

ASHBURN MEWS SW7

Entrance Arch from  
Ashburn Place

II

Circa 1879. White brick arch with flanking walls. Rusticated pilasters and architrave. Cornice, ball finials on the flanking walls.

---

TQ 2480 SE  
24/88  
29.7.49

AUBREY ROAD W8

Aubrey House

II\*

Mid C18, circa 1730-1740. Brown brick, red window arches; 3-storey, 5 window centre with 2-storey, 3 window wings (possible slightly later), and modern additions to east. The centre has a dentilled brick cornice and parapet and a dentilled brick pediment over the 3-window central part which breaks forward slightly. There is a band between ground and first floors. The doorcase has a dentilled pediment and entablature above Tuscan pilasters. The east (to left) wing projects slightly and has a band across the front continuing that of the main block. The west wing has been enlarged and altered in C19. The back on the garden shows the same 3-storey centre with the top floor in the parapet and a brick cornice below. The central one-window part projects slightly. The wings on this side are in line with the main block. The windows on the first floor retain their original cased frames. On the garden front to the extreme east beyond the modern additions is a C19 Tuscan loggia.

Interior - the house is said to incorporate earlier features, but as far as could be seen retains little except some simple mid C18 pedimented door surrounds. The staircases appear to be C19. The house stands in very good grounds particularly at the back.

---

TQ 2580 SW  
25/87  
TQ 2480 SE  
24/87

AUBREY WALK W8

Nos 2 to 6 (even)  
including garden railings

II

Early C19 terrace. Three storeys, 2 windows each. Yellow brick. Stucco to ground floor. Round-headed doorways. Gauged flat arches to windows. Iron window guards to first floor. Spearhead and pineapple railings to gardens. Doorway to No 6 on return frontage to Hillsleigh Road.

---

HENSINGTON &  
CHELSEA

ACERLEY WALK

TQ 2480SE  
24/90

Nos 15-19 (odd).

29.3.88  
GV

II

Terrace of three houses. 1951-2. By Raymond Erith for the Messrs Alexander. Brick, rendered garden front. Slate roof with four symmetrically placed brick stacks and wooden eaves soffit. Three storeys. Rectangular plan with large projecting bows on garden front. North (road) front a symmetrical five bay composition with blind windows on all storeys either side of centre and windows with margin-glazed sashes in outer bays. None on first floor set in single storey recesses. Central panelled door under low first floor window and low round-arched second floor window, both relatively small. Doors with arches also to extreme ends of facade and further door to right of right-hand ground floor blind window. All openings and recesses on this front have gauged heads, as have those on returns. South elevation is of seven bays with large margin-light casements, outer pairs of bays in semi-circular bay projecting slightly from line of facade. Windows flanking centre of tripartite proportions, though not glazed in a tripartite fashion. Centre bay with small arched window on second floor, small square window on first floor and margin half-glazed door with transom light on ground floor. Two storey verandah masking central three bays, with cast-iron supports below and wooden supports above to pitched lead roof.

Interior not inspected but undoubtedly of interest. One of Erith's most successful compositions.

L Archer, Raymond Erith, 1985, pp 128-30.

---

TQ 2580 SW  
25/4

GV

AUBREY WALK W8

Church of St George

II

1864 by Bassett Keeling. Muscular Gothic style. Ragstone with ashlar dressings and pinkstone bands. Brick flanks. Stumpy tower, and low arcaded porch to west. Interior painted and apse demolished.

---

TQ 2677 SE  
68/8  
7.4.83

BATTERSEA BRIDGE SW11

Battersea Bridge  
(that part in  
Kensington and Chelsea)

II

By J W Bazalgette 1890. Of 5 spans of unequal radii rising to a distinct central apex. The cutwaters of the piers are stone-faced with channelled rustication. Each pier supports a stone pilaster rising to road level.

Wrought iron spans spring from the piers, their outer margins swept back in concave section and ribbed. The spandrels carry iron panels with foliated decoration in flat relief.

Above the spans a cornice breaking round the stone pilasters marks the line of the road. It supports above each pilaster a stone pedestal with swept cornice and between each 2 pedestals an iron balustrade. This is composed of coupled colonnettes from which spring stilted arches.

(Southern half of bridge is in Borough of Wandsworth).

---

TQ 2580 NE  
21/5

BAYSWATER ROAD W2

Black Lion Gate  
(Kensington Gardens)

II

1862 cast-iron carriage gates of 2 leaves hung from open-work iron piers. Full-height bars with spear-head finials. Piers crowned with royal monogram, date and star of Order of the Garter.

---

TQ 2778 NE  
44/42

CADOGAN STREET SW3

St Josephs RC  
Primary School - blocks  
to rear and left of  
playground

GV

II

School and chapel. 1844. Probably A W N Pugin. Yellow brick, stone dressings. Pitched slate roof to eaves. Two storey, 7-bay wing parallel to road, with advanced chapel wing to left, bearing date. Two towers with pyramidal roof at intersection. Main block with 4-light Tudor windows and door to each side with Tudor arch. Left hand wing with lancets, 2-light Geometrical window to road. Wall to playground in front somewhat rebuilt, but original Tudor-arched entrance.

---

TQ 2580 SW  
25/6

CAMPDEN HILL W8  
(north side)

Thorpe Lodge

II

Villa. Early C19, built by John Tanner, with embellishments by 1904-12 by W K Shirley. Roughcast. Garden front of 2 storeys, 3 bays, with central 2-storey bow window. Windows square-headed, sashed above, casements below, tripartite to ground floor centre. Tall chimneys. Entrance facade with early C20 extensions including buff brick porch with arched and gabled canopy. Fine metal gates to north-west entrance with oak leaf decoration, dated 1910. Listed principally for very fine early C20 Art Nouveau interiors, with decorative panelling, murals, plasterwork, metalwork and tilework.

---

TQ 2580 SW  
25/40

CAMPDEN HILL ROAD W8

Nos 92 to 102 (even)

GV

II

Terraced houses. Early C19. Yellow brick and some stucco. Three storeys and basement. Two windows wide each. Channelled stucco to ground floor. Semi-circular entrances with fanlights. First floor wrought-iron balconies. Casement windows. Stucco architraves to windows of Nos 100 and 102 Campden Hill Road and 95 Bedford Gardens. Parapet.

---

TQ 2580 SW  
25/5

CAMPDEN HILL ROAD W8  
(east side)

No 118  
(West House)

II

1877-8. Norman Shaw. House for George Henry Boughton. Now converted to flats. Red brick, stone dressings and some tile-hanging. Tiled roofs. Three to 4 storeys and attic. Three main bays, the outer advanced as crosswings with gables (the left hand one rebuilt). Two-storey canted bay window to right hand side. Entrance to left hand, pilastered, with segmental arch; cut brick details. Relieving arch to ground floor centre with window under. Windows mullioned and transomed. Tall chimneys. Area wall. Return to Peel Street also gabled. Some alterations.  
Interior not seen.

Andrew Saint:- Richard Norman Shaw.  
Survey of London Vol XXVI.

TQ 2480 SE  
24/85

CAMPDEN HILL SQUARE W8  
(east side)

No 1

GV

II

Terraced house. Early C19. Three storeys plus basement. Five windows wide. Brick. Channelled stucco to ground floor. Stucco cornice. Return facade to Holland Park Avenue. Matching pair to No 53 opposite.

TQ 2480 SE  
24/84

CAMPDEN HILL SQUARE W8  
(east side)

No 8

II

Early C19. Brick. Three storeys plus basement. Two window centre with full height flat bays with rounded corners to left and right. Stucco band above ground floor and stucco to basement. Door off centre with simply ornamented fanlight.



# English Heritage

## Conservation area practice

English Heritage guidance on the management of conservation areas

### 1 Introduction

#### Background

Twenty five years have passed since the first conservation areas were designated in England under the Civic Amenities Act 1967 and more than 7500 now exist. Over this period the approach to designation has changed greatly, in parallel with, for example, the reassessment of the criteria for, and expansion of, the statutory listing of historic buildings.

As the number of conservation areas continues to grow, the criteria for their designation are being looked at more critically, and the validity, purpose, and results of designation are increasingly being questioned, particularly in relation to the planning process. The introduction of Section 54A of the Town and Country Planning Act 1990 has emphasised the importance of including firm conservation area policies in the local plan, which must in turn be based on a clear definition of what constitutes that special architectural or historic interest which warranted designation in each case.

A planning policy study commissioned from Plan Local by the Royal Town Planning Institute comments: 'Essential information for residents, landowners and potential developers is either frequently hidden in a wealth of information produced by local authorities, or is not readily available. There is little conformity between authorities in the form of publications, or in their contents. Furthermore, very few authorities publish information on, or aspirations for, enhancement and the ongoing management of conservation areas by individual householders or businesses'.

#### Importance of conservation areas

There is undoubtedly firm public support for the conservation and enhancement of historic areas of distinctive quality and character. Such areas have a strong sense of place and, by suggesting continuity and stability, provide points of reference in a rapidly changing world: they represent the familiar and cherished local scene. The mixture of historic buildings, frequently reflecting an older framework of streets and spaces, will almost always be visually pleasing, whether the buildings illustrate the local vernacular refined over time, the calculated proportions of Georgian building, the exuberance of Victorian commercial architecture, or a mixture of these and landscape features. All conservation areas will contribute in some way to the quality of the lives of those who live, work, shop, or play in them.

#### Need for action

Many conservation areas will be significant components of our regional and national cultural heritage, and as such will be of economic importance through tourism and through attracting commerce to the regions. This heritage is extremely fragile, particularly in those conservation areas where the loss of that special interest which warranted designation tends to happen incrementally and unobtrusively rather than dramatically. Some conservation areas are in a state of relative economic decline and suffer from a lack of investment. More often, the very qualities which make conservation areas of interest also help to encourage investment and pressure for development which, unless adequately controlled, tends to destroy those very characteristics which made the areas attractive in the first place.

### Contents

<b>1 Introduction</b>
<i>Background</i>
<i>Importance of conservation areas</i>
<i>Need for action</i>
<i>Purpose and context of this guidance</i>
<b>2 Implications of designation</b>
<i>Local authorities' duties</i>
<i>Implications for the local authority</i>
<i>Implications for owners and residents</i>
<i>Decision to designate</i>
<i>Maintaining public interest and support</i>
<i>Monitoring change</i>
<b>3 Designation procedure</b>
<i>Selection of areas</i>
<i>Designation review</i>
<i>Boundaries</i>
<i>Designation considerations</i>
<b>4 Definition of the special architectural or historic interest of a conservation area</b>
<i>Re-evaluation</i>
<i>Definition of special interest</i>
<i>Assessment of special interest</i>
<i>Unlisted buildings</i>
<b>5 Local plan policies</b>
<i>Importance of statutory policies</i>
<i>Primary policies</i>
<i>Supporting policies</i>
<i>Façadism</i>
<b>6 Statutory action to preserve significant buildings</b>
<i>Urgent works and repairs notices</i>
<i>Repair proposals</i>
<b>7 Article 4 directions</b>
<i>Seeking an Article 4 direction</i>
<b>8 Enhancement</b>
<i>Means of enhancement</i>
<i>Design/development briefs</i>
<i>Design of new buildings in historic areas</i>
<i>Environmental improvements</i>
<i>Street furniture</i>
<i>Advertisements</i>
<i>Traffic control and pedestrianisation</i>
<b>9 Economic development</b>
<i>Need for an economic development strategy</i>
<i>Evolving the strategy</i>
<i>Regeneration projects</i>
<b>10 Publicity</b>
<i>Publicity leaflets</i>
<i>Types of leaflet</i>
<i>Distribution</i>
<i>Using the media</i>
<b>11 Summary</b>

Unless otherwise indicated, references are to the Planning (Listed Buildings and Conservation Areas) Act 1990.

## 4 Definition of the special architectural or historic interest of a conservation area

### Definition of special interest

When designating new areas or confirming the designation of those which already exist through a review process, it is essential for the special architectural or historic interest which justifies designation to be defined and recorded in some detail. This is important for providing a sound basis, defensible on appeal, for local plan policies and development control decisions, as well as for the formulation of proposals for the preservation or enhancement of the character or appearance of the area.

### Assessment of special interest

The formal assessment and definition of 'special architectural or historic interest' ideally should be based on a detailed analysis of the area. Conservation areas vary greatly in their nature and character, ranging from historic town or village centres, through eighteenth and nineteenth century residential suburbs, model housing estates, and country houses set in their historic parks, to lengths of canal or other examples of a historic transport link. The form of the appraisal will be different in each case, but the following checklist may be helpful:

#### Re-evaluation

*In English Heritage's view this is an appropriate time for local authorities to re-evaluate and confirm the importance of the conservation areas in their districts, to be clear about the special interest which it is sought to preserve and enhance in those areas, and to adopt a firm framework for their management in order to achieve this.*

- **The origins and development of the topographic framework** This is most clearly shown on maps and should draw particular attention to the survival of historic elements which have determined the form of the modern topography; for example, the medieval road pattern, former defensive line, burgage plots, and other significant boundaries, formal layouts, and the relationship of buildings to open spaces
- **The archaeological significance and potential of the area, including any scheduled ancient monuments**
- **The architectural and historic quality, character, and coherence of the buildings, both listed and unlisted, and the contribution which they make to the special interest of the area** This should include a general description of the prevalent types and periods of buildings, their essential characteristics, and their relationship to the topographic framework. Both buildings (listed and unlisted) and groups of buildings which contribute positively to the character or appearance of the area should be identified on a map
- **The character and hierarchy of spaces, and townscape quality** The importance of spatial quality and the form of its enclosure in the townscape needs to be stressed, as do important views into and out of the conservation area. Key settlement edges should be defined, where applicable
- **Prevalent and traditional building materials** The range of traditional materials prevalent in the area for buildings, walls, and surfaces, particularly those which are characteristic of the local vernacular styles, should be defined and described
- **The contribution made by greens or green spaces, trees, hedges, and other natural or cultivated elements to the character of the area**
- **The prevailing (or former) uses within the area and their historic patronage, and the influence of these on the plan form and building types**
- **The relationship of the built environment to landscape or open countryside, including definition of significant landmarks, vistas and panoramas, where appropriate**
- **The extent of loss, intrusion, or damage, ie the negative factors** Features which detract from the special character of the area, and which provide opportunity sites where change is to be encouraged, should also be identified
- **The existence of any neutral areas** Those areas which neither enhance nor detract from the character or appearance of the conservation area.

As part of this exercise the creation of a dated photographic record of the

appearance of the conservation area will provide an invaluable aid to subsequent enforcement action and a useful check in monitoring change, the physical condition of the buildings, and the progress of enhancement schemes. Once created, such a record should be updated regularly in order to maintain its usefulness.

### Unlisted buildings

In assessing whether or not unlisted buildings make a positive contribution to the special architectural or historic interest of a conservation area the following questions should be asked:

- has the building qualities of age, style, materials, or any other characteristics which reflect those of at least a substantial number of the buildings in the conservation area?
- does it relate by age, materials, or in any other historically significant way to adjacent listed buildings and contribute positively to their setting?
- does it, individually or as part of a group, serve as a reminder of the gradual development of the settlement in which it stands, or of an earlier phase of growth?
- does it have a significant historic association with established features such as the road layout, burgage plots, a town park, or landscape feature?
- does the building have landmark quality?
- does it reflect the traditional functional character of, or former uses within, the area?
- has it significant historic associations with local people or past events?
- if a public building, does its use and internal public space contribute to the character or appearance of the conservation area?

*In English Heritage's view any one of these characteristics could provide the basis for considering that a building makes a positive contribution to the special interest of a conservation area, provided that its historic form and qualities have not been seriously eroded by unsympathetic alteration.*

## 5 Local plan policies

### Importance of statutory policies

Having analysed and defined the nature of the special architectural or historic interest which warrants designation, it is essential to incorporate adequate policies to protect that interest in the statutory local plan, because they provide the primary means for controlling erosion of the special interest and, where appropriate, for guiding the form of new development. If such policies do not already exist their introduction should be a high priority, particularly given the increased importance placed on local plan policies in the determination of planning applications by Section 54A of the Town and Country Planning Act 1990. In the following sections it is assumed that appropriate policies for the protection of listed buildings and archaeological sites are in place. It is also assumed that the rigorous application of general planning and highway policies will be relaxed where they would be in conflict with the preservation or enhancement of the area's character or appearance.

### Primary policies

Apart from a general statement of intent to preserve or enhance the character of conservation areas in accordance with Section 72(1), the most important policies must be a presumption against the demolition or damaging alteration of buildings, both listed and unlisted, which have been identified in the detailed analysis as making a positive contribution to that special architectural or historic interest which warranted designation, and a presumption against the detrimental or inappropriate development of spaces, especially those identified as contributing to the quality of the townscape. Such presumptions are based logically on the fact that the removal or damage of such elements can neither preserve nor enhance the special architectural or historic interest of the designated area. Applications to demolish buildings in a conservation area should be tested against established government criteria for listed buildings (currently set out in paragraphs 89 – 90 of the Department of the Environment's Circular 8/87), insofar as they apply to the contribution which the building makes to the character or appearance of the conservation area.

# Conservation area appraisals

ENGLISH HERITAGE



*Defining the special architectural or historic interest of Conservation Areas*

## Contents

### 1.0 Introduction

- 1.1 About the guidance
- 1.2 Definition and importance of conservation areas

### 2.0 Conservation Area appraisals

- 2.1 Benefits of appraisals
- 2.2 Defining character

### 3.0 Preparing the appraisal

- 3.1 Assessing architectural or historic interest: a checklist
- 3.2 The form of the appraisal
- 3.3 A programme for appraisals

### 4.0 Using the appraisal

- 4.1 Conservation area studies

### Further reading

#### Appendix

Unlisted buildings: assessment checklist

## 1.0 Introduction

### 1.1 About the guidance

This note complements *Conservation Area practice* (revised October 1995), English Heritage's guidance on the management of conservation areas, and extends advice on the definition and appraisal of the special architectural or historic interest of conservation areas.

It should be read in conjunction with *Conservation Area practice*, which describes the legislative framework and deals with most aspects of conservation area designation, control, and enhancement. Relevant information can also be found in *Development in the historic environment: an English*

*Heritage guide to policy, procedure, and good practice* (1995). Further guidance on this subject will be given in a forthcoming practice guide on conservation area management being prepared by the English Historic Towns Forum with the Association of Conservation Officers and English Heritage.

The key references to government policy on all development affecting historic buildings, conservation areas, and sites of archaeological interest are Planning Policy Guidance Note (PPG) 15, *Planning and the historic environment* (1994), and PPG 16, *Archaeology and planning* (1990). The legislation to which this leaflet primarily refers is the Town and Country Planning Act 1990 ('the principal Act') and the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act').

English Heritage hopes that local authorities will test the guidance given here when preparing their conservation area appraisals. All comments will be welcome, and will be taken into account when a revised version is prepared.

### 1.2 Definition and importance of conservation areas

Conservation areas were introduced through the Civic Amenities Act in 1967, and more than 9000 now exist. Conservation areas are 'areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance' (Section 69 (1) (a) of the Act). Local planning authorities are required to designate conservation areas, to keep them under review, and, if appropriate, to designate further areas (Section 69 (2)).

Designation brings certain duties to local planning authorities:

- to formulate and publish from time to time proposals for the preservation and enhancement of conservation areas and submit them for consideration to a public meeting in the area to which they relate (Section 71)
- in exercising their planning powers, to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation areas (Section 72)

Historic areas are recognised for the contribution they make to our cultural inheritance and economic well-being. Determining which areas are of 'special interest' is a matter for local planning authorities, using local criteria. Conservation areas therefore differ from listed buildings, where selection is made by the Secretary of State for National Heritage, using national criteria. If designation is to be effective, however, it is important that rational and consistent judgements are made in determining their special qualities and local distinctiveness.

## 2.0 Conservation Area appraisals

### 2.1 Benefits of appraisals

Over the past twenty-five years, the approach to designating conservation areas has changed greatly. As their numbers have grown, the criteria for designation are being looked at more critically. The enactment of Section 54A of the principal Act has emphasised the need for the development plan to include firm conservation area policies, based on a clear definition of the special architectural or



*Soho street market, London* The effect of activities, sounds, and smells on the character of a conservation area may be hard to measure, but the appraisal should acknowledge them and show how they relate to the buildings and spaces around them.  
(David Warren)

protecting the tangible, such as buildings and the spaces formed between them (streets, squares, paths, yards, and gardens), the activities and uses that make up the special character of a place can be sustained. Effective physical conservation measures should be rooted in firm land use policies in an adopted development plan.

Most of the buildings in a conservation area will help to shape its character in one way or another. The extent to which their contribution is a positive one depends not just on their public face, but on their integrity as historic structures and the impact they have in *three dimensions*, perhaps in an interesting roofscape or skyline. Back elevations can be important, as can side views from alleys and yards.

In a large conservation area, or one where its development spans a considerable period, the character may vary greatly within its boundary. For example, a small

market town may have a medieval core, focused on a market place or church, then a Georgian phase of development of grander houses and formal streets, followed by the arrival of the railway, and eventually by modern housing at the edges and on gap sites. Where the character is composite in this way and the phases of growth are clear, it will often be worth analysing them separately.

Elsewhere, rebuilding may have taken place many times over the same sites, resulting in overlays of building forms and styles which are often contained within an ancient framework. The richness of an area today may thereby reflect the build-up of successive historic periods.

### 3.0 Preparing the appraisal

#### 3.1 Assessing architectural or historic interest: a checklist

The evaluation of special architectural or historic interest

should be based on a careful analysis of the area, which should be as factual and objective as possible. Conservation areas vary greatly in their nature and character, from small rural settlements to historic enclaves in large conurbations.

Appraisals will therefore differ widely and there can be no national prescription; local needs and resources will determine their scope. The following checklist may be helpful in making a framework:

#### (i) Location and population

- a factual description of the position of the conservation area, its regional context, and its population

*Example: Hursley is situated in Mid Hampshire, approximately halfway between the historic towns of Winchester and Romsey. It is set within an undulating chalk and clay landscape with a series of scarp slopes to the north of the settlement, which*

*gives this part of the downs its distinctive character, There is a population of 793 living within the parish.*

*(Winchester County Council: Hursley Conservation Area Assessment 1996)*

(ii) The origins and development of the settlement

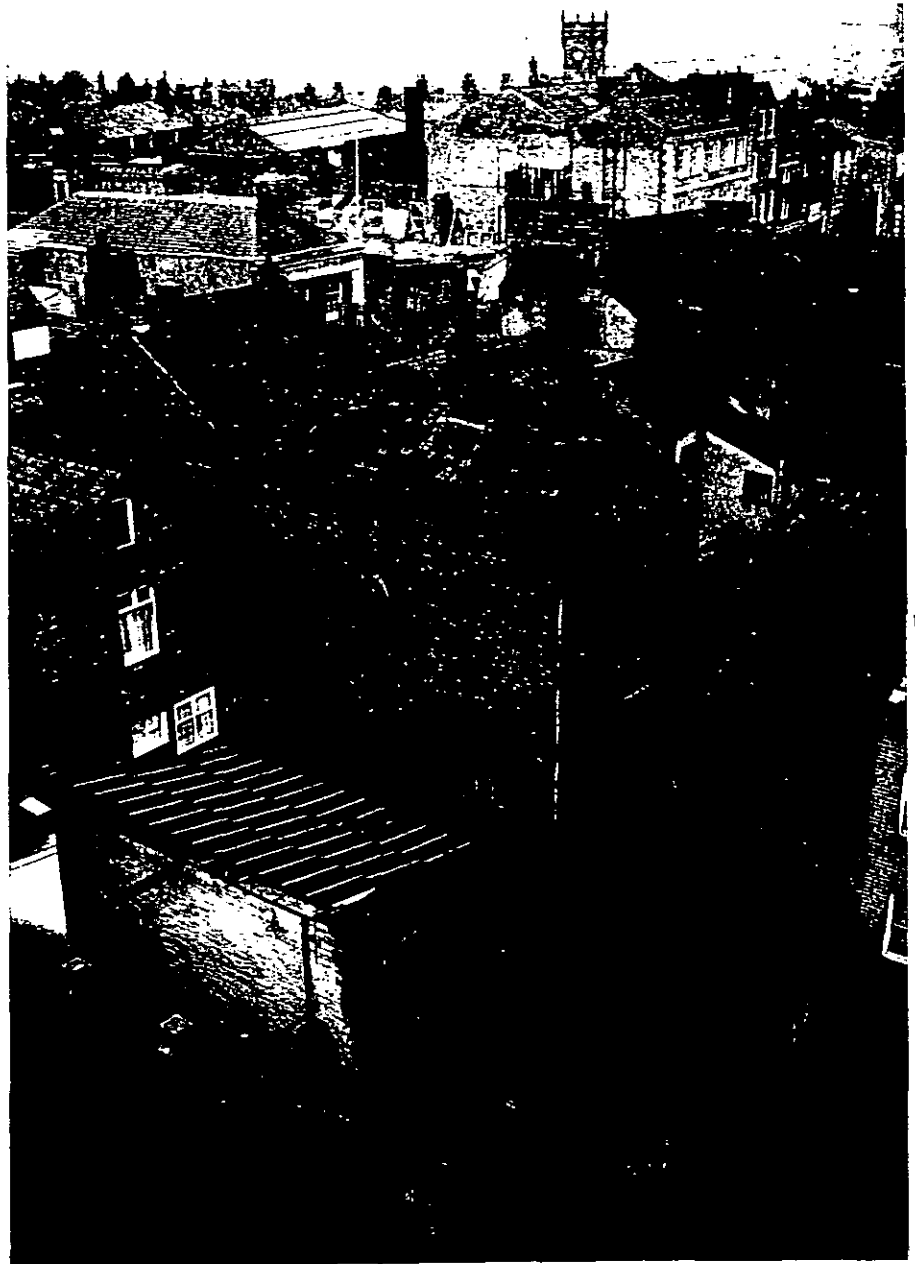
- this can most simply be shown on a map, marking key periods in the area's history and emphasising the survival of those historic elements which have determined the form of the conservation area today. These might include, for example, a medieval road pattern, former defensive lines, watercourses, burgage plots, and other significant boundaries; estate walls, formal layouts, and the relationship of buildings to open spaces. The influence of new lines of transport such as canals and railways could also be shown.

- the supporting text might sketch out the settlement's history, showing how this has shaped the development of the area. It may be helpful to refer to books and other publications where the local history is described in more detail.

*Example: The development of the hosiery trade during the final years of the seventeenth century, coupled with population growth, saw the gradual increase in development pressures in the Lace Market marking the beginning of the change to a working district. The subsequent development of the internationally important lace trade during the eighteenth and nineteenth centuries led to the redevelopment of the area with specially commissioned warehouses and showrooms of grand design, reflecting the status of their owners. Despite their size and architectural complexity these premises were constructed to a high density on the original medieval street pattern, giving the area its strong canyon-like character.*

*(Nottingham City Council: Lace Market CAP Action Plan 1995)*

(iii) The prevailing or former uses within the area and their historic



*Macclesfield, Cheshire Appraisals should explore the grain and morphology of the town. Backland areas will often be as interesting as, and sometimes better preserved than, the familiar street frontages. (David Warren)*

patronage, and the influence of these on the plan form and building types

- the form of the layout of different parts of the conservation area should be examined: for example, grand terraces with mews, villas in wooded gardens, workers' back-to-back housing, industrial buildings connected with local trades or specialised markets. This will feed back into the way the area grew and functioned.

*Example: This area of land was acquired and developed piecemeal by Jedediah Strutt to provide terraced housing and allotments for his mill workers. The layout evolved to its present appearance over a period of 100 years or more, land first being acquired in the late eighteenth century. The Strutt Estate concentrated its efforts here on providing well built housing laid out with gardens and allotments in a spacious setting . . .*

*The housing was almost all placed*

in an east west alignment, in long streets connected by narrow 'passages', which give the area a formal, almost gridiron character. Sandstone boundary walls surround each garden and enclosed space, at a uniform height, contributing to the linear layout and sense of order. The houses vary in detail from row to row, with different heights, layouts and materials, as the Estate experimented with designs. There is, however, uniformity in the building line and in the character of each row which gives the area a strong cohesive identity. There is also evidence of small nailshops and workshops amongst the housing, which were provided by the Strutts to help find employment for their male tenants, who were not the principal workforce in the factory. (Derbyshire County Council: Belper CAP Action Plan 1995)

(iv) The archaeological significance and potential of the area, including identification of any scheduled ancient monuments

- reference to the local Sites and Monuments Record (SMR) may be helpful and, where this indicates significant archaeological potential, an expert assessment may be desirable.

*Example: The fifteenth-century Cromford bridge and the ruins of its bridge chapel are scheduled ancient monuments. The seventeenth-century subterranean watercourse of Long Sough/Cromford Sough is also scheduled. In addition to this, there are numerous sites on the county Sites and Monuments Record relating to the village's industrial history, reflecting its importance in this regard. The totality of the village's industrial archaeology is important because of:*

- 1 the number and variety of water powered sites
- 2 the connection many of them have with Arkwright's industrial innovations
- 3 their preservation, state of completeness, and unspoilt setting

(Derbyshire County Council: Cromford CAP Action Plan 1995)

(v) The architectural and historic qualities of the buildings and the contribution they make to the special interest of the area

- this should include a general description of any dominant architectural styles, the prevalent types and periods of buildings, their essential characteristics, and their relationship to the topography or the skyline. Individual buildings (whether listed or unlisted) or groups that contribute positively to the character or appearance of the area should be identified on a map. The significance of vernacular traditions may be noted.
- reference should be made here to discernible areas within the overall conservation area which have their own special identity and which form recognisable zones or neighbourhoods within the whole. Such zones or areas should be defined for more detailed consideration.

*Example: The plot widths fronting Old Steine are very irregular and there is no uniform roofline. Several buildings here were built individually rather than as terraced developments. The unifying features are the materials – especially stucco render – and architectural features such as balconies, bays, sash windows and Regency classical details. On the eastern side the buildings mostly date from around the same period (although several were refronted later in the nineteenth century) and here there is a consistent terraced building line, set back slightly from the pavement to accommodate basements, with iron railings providing a consistent front boundary. The plot widths vary but there is a strong vertical emphasis throughout. This verticality is spoilt only by the twentieth-century Job Centre building on the corner of St James's Street. The roofline on this side is more consistent, with roofs behind parapets, but roof level additions have disrupted this. Some buildings still have their Regency segmental (curved) bays; others have been altered to Victorian cant bays. Originally all the buildings would*

*have had balconies and canopies. (Brighton Borough Council: Valley Gardens Conservation Area 1996)*

(vi) The contribution made by key unlisted buildings

- it will often be helpful to identify those key unlisted buildings that make a particularly important contribution to the conservation area as well as those which clearly detract from it and could suitably be replaced. A checklist of questions to help with this process is reproduced from *Conservation Area practice* as an appendix to this leaflet.

*Example: The impressive facade of the Edwardian building is in good condition. Unfortunately, the neighbouring property, the modern school building, is not of such high quality and represents a poor contribution to the built environment, particularly its unattractive fence. While excluded from the conservation area it nevertheless has an adverse impact upon it.*

*(London Borough of Richmond-upon-Thames: Twickenham Green Conservation Area 1992)*

(vii) The character and relationship of spaces within the area

- the importance of open spaces within the conservation area, the way they are enclosed, and the visual contribution they make to the townscape should be shown. The relationship between different spaces, the qualities they offer (such as important views into and out of the conservation area), and the ways in which the spaces were and are used should be defined and described. The visual relationship between public space (such as a market place, street, square, public garden or car park) and private space (gardens, courtyards or playing fields) might be described where applicable, as should key settlement edges.

*Example: Yorkersgate has a strong vertical emphasis resulting from the predominance of sliding sash windows, chimney stacks and pots,*

and the scale of the building relative to the street width. This emphasis is maintained to the rear where due to the rising ground from the river, the buildings appear as a manmade cliff of some visual drama. Beyond Market Street the building line is less rigid and the scale of the buildings reduced on the north side to make the transition from the urban to rural context. On the south side York House and the Talbot Hotel make an impressive and abrupt edge to the built-up area. The two most prestigious, stone-built residential properties on Yorkersgate, they maintain gardens down to the rear stretching down to the river, the greenery and trees of which form a backdrop to the burgage plots along the rest of the street.

(Ryedale District Council, N Yorkshire: Malton Conservation Area 1994)

(viii) Prevalent and traditional building materials, textures and colours

- the range of traditional materials prevalent in the area for buildings, walls, and ground surfaces, particularly those which are characteristic of the local vernacular may be noted. Any surviving historic surfaces should be recorded, and their interest explained.

- as well as recording the types of materials to be found, their textures and colours can be described

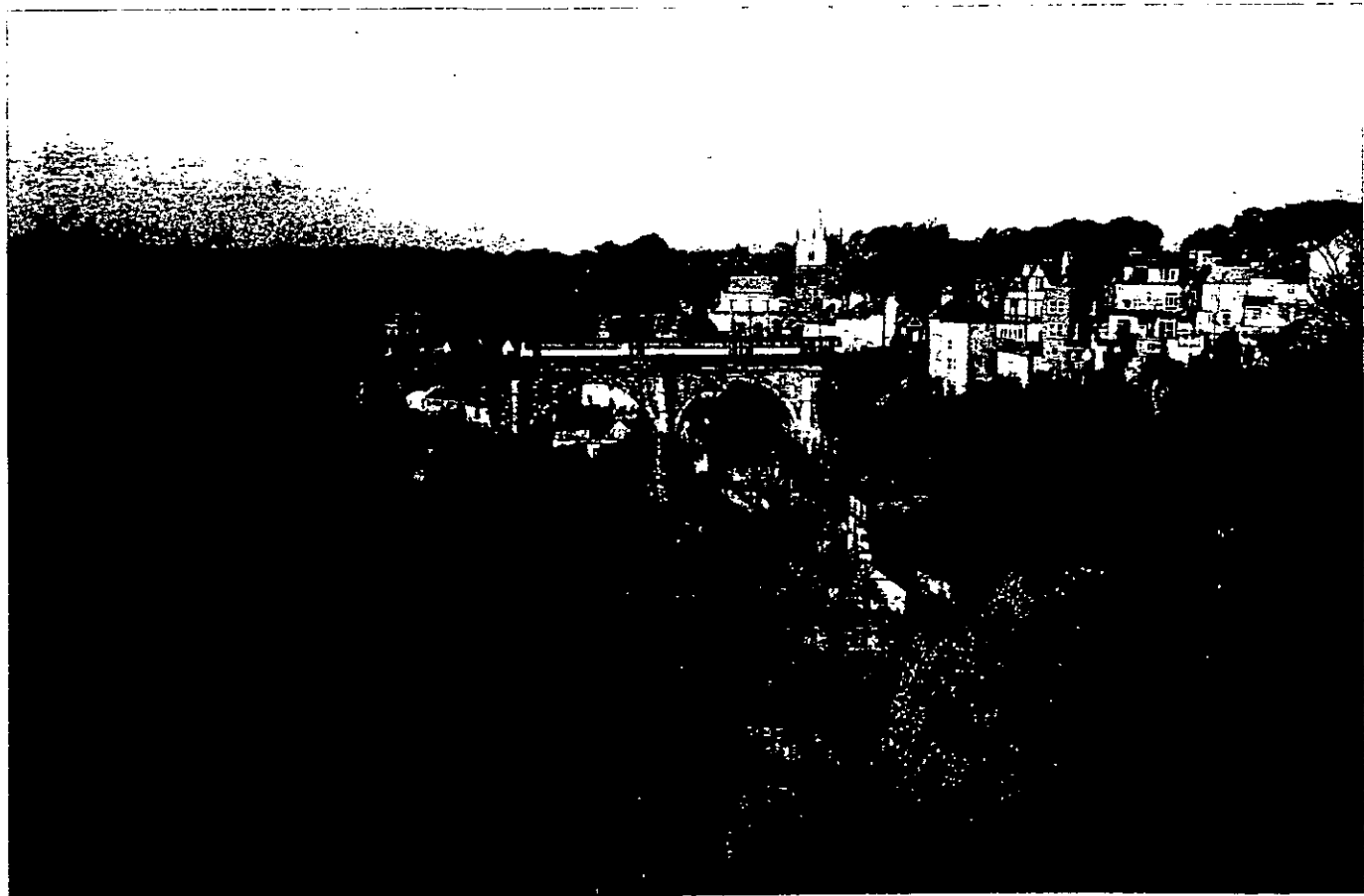
*Example: Red brick: a rich warm colour, with a range of bonded constructions: stretcher, English, and Flemish. A characteristic feature in many of the earlier nineteenth-century buildings is the use of Flemish bond with darker burnt headers, giving an overall pattern to the wall. Some of the later Victorian buildings have a blue brick string and decorative courses. New red sandstone A soft, friable warm stone usually dressed in some form with saw marks, giving a rough textured finish or finely jointed*

*smooth finished ashlar block work. Grey sandstone or millstone grit Harder grey building material, with a rougher-textured finish ashlar. This stone is usually coursed, with the surface of the blocks showing a tooled finish. (Leek Action Plan, Civic Trust Regeneration Unit 1992)*

(ix) Local details

- local constructional or joinery details often make a vital contribution to local distinctiveness. Their form and locations should be recorded, and their significance noted. The survival of unusual street furniture or ground surfaces may also be noted.

*Example: The Lion Houses were built by James Nicholl between 1899 and 1903. Similar houses had already been erected by him in the Hurlingham area of Fulham. The lugubrious lion figures identify the work of Nicholl, although the*



*Knaresborough, North Yorkshire The role of trees, waterways or open spaces in the identity of the conservation area should be carefully judged. (Geoff Noble)*





*Halifax* Street surfaces will often reflect local traditions, such as the use of granite setts, laid here in a fantail design, providing a simple interlocking pattern on the slope of the hill. (Geoff Noble)

widespread use suggests that he may have taken delivery of rather more than he intended, and one account indicates 1000 lions were supplied by mistake for the 100 ordered by the builder. In any event, the small creatures were used with abandon and surmount gate-piers, bays and parapets to form an attractive and unusual feature of the houses. (London Borough of Richmond-upon-Thames: Barnes Green conservation area: the Lion Houses 1992)

(x) The contribution made by green spaces, trees, hedges, and other natural or cultivated elements to the character of the area

- the importance of parks and gardens, both public and private, should be identified, particularly

any sites which are included on the Register of parks and gardens of special historic interest (compiled by English Heritage), and their contribution described

*Example: It is both a strength and a weakness of Greenwich Park that, unlike the contemporary Hampton Park and Bushy Parks, it extends its formal avenues over a hilly terrain. The views into and out of the park are so much more exciting that those afforded by a flat landscape, but the loss of formality at the very centre of the design is disproportionately damaging to the whole, since the irregular land form intrudes. (English Heritage: Greenwich Conservation Strategy, 1993)*

- trees are a vital element of many conservation areas, not only in

public places but on private land as well. Important single trees and groups should be identified and described in their locations. Their condition and lifespan may be assessed, so that a strategy for replanting can be devised.

*Example: The penetration of open space, afforded by the recreation ground, provides an opportunity for the mature tree groups of the Park Vale and the Vicarage to emerge as a dominant feature of the conservation area. This wooded area comprising a mixture of trees including yew, ash, holly, and sycamore, together with a glimpse of Church Lodge with its decorative stacks, is one of the most striking and contrasting internal views from the street level.*

*(Winchester City County Council: Hursley Conservation Area assessment 1996)*

(xi) The setting of the conservation area and its relationship with the landscape or open countryside, including definition of significant landmarks, vistas, and panoramas, where appropriate



*Ackroyden, West Yorkshire* Even small details like these wrought iron railings in a Victorian model village can be a vital element in the local distinctiveness of the area. Such subtleties are easily destroyed. (Geoff Noble)



*Wherwell, Hants Vernacular building traditions like timber frame construction or thatching techniques should be studied and recorded. (Geoff Noble)*

- the landscape setting is often an important part of the character of a conservation area, particularly in small rural settlements.

Ever-present views of surrounding hills or glimpses of landscape from urban streets can contribute significantly to the atmosphere of a place. Distant views of the settlement and those in the approach to it may contribute to lasting impressions of its character, and should therefore be carefully analysed. Any landmark structures should be noted, as well as any common building height resulting from past influences or planning restrictions, perhaps to safeguard a particular landmark. Where relevant, the village edge or urban boundary should be identified and its importance analysed.

- in rural settings, adjacent Areas of Outstanding Natural Beauty (AONBs) or Areas of High Landscape Value may penetrate

into the built-up area, and the value of such designations should be identified

*Example: The present-day survivals above ground are the abandoned relics representing virtually every major period of defensive structure from the late medieval period until 1945. The 500 years of fortifications emphasise the strategic outlook from the site, which controls the channel between Mount Edgecumbe and Drake's Island. It is a point to look out from. The views to the sea and reciprocal views of the peninsula from the sea, Mount Edgecumbe, and Drake's Island are dramatic and characteristic of the defensive transformation of the natural landscape around Plymouth Harbour.*

*(English Heritage: Stoneford/ Durnford Street, Plymouth, Conservation Area assessment 1995)*

- (xii) The extent of loss, intrusion or damage, ie the negative factors

- elements which detract from the special character of the area, and which offer a welcome opportunity for change. This may include harmful pressures on an area, such the consequences of heavy traffic or the loss of front gardens to car parking.

*Example: A number of large buildings have a negative impact on the conservation area; Ada Belfield House and the police station in particular are inappropriate in scale, design, and materials (although the police station is not in prominent view). The station car park served by Field Lane is an area of open tarmac from which the rear elevations of properties on Bridge Street and Wellington Terrace can be seen. The form of the car park does not relate to the strip pattern of east/west development and the hard surface is alien in this setting of mature landscaped gardens.*

*(Derbyshire County Council: Belper CAP Action Plan 1995)*



*Kingsand and Cawsand, Cornwall* Clasped within its bay on the Cornish coast, the character of the town is moulded by its dramatic topography. Sea, land, and buildings unite to form an inseparable whole. (David Warren)

(xiii) The existence of any neutral areas

- those areas which neither enhance nor detract from the character or appearance of the conservation area, but where there might be some potential for enhancement, should be recognised

*Example: The housing redevelopment schemes on Avenham Road and Glover Street can be viewed as neutral areas, although their landscaping is very attractive and helps to soften the appearance of the adjacent terraces. The houses are of plain design built of brick with reconstituted stone dressings. Their bland appearance does not make a positive contribution to the character of the conservation area but they do not intrude.*

*(Preston Borough Council: Avenham CAP Action Plan 1995)*

**3.2 The form of the appraisal**  
In the published appraisal the

emphasis should be placed on graphic presentation to make an immediate and readily comprehensible impact.

Illustrations could include any of the following:

- maps or sketches that demonstrate the area's historical development
- a townscape analysis showing, for example, important views into and out of the conservation area, landmarks, and open or green spaces
- a map showing listed and unlisted buildings and groups of buildings which contribute to the character or appearance of the area
- photographs or drawings of buildings and local details

The text should make it clear that the appraisal is not intended to be comprehensive and that omission of any particular building, feature or

space should not be taken to apply that it is of no interest.

As part of the appraisal process, a dated photographic record of the conservation area is recommended. This will help in the visual analysis of the townscape and will provide an invaluable aid to any later enforcement action. It will also be a useful check in monitoring change in the area and the physical condition of the buildings, as well as showing the progress of enhancement schemes. Once established, such a record should be kept up to date.

#### **4.0 Using the Conservation Area appraisal**

##### **4.1 Conservation Area studies**

An objective and clear character appraisal will provide a sound basis for development control and for initiatives to promote the area. A useful test of a draft appraisal would



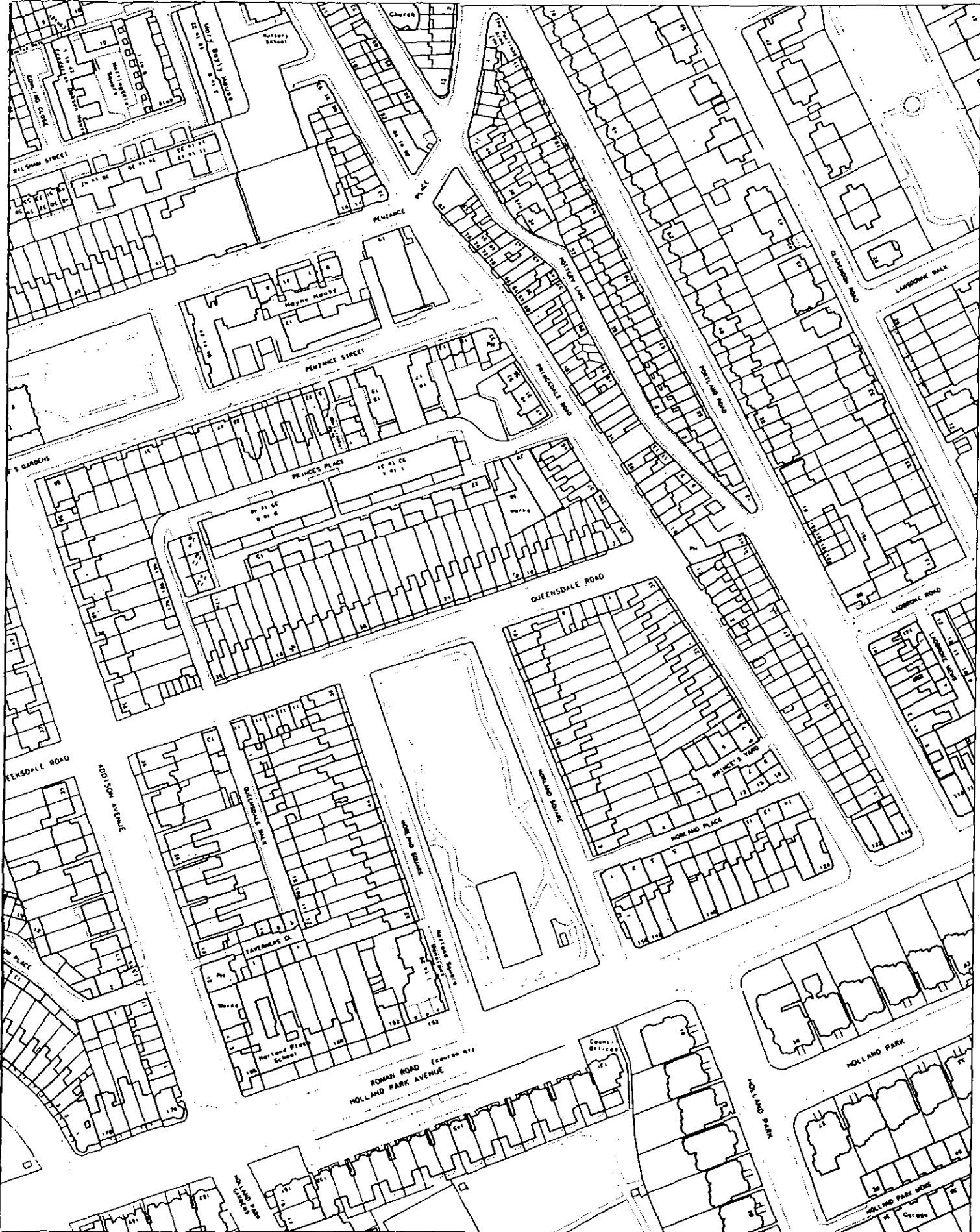


own copyright reserved.

SCALE 1:2000







own copyright reserved.

SCALE 1:2000



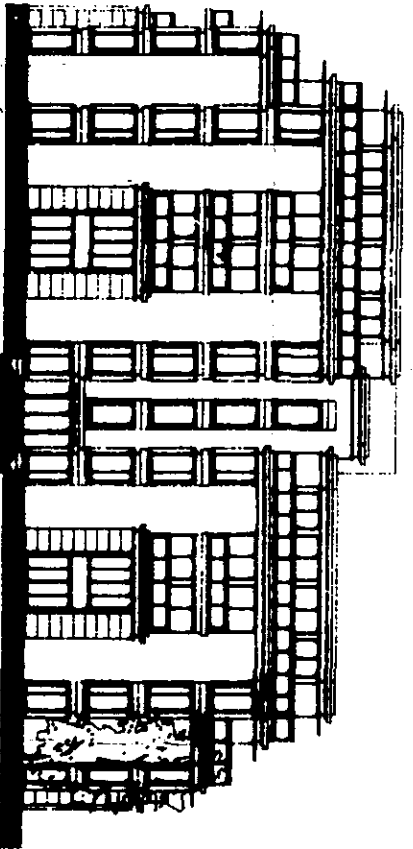
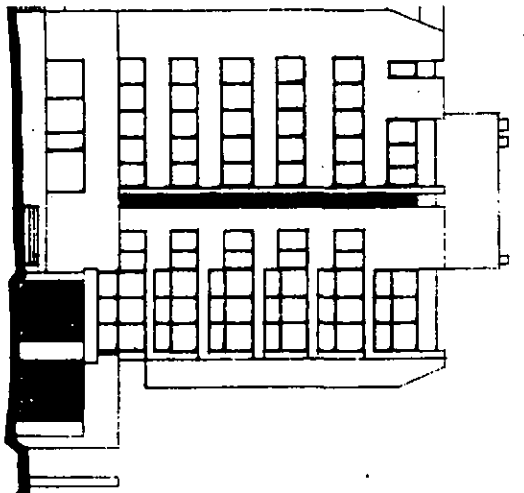


own copyright reserved.

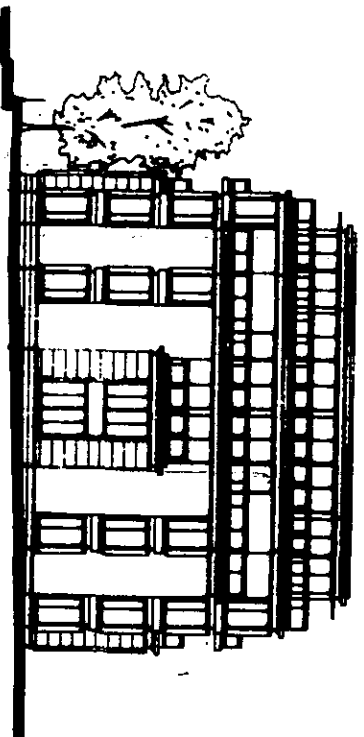
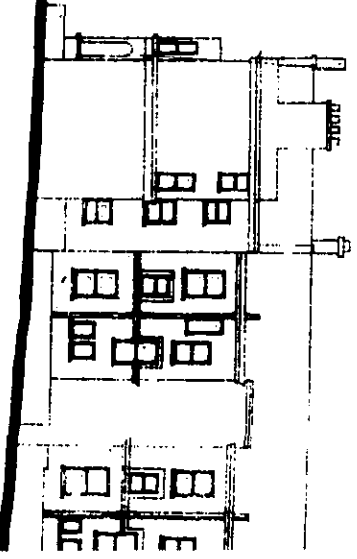
SCALE 1:2000







CAMPDEN HILL ROAD ELEVATION

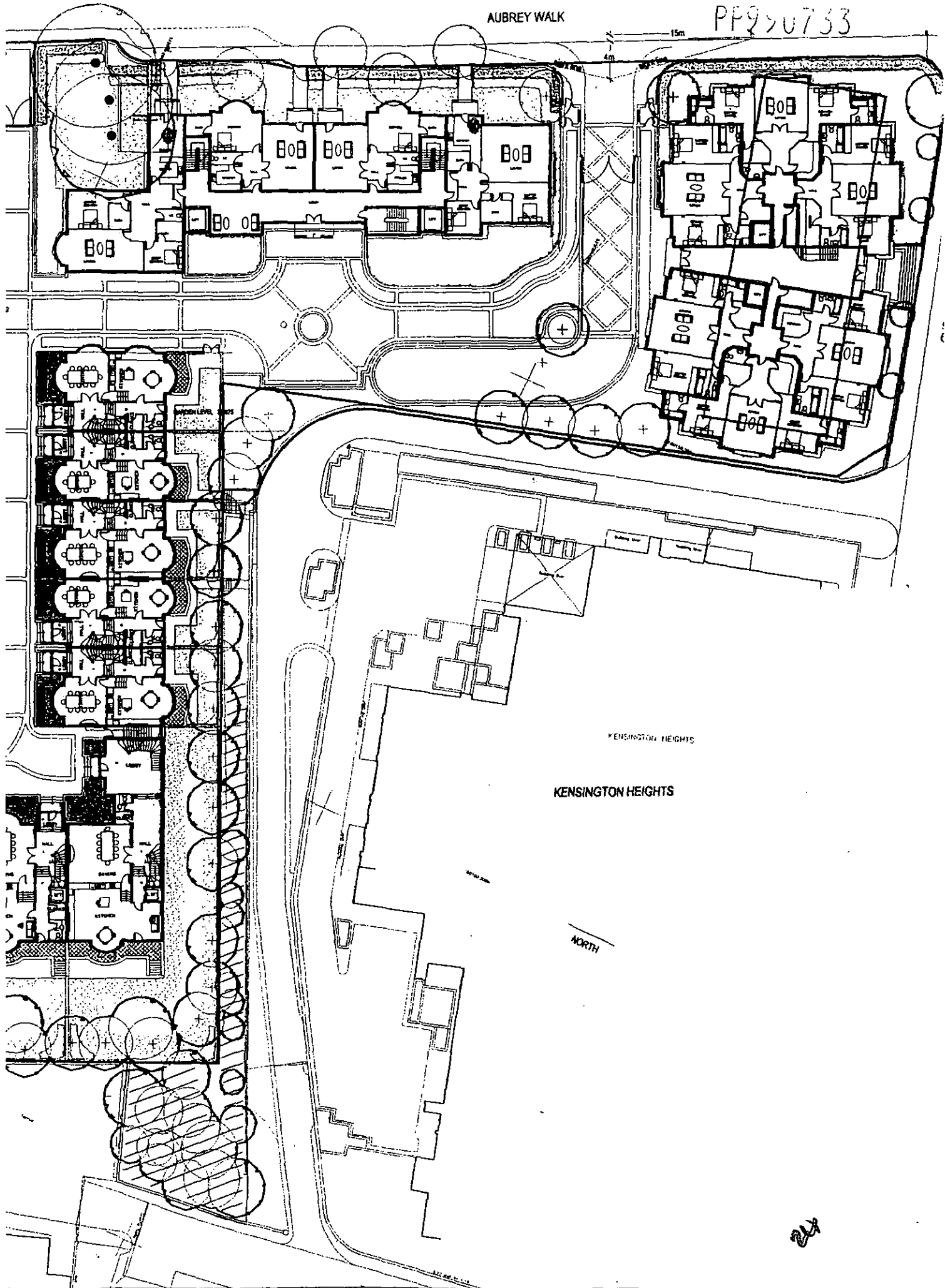


KINGSLEY ELEVATION

AUBREY WALK

PP950733

15m  
4m





CAMPDEN HILL SQUARE



East side



Garden from the southern end





# Sellwood Planning

15<sup>th</sup> February 1999

Ref: RMS/StJ/CAM/99021 -

Chartered Town Planners  
Chartered Surveyors

Highgate House  
Bambers Green  
Takeley  
Bishop's Stortford  
Herts CM22 6PE

Executive Director of Planning & Conservation  
The Royal Borough of Kensington & Chelsea  
3/F Town Hall  
Hornton Street  
London W8 7NX

Telephone (01279) 871799  
Facsimile (01279) 870790  
Mobile 07801 321162

FAO: D Taylor

## **Fax & Post**

Dear Sir

### **Applications by St James Homes Ltd. Campden Hill Reservoir**

Thank you for your letter of the 20<sup>th</sup> January 1999 concerning the provision of affordable housing in association with the redevelopment of the Campden Hill Reservoir site.

As you will be aware, the decision by St James Homes Ltd. to offer a contribution towards off site affordable housing was initiated by your letter of the 23<sup>rd</sup> January 1998 which stated that;

“.....I accept that the restrictions upon development of the site would dictate that provision of this (affordable housing) on site would be extremely difficult to achieve. Therefore, a contribution to development located off site is likely to be acceptable in this case”.

In the absence of any subsequent advice from you concerning a change of view, the applications were submitted on the basis of an off site contribution secured by a S106 agreement.

Whilst I note your references to the new affordable housing Circular (6/98), this Circular (para 22) maintains the option of both an off site provision and a commuted sum where this is jointly favoured by the applicant and the planning authority. In view of this, I would not accept that the new Circular represents a material change in Government policy since your letter of January 1998.

In the view of St James, the response in your earlier letter represented a carefully considered officer response to the particular circumstances of this site. At that time you noted that because of the nature of the site affordable housing “would be extremely difficult to achieve” on site. As we are all aware, none of these factors have got any easier over the last year.

24

One of the most difficult problems in achieving social housing on this site is that it is proposed to be developed as an integrated scheme. This means that all common items such as the underground car parking, maintenance, refuse disposal and security will be dealt with by a management company. This management company will then levy a service charge on each property. From experience elsewhere in Kensington these service charges will inevitably be high. Indeed, I am advised by St James that in common with the prevailing level of service charges in the local area the service charges will be at least £4,000 per annum. As you will be aware, this would amount for most of the standard Housing Association rental for a unit.

It is also relevant to note that if a Housing Association cannot become involved in the site, a significant off site commuted sum will be made available by St James towards provision elsewhere in the Borough. Given that the Campden Hill area is one of the most expensive areas in Kensington & Chelsea it is the case that an off site scheme will be able to provide more units in a less expensive location. Not only does this represent better "value for money" but it would have a greater impact on reducing social housing needs in the Borough.

Notwithstanding the above, I can confirm that in the event that off site provision by way of a payment of a commuted sum is not shown to be preferable or if a local Housing Associations is able to bear the high service charges, on site social housing can be provided.

In these circumstances this rented social housing provision could, in principle, be made in the stand alone block fronting on to Aubrey Walk. This block would be the most appropriate location since it is self contained and of the necessary size to accommodate the level of social housing expected on the site.

I can confirm that in respect of all these matters St James Homes have had initial contact with local social housing providers and are continuing a dialogue about the viability of these alternative options.

I would be grateful for your response to the above since we would like to start drafting the necessary S106 clauses as soon as possible.

Yours faithfully



**R M Sellwood**

c.c M Simms  
T Blaney  
G Binmore  
S Adams

S Watts  
J Mills  
K Rayner  
N Hawkey

① PC

② DT



# Sellwood Planning

15<sup>th</sup> March 1999

Ref: RMS/StJ/CAM/99050

Chartered Town Planners  
Chartered Surveyors

Executive Director Planning & Conservation  
Royal Borough of Kensington & Chelsea  
3/F Town Hall  
Hornton Street  
London  
W8 7NX

RECEIVED BY PLANNING SERVICES									
EX DIR	HDC	N	C	SV	SE	ENF	APPEALS	IO	REC
17 MAR 1999									
ARB	FWD PLN	CON DES	FEES						

Highgate House  
Egham Green  
Tisbury  
Bishop's Stortford  
Herts CM22 6PE

Telephone (01279) 871799  
Facsimile (01279) 870790  
Mobile 07801 321162

FAO: D Taylor

## FAX & POST

Dear Sir

### **Application by St James Homes Ltd. Fomer Campden Hill Reservoir Site**

Thank you for your letter of the 3<sup>rd</sup> March 1999 which follows up our discussion regarding affordable housing on the Campden Hill Reservoir site.

Whilst your interim policy on affordable housing does not yet have the weight of an adopted UDP policy, I explained at the meeting that my clients have no particular problem with the suggested sequential approach and its provision. To clarify the points, I can confirm;

1. St James will not be seeking to argue that the provision of on site affordable housing will threaten the financial viability of the remainder of the project.
2. If there is a Housing Association which can afford to fund the inevitably high cost of service charges arising from on site affordable housing and this remains the preferred approach of your Council, St James will provide on site affordable housing. This would probably be located in the free standing building which fronts on to Aubrey Walk.
3. If a suitable Housing Association cannot be found who will bear the high service charges, or your Council ultimately concludes that on site provision is not appropriate, then St James will provide the requisite number of units off site.

17.3.99  
Re

29

4. The provision of an off site commuted sum would be an option which can only be triggered by the Council in the situation where it concludes that in this case it is the most appropriate option.

Since it would be useful to conclude this issue in a S106 agreement as soon as possible, I can see no reason why the sequential approach as outlined above cannot be incorporated in an agreement. Whilst St James are in discussions with Housing Associations at present, the outcome of these discussions will inevitably reflect the financial circumstances of today rather than at the time when the units are to actually be provided. For this reason the use of a sequential approach will ensure that the final decision on the form of provision can reflect the latest available information.

Whilst we will shortly be able to provide you with details of these preliminary discussions, I suggest that we start to prepare a S106 which leaves the choice of type of affordable housing to be determined by your Council in the light of financial information provided by its preferred Housing Association partners.

Perhaps you can advise me whether this is acceptable to you.

Yours faithfully



**R M Sellwood**

cc. M Simms  
T Blaney

## PART 3: RENT CAPS

## EXPLANATION OF RENT CAPS

A key objective of the funding system is to achieve value for money in return for grant. Just as grant rates represent the maximum proportion of scheme costs which will be funded by any form of public subsidy including Social Housing Grant (SHG), and just as TCI represent the basis of a cost evaluation of SHG-funded units, so rent caps will represent the upper level of rents (including housing benefit-eligible service charge) that will normally be acceptable for new schemes.

Within this context, the rent caps are modelled on new build TCI and grant rates for 1999/2000 and therefore represent rents at 100% TCI and norm grant. The caps are produced at TCI cost group area level and are broken down by floor area within this. Service charges are assumed to be represented within the caps given that the caps are derived from the grant rate model which has assumptions within it about RSLs' management and maintenance costs.

## APPLICATION OF RENT CAPS

For 1999/2000, rents caps will apply for general needs housing for rent and temporary housing; they will not apply to supported housing schemes nor to category 1 and 2 schemes, although RSLs will still be required to submit rents and service charge information for such schemes at bid stage and at grant confirmation. In addition, as for 1998/99, there is no distinction between rents for new build and rehabilitation, this applies both to general needs self-contained and shared housing.

Similarly, whilst RSLs will be required to provide rents and service charge information for shared ownership schemes, these schemes will not be subject to rent caps. In addition, there is no published benchmark in 1999/2000 for rent as a percentage of unsold equity. Instead, RSLs are expected to propose levels of rents that are considered affordable to their potential customers. For shared ownership schemes, we will calculate at bid stage RSLs' proposed rent as a percentage of unsold equity, RSLs will then be required to maintain the same percentage through to grant confirmation and to practical completion. In respect of housing benefit-eligible service charges, again it is expected that there should be no variation from the proposed service charges at bid stage.

## USE OF RENT CAPS BY THE HOUSING CORPORATION

RSLs are expected to bid at rent levels which will not breach the published caps in the respective TCI cost group. Once a bid is accepted there will be a presumption against giving grant confirmation on any schemes where the proposed rents exceed the published caps. In other words, grant confirmation stage will be based on the lower of the rents proposed by the RSL at bid stage (where applicable) or the published rent cap. RSLs will need to provide a convincing justification on overall value for money grounds if grant confirmation is to be considered on schemes where the published rent caps are breached. Housing Corporation regions will have discretion to approve schemes up to a maximum of 130% of the published caps.

## NOTES TO THE TABLE

Table 3.1 sets out the rent caps which apply to general needs housing for rent schemes, including temporary housing. The caps are provided by TCI cost group and vary in relation to floor area for units to be approved.

To identify the appropriate rent cap(s), the cost group and floor area must be identified. Part 1 has a list of the TCI cost groups into which local authority areas fall.



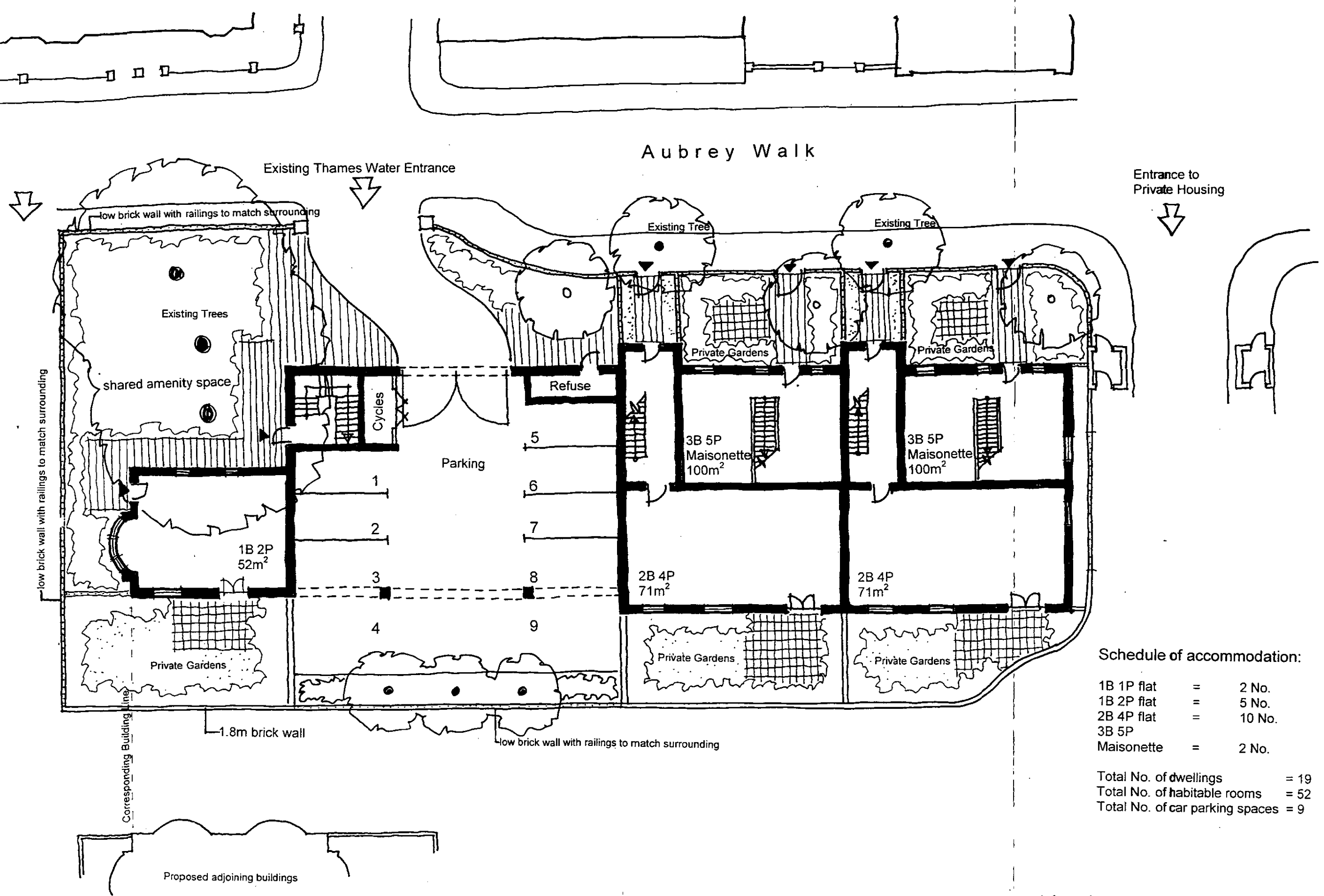
**Table 3.1 RENT CAPS**

for housing produced outside the Housing Corporation's supported housing framework.

Dwelling floor area (meter <sup>2</sup> )	Probable occupancy persons	General needs self-contained TCl cost group					Extended family self-contained TCl cost group				
		A	B	C	D	E	A	B	C	D	E
Up to 25m <sup>2</sup>	1	£43	£44	£42	£40	£40					
25m <sup>2</sup> to 30m <sup>2</sup>	1	£46	£47	£44	£42	£42					
30m <sup>2</sup> to 35m <sup>2</sup>	1 and 2	£48	£49	£47	£44	£44					
35m <sup>2</sup> to 40m <sup>2</sup>	1 and 2	£51	£52	£49	£46	£46					
40m <sup>2</sup> to 45m <sup>2</sup>	2	£54	£55	£52	£48	£48					
45m <sup>2</sup> to 50m <sup>2</sup>	2	£57	£58	£54	£50	£50					
50m <sup>2</sup> to 55m <sup>2</sup>	2 and 3	£59	£60	£57	£52	£52					
55m <sup>2</sup> to 60m <sup>2</sup>	2 and 3	£62	£63	£59	£54	£54					
60m <sup>2</sup> to 65m <sup>2</sup>	3 and 4	£65	£66	£62	£56	£56					
65m <sup>2</sup> to 70m <sup>2</sup>	3 and 4	£68	£69	£64	£59	£58					
70m <sup>2</sup> to 75m <sup>2</sup>	3,4 and 5	£71	£72	£67	£61	£60					
75m <sup>2</sup> to 80m <sup>2</sup>	3,4 and 5	£73	£74	£69	£63	£62					
80m <sup>2</sup> to 85m <sup>2</sup>	4,5 and 6	£75	£77	£71	£64	£64					
85m <sup>2</sup> to 90m <sup>2</sup>	4,5 and 6	£78	£79	£73	£66	£65					
90m <sup>2</sup> to 95m <sup>2</sup>	5 and 6	£80	£81	£75	£68	£67					
95m <sup>2</sup> to 100m <sup>2</sup>	5 and 6	£83	£84	£78	£70	£69					
100m <sup>2</sup> to 105m <sup>2</sup>	6 and 7	£85	£86	£80	£72	£71					
105m <sup>2</sup> to 110m <sup>2</sup>	6 and 7	£88	£89	£82	£74	£72					
110m <sup>2</sup> to 115m <sup>2</sup>	6,7 and 8	£90	£91	£84	£76	£74	£79	£80	£77	£73	£74
115m <sup>2</sup> to 120m <sup>2</sup>	6,7 and 8	£93	£94	£86	£77	£76	£81	£82	£78	£75	£75
120m <sup>2</sup> to 125m <sup>2</sup>	7 and 8	£95	£96	£89	£79	£78	£83	£84	£80	£77	£77
125m <sup>2</sup> to 130m <sup>2</sup>	7 and 8	£98	£99	£91	£81	£79	£85	£86	£82	£79	£79
130m <sup>2</sup> to 135m <sup>2</sup>	8 and 9						£87	£88	£84	£80	£80
135m <sup>2</sup> to 140m <sup>2</sup>	8 and 9						£89	£90	£86	£82	£82
140m <sup>2</sup> to 145m <sup>2</sup>	8,9 and 10						£91	£92	£88	£84	£84
145m <sup>2</sup> to 150m <sup>2</sup>	8,9 and 10						£93	£95	£90	£86	£86
150m <sup>2</sup> to 155m <sup>2</sup>	9 and 10						£95	£97	£92	£87	£87
155m <sup>2</sup> to 160m <sup>2</sup>	9 and 10						£97	£99	£94	£89	£89
General needs shared, 1 person bedspace		£46	£45	£41	£38	£37					

**Note:**

The rent caps are based on a 52-week year. The annual rent cap is therefore the relevant figure above x 52.



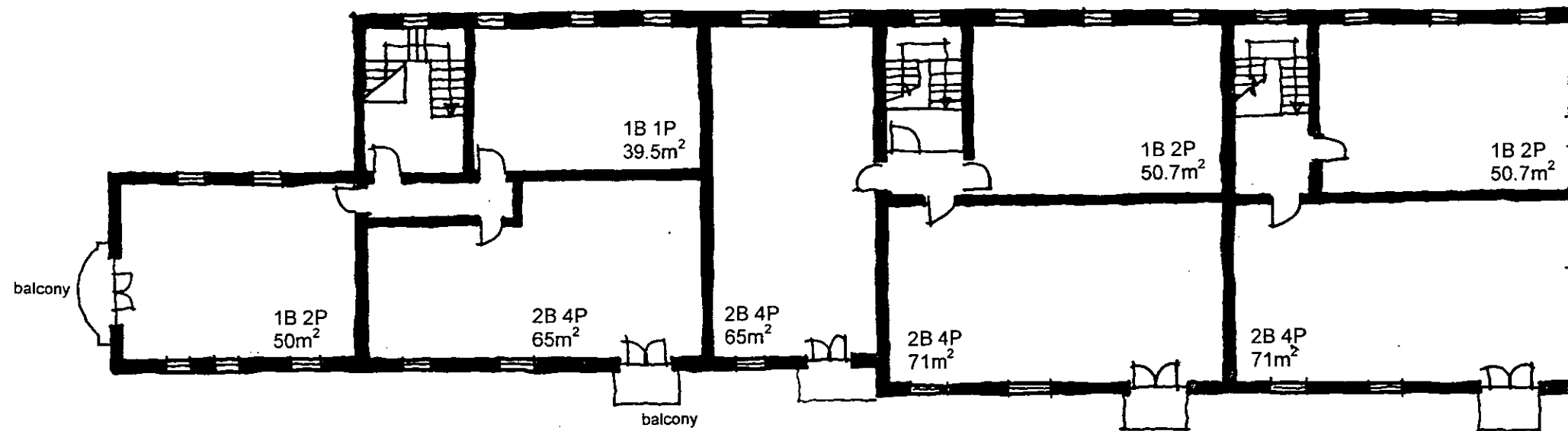
**Schedule of accommodation:**

1B 1P flat	=	2 No.
1B 2P flat	=	5 No.
2B 4P flat	=	10 No.
3B 5P	=	2 No.
Maisonette	=	2 No.
Total No. of dwellings		= 19
Total No. of habitable rooms		= 52
Total No. of car parking spaces		= 9

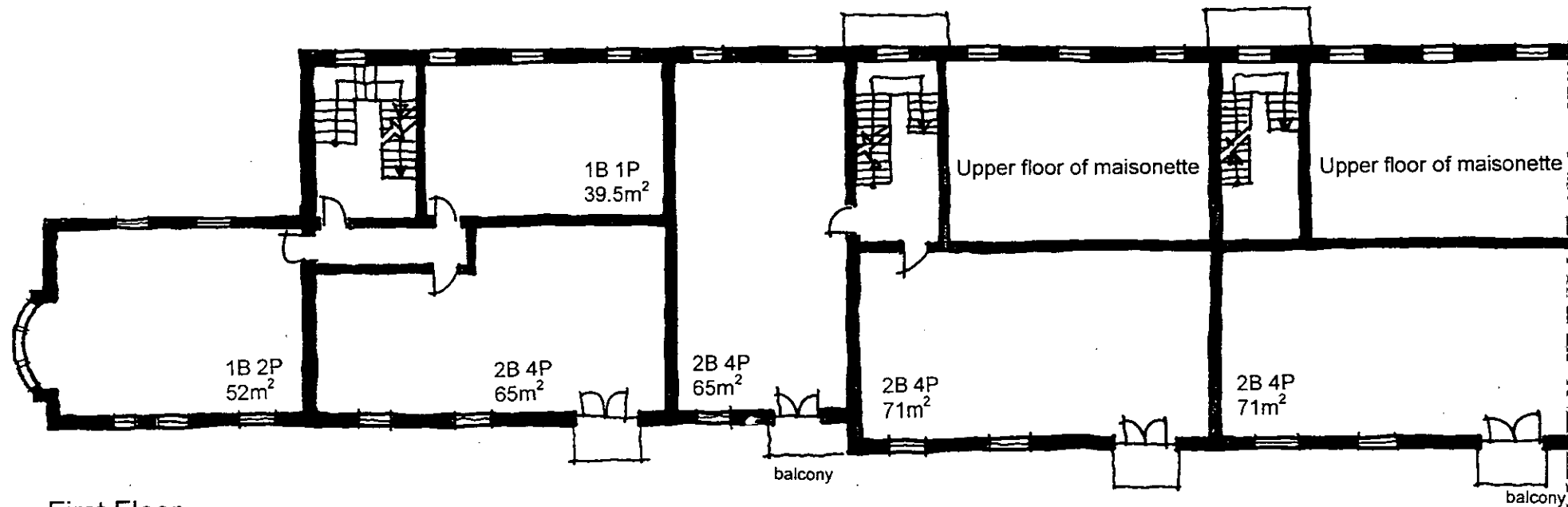
purpose of issue: Information

date	rev.	description/author/checker	title		scale	project title	
			Affordable Housing Ground Floor and Site Layout		1:200	Campden Hill Road	
PRP Architects ©			82 Bridge Road Hampton Court East Molesey Surrey KT8 9HF		date	drawing no.	rev.
			Tel: 0181 481 8100 Fax: 0181 481 8111 Email: prp@dial.pipex.com		28 June 1999	A1271/1.3/ 06	
					drawn by		
					AMN		
					checked by		
					MTT		





Second Floor



First Floor

purpose of issue: Information

date	rev.	description/author/checker	title	scale	project title
			Affordable Housing First and Second Floor Layouts	1:200	Campden Hill Road
			PRP Architects © 82 Bridge Road Hampton Court East Molesey Surrey KT8 9HF	date 28 June 1999	drawing no. A1271/1.3/ 07
			Tel: 0181 481 8100 Fax: 0181 481 8111 Email: prp@dial.pipex.com	drawn by AMN checked by <i>mtt</i>	rev.





35

purpose of issue: Information

date	rev.	description/author/checker	title		scale	1:200	project title	Campden Hill Road	
			Affordable Housing Elevation to Aubrey Walk		date	28 June 1999	drawing no.	A1271/1.3/ 08	rev.
			PRP Architects ©	Tel: 0181 481 8100	drawn by	AMN			
			82 Bridge Road Hampton Court East Molesey Surrey KT8 9HF	Fax: 0181 481 8111	checked by	<i>AMN</i>			
				Email: prp@dsl.pipex.com					





GOVERNMENT OFFICE  
FOR LONDON

PLANNING AND TRANSPORT  
Room 9.29  
Riverwalk House  
157-161 Millbank  
LONDON SW1P 4RR

Telephone: 0171 217 3456  
Direct Line: 0171 217 3118  
Fax: 0171 217 3471

396/8534.30

Your ref:

Our ref:

LRP13/H5960/011

Date

7<sup>th</sup> October 1998

D Evans Esq  
Theodore Goddard  
150 Aldersgate Street  
LONDON EC1A 4EJ

Dear Sir

TOWN AND COUNTRY PLANNING ACT 1990 - SECTION 77  
APPLICATION BY PERSIMMON HOMES (SOUTH EAST) LTD  
(REF NO W/96/0883)

SHELL OIL TERMINAL SITE, POINT PLEASANT, LONDON SW18 (LB  
WANDSWORTH)

1. I am directed by the Secretary of State for the Environment, Transport and the Regions to say that consideration has been given to the report of the Inspector, Mr P E Jolly, Dip Arch (Oxford), RIBA, MBIM, who held a local inquiry into your clients' application (Reference number W/96/0883) for planning permission for the erection of buildings ranging in height from 3 to 8 storeys and a 17 storey tower to provide 15,680 sq m of commercial floor space, 450 one, two, three and four bedroom flats, open space, riverside walk, boat mooring facilities, landscaping, tree planting and replacement trees on the riverside, underground car parking spaces for 932 cars and new roads at the Shell Oil Terminal site, Point Pleasant, London SW18.

2. The Secretary of State directed in pursuance of Section 77 of the 1990 Act that the application be referred to him for decision instead of being dealt with by the local planning authority, the London Borough of Wandsworth. He indicated in his statement under Rule 6(10) of the Town and Country (Inquiry Procedure) Rules 1992 that the following issues would be particularly relevant to his consideration of the application:

20

- a) the impact of the 17 storey tower on views to and along the riverfront;
- b) the quality of the design of the proposal, particularly the 17 storey tower, and the balance of high density housing;
- c) adequate accessibility to public transport, ability of existing roads to cope with expected additional traffic and amount of car parking; and
- d) any other matters the Inspector considers relevant.

3. A copy of the Inspector's report is enclosed and a copy of his conclusions is annexed to this letter. References in this letter to the report are indicated by the abbreviation "IR" followed by the relevant paragraph number. It is noted that the Inspector has considered the application on the basis of the proposal being amended before the inquiry, as described in IR 4. The proposal now involves revised car parking arrangements for 845 car parking spaces. The Secretary of State agrees with the Inspector that the application should be considered on the basis of this above-mentioned amendment.

4. The Inspector recommended that, in view of the considerations expressed in IR 175-241, that planning permission be refused.

5. Section 54A of the Town and Country Planning Act 1990 requires the Secretary of State to determine the application in accordance with the development plan unless material considerations indicate otherwise. The statutory planning policy framework for the London Borough of Wandsworth is contained in the adopted Wandsworth Unitary Development Plan (UDP). Policies with relevance to this application are recorded by the Inspector in IR 19-24.

6. The Secretary of State agrees with the Inspector's conclusions (IR 175-241). In particular he agrees that the design of the proposed 17 storey tower fails to demonstrate flair or imagination and would harm views of the southern bank of the reach of the Thames between Wandsworth and Putney, the settings of Prospect House, Hurlingham House and the Hurlingham Conservation Area, and that there are no townscape benefits to outweigh the harm (IR 236); that the design of the scheme as a whole fails to meet many of the main objectives and requirements of the Development Brief, is in overriding conflict with the key townscape and riverside policies of the

UDP and strategic guidance in RPG3B/9B, which is not outweighed by compliance with other policies in the development plan, strategic guidance and other Government advice (IR 237); and that the scheme fails to strike an acceptable balance between the conflicting objectives of the Development Brief, with an over emphasis on maximising the residential element of the scheme at the expense of other facilities, particularly the scale and quality of public and private amenity spaces, although employment space provision is likely to make an adequate contribution to the local employment needs of the area (IR 238).


7. He further agrees with the Inspector that traffic assessments carried out fail to show clearly that the local road network can cope with the anticipated increase in traffic without causing a high level of congestion and other traffic problems likely to cause conditions harmful to road safety (IR 239); that the residential amenities of the occupiers of the east-facing flats in Prospect Quay would be harmed by the impact of the 17 storey tower and Courtyard A (IR 240); and finally that he endorses the Inspector's comments on the need for affordable housing on the application site (IR 241).

8. The Secretary of State therefore accepts the Inspector's recommendation. Accordingly, for the reasons given by the Inspector and above, the Secretary of State hereby refuses your clients' application.

9. A separate note is attached setting out the circumstances in which the Secretary of State's decision may be challenged by making an application to the High Court.

10. A copy of this letter is being sent to Wandsworth Council and other interested parties.

Yours faithfully



R D NEVILLE-CARLE

## CONCLUSIONS

175. Having regard to the evidence presented at the Inquiry and in the written representations, all of which has been carefully considered, I have reached a number of conclusions set out below. Where appropriate, references to paragraph numbers in this report and to plans and photographs are given in brackets.

### Amendments to the planning application

176. Following the call-in of the application, the Applicant submitted further amendments to the set of revised application drawings submitted on 30 May 1997 to reduce the number of car parking spaces from 1046 to 845 spaces (4). The Council have no objection to these further amendments which relate solely to the provision of car parking spaces and bring the total closer to the Council's parking standards (81). I have taken account of these amendments in this report and treat them as part of the application before the Secretary of State.

### Development Brief

177. I do not accept the Applicant's view that the proposals meet most of the requirements of the Development Brief (35). The residential density is 2.58 times the upper limit (77) with private amenity space for the apartments some 40% below the Council's minimum standards (82). The provision of employment space is 33% below the minimum plot ratio (80). The height of courtyard blocks along the western and eastern boundaries exceed the heights of 3-4 storeys identified in the Brief. From my assessment, the contribution to the public open space at the river end of Point Pleasant (Prospect Square) is negligible and the activity-generating activities in the second open space (Wandle Square) are not located at the mouth of the Wandle. The setting of the listed Prospect House is not protected or enhanced. The riverside walk is not 6m wide (87) and the existing mature maple trees have not been retained (88). The re-use of the jetties and the related need to protect the wild life habitats have not been properly investigated (89). There is no provision for public access to the water or water-based recreational facilities or a bridge over the River Wandle (90).

### Design concept

178. The Applicant says the design concept is based on creating an urban high density street layout as part of the new riverside quarter. When viewed from the river, I find the regularity, which is intentional created (42), somewhat bland and monotonous. The small variations in roof line do little to breakdown the solid massing of the main blocks which cover some 217m of the 290m river frontage (113). The 17 storey tower clearly acts as a focal point for the scheme, but more as an end stop. Its bulky massing, with a height to base proportion of 2.3:1, gives it a solid and squat appearance. The modelling of the elevations does not improve the proportion or overall appearance to any great extent as claimed by the Applicant (43).



## Impact of the tower on views to and along the riverfront

179. Paragraph 3.18 of RPG3B/9B says that landmark buildings will need to demonstrate a thorough understanding of the implications of the proposed development for the existing pattern of development, strategic and local views and skylines. Paragraph 3.17 emphasises the importance of any development being seen within and being appropriate to its local context (29). This advice is mainly incorporated in Policies GEN16, TBE16 and TBE17 of the UDP (20).

180. The tower would dominate views of the scheme from a range of viewpoints along the northern bank of the Thames from Wandsworth Bridge to Putney Railway Bridge. The latter largely obscures views further west to Putney Bridge and beyond (15). Views from the southern side of the river at Wandsworth Bridge are opened up due to the bend in the river (16,17). The backcloth of the site between the Waste Transfer Terminal building (WTT) and Prospect Quay is relatively low lying to a maximum of 5 storeys with distant views of the tower at the Arndale Centre and one other tower, both of which would be obscured by the proposed development (15). This would be no great loss as both towers are of a poor quality design.

181. I agree with the main parties that there would be no harm caused to any of the strategic views identified in RPG3B/9B. Furthermore, there is no clear evidence to support the claim that the tower would interfere with views of St Paul's Cathedral from Richmond Park (142). From what I saw, the tower would have no impact on views from Fulham Palace or its gardens or Bishops Park (158). Important local views are provided around the mouth of the River Wandle, from the riverside walk in Wandsworth Park and Prospect Square which lies immediately to the east of the site (16,17).

182. The Applicant argues that the tower would not be an intrusive feature in the setting of Wandsworth Park (44). In my view, it would be a prominent feature breaking the tree line and standing out above the Prospect Quay development. This view is shared by English Heritage (158). It would also dominate eastward views along the riverside walk in Wandsworth Park. The impact of the tower on both views would harm the setting of Wandsworth Park where the character of the mature landscaped parkland is a more dominant feature than any urban features at the margin (44) (*Photogroup 1 /Photomontages 1 and 2*).

183. I agree with the Hurlingham Club that the tower would dominate the skyline above the riverside tree planting when viewed from Hurlingham Park and Hurlingham House (121). The effect would be even greater in the winter months when seen through the largely deciduous planting (*Photogroups 3 & 4*). Whilst these are private views, they form part of the setting of the Grade II\* listed Hurlingham House and the setting of the Hurlingham Conservation Area. Having regard to the requirements of Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy TBE28 and the advice in PPG15, I consider the proposal would fail to preserve the setting of either Hurlingham House or the setting of the Hurlingham Conservation Area.

184. The tower would be the dominant feature on the skyline in views from the riverside walk along parts of the northern bank of the Thames and views of the southern bank from Wandsworth Bridge, where it acts as a visual stop to the riverside blocks

which merge with the adjoining WTT building. The squat proportions of the tower and its dominance over the adjoining Prospect Quay development, which makes a significant contribution to the quality of local views of the riverside alongside the tree lined Wandsworth Park, are clearly illustrated in *Photomontage 7 in Photogroup 1*. Overall, therefore, I conclude that the tower would have a harmful impact on important local views to and along the riverfront contrary to the above mentioned policies of the UDP and strategic Government advice in RPG3B/9B.

### Design of the buildings

185. The impact of the tower and courtyard A on the adjacent Prospect Quay development would be overwhelming. This recently completed development, with its 6 storey glass-walled tower designed as a landmark building, has received wide local acclaim (121,135,163,170). In my view, it is a scheme of high architectural quality. The tower would have a dominant visual impact and be vastly out of scale with this neighbouring development and the character of this reach of the Thames. This would be contrary to Policies TBE15 and R7 of the UDP.

186. Whilst the riverside blocks are seen as complementing the scale of the Waste Transfer Terminal building (WTT) in height (45), this is misleading. The extensive pitched roof and glazed ridge make up more than a third of its height and this breaks down the overall scale of the building. Although the height of the riverside blocks is within the maximum height specified in the Development Brief (46,83), I fail to see the justification for matching the height to the ridge of the adjoining WTT. I am led to believe that the WTT was an award winning industrial design of its day and I see it as a landmark building in its own right. There should be no need for buildings placed close to it to compete with it for attention. The Urban Design Framework Study recognises that tall buildings may be appropriate to give scale and a strong urban form to the river edge. However, this is illustrated on page 28 of the Stage 2 Options as being achieved by 6-7 storey buildings (72,75).

187. The 5-7 storey buildings on the eastern boundary with Wandle Square and the western boundary with Prospect Square exceed the 3-4 storey heights identified in the Development Brief and I will comment later on the way in which they contribute towards defining these open spaces. The design, massing and layout of the courtyard buildings towards the southern end of the site are more in scale with the adjoining existing industrial development. The Council's point that there is no obvious form or scale of buildings to use as a benchmark for the proposed development ignores the existence of any of the surrounding buildings (82).

188. It was not clear from the Applicant's evidence whether the leisure/sports centre was likely to be made available to residents or open to the public, or both (48). This gives an indication of the importance of the facility as part of the overall scheme and would have implications for the scale and range of the facilities, parking provision and traffic movements. It is difficult to understand why this matter was not resolved at the design stage.

## Open Spaces

189. The road alongside the riverside walk from Wandle Square to Prospect Square is seen by the Applicant and the Council as achieving a high degree of permeability for the scheme (38,86). In my view, it would be likely to inhibit public enjoyment of the riverside and the only noticeable increase in activity would be vehicle movements, contrary to the advice in Paragraph 3.20 of RPG3B/9B. The Applicant accepted at the Inquiry that the road is not needed for operational reasons. The Thames riverside walk would be in shadow for most of the day due to the proximity and height of the buildings fronting the river. This would be exacerbated by planting a row of London Plane trees which, as pointed out by the RFAC (154), would obstruct daylight to the north-facing flats along the riverside. Outward views along the river would also be obstructed.

190. I agree with the Wandsworth Society that the area around the base of the tower could be subject to cold, draughty and gloomy conditions (114). Such conditions may also occur elsewhere in the scheme. The Applicant's desk survey indicates that adverse conditions are likely to occur in some areas (95). No proper windspeed tests have been carried out in order to assess the results against the requirements of Policy TBE7 of the UDP. It is therefore not surprising that none of the possible mitigating measures identified in the survey has been put forward as part of the scheme. I find this lack of investigation a serious omission in the scheme.

191. The scheme makes a negligible and negative contribution to Prospect Square which offers the most direct route to the riverside for the public, contrary to the aims of Policy TBE7 of the UDP. As designed, the space in front of courtyard A is part of the riverside walk and not part of the Square. The 5-7 storey building fronting the Square would provide an abrupt and powerful sense of enclosure to the Square, leaving a narrow passageway to the river front which would be planted with trees. I strongly reject the Applicant's view that the restaurant building is intrusive and there would be no advantages in enlarging the Square (53).

192. The abrupt sense of enclosure to Prospect Square would be particularly harmful to the setting of the Grade II Listed Prospect House. This 2 storey former villa has its main facade with an entrance portico facing east. The 5 storey element of courtyard A would have an overbearing impact on this modest building, which relies on the Square for a sense of openness so that its fine features can be appreciated in an appropriate setting. Having regard to the requirements of Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy TBE28 and the advice in PPG15, I consider the proposal would fail to preserve the setting of Prospect House.

193. Although the area of the Square is close to the minimum requirement of the Development Brief, over 80% is contributed by the Prospect Quay development. It is reasonable to expect a positive contribution from the application site towards creating a much greater sense of openness and a wider range of facilities to attract public congregation and activity at such an important location in accordance with Policy TBE7 of the UDP. The Applicant recognises that this is the focal point of greatest riverside activity close to the boat mooring facilities (43). It is also on the most direct access route for the public to reach the riverside, which is one of the key objectives of the Development Brief. In these circumstances, it is not appropriate to provide restricted

access or an intimidating 17 storey tower in this location which hardly needs more emphasis as a focal point.

194. The internal dimensions of the courtyards to the residential blocks would exceed the Council's minimum standards and the fully enclosed space would provide a safe and secure environment (47). However, the height of the blocks in Courtyards B and C would leave the gardens in shadow for most of the day and the narrow width to height ratio would present an oppressive sense of enclosure. The Applicant offers details of the overshadowing in courtyards B and E at noon on the longest day (*Plan U*) but, in response to my questions, had no idea what effects there would be on the scheme for the rest of the year. Overshadowing is accepted by the Applicant as being inevitable (46). In my view, such living conditions for the residents would be very uninviting.

195. The space allocated to Wandle Square meets the minimum requirements of the Development Brief in terms of area but locates the activity-generating activities at the rear of the site, close to Osiers Road and not at the mouth of the Wandle (26). The riverside walk would be overshadowed by the surrounding buildings for most of the latter part of the day. The wedge-shaped area mainly fronting the Wandle with a narrow return end fronting the Thames has the impression of a space left over at the edge of the site rather than a positive intention to create an attractive public space (57,85,115,124).

#### **Other design matters**

196. The bridge crossing the river is no longer part of the scheme. The Council say it was not a requirement of the Development Brief (90). However, it is listed on Page 2 of that document as one of the main objectives. A plan marking its likely location linking across at the back of the industrial estate was submitted by the Council at the Inquiry (*Plan T*). There is still uncertainty about its provision and its location along what would appear to be a rather unattractive backdoor route either to the riverside or from the site through to Wandsworth Town.

197. The re-use of existing jetties and the potential for water-based activities has not been fully explored (49). The potential conflict between the re-use of the jetties for boat moorings and the need to protect them as roosting sites for birds as highlighted by the EA and LRA (166,168) remains unresolved. The proposals pay little regard to the emerging recommendations of the Wandle Delta Urban Design Framework study (72,75), which includes the application site within its terms of reference.

#### **Justification for the 17 storey tower**

198. The policy context for assessing the impact of the tower is set out in Paragraph 179 above. In addition, Policies TBE15 and R7 of the UDP indicate that where new buildings exceed the height of surrounding buildings exceptions must demonstrate positive townscape benefits. The Applicant argues that the tower is needed as a focal point for the scheme from distant views and is also justified by its design quality (43). The only townscape benefit identified by the Council was that the tower would signal the scheme when viewed from certain vantage points within the town centre (83).

199. I have already commented on the merits of the design of the tower and its impact on views up and down the river. I find no townscape benefits or other exceptional circumstances which would justify the height of the tower in its proposed location to outweigh the harm I have identified.

#### **Justification for housing density**

200. Policy GEN23 states that the plot ratio and density controls in the UDP will be applied flexibly (22) and the Council say that applying the normal maximum density on riverside sites is neither practical or reasonable. The housing density of the adjoining development at Prospect Quay is 1.68 times the upper limit in Policy H18 of the UDP (range 170-210hrph) (77). The applicant provides details of other recent developments within the Borough which have exceeded the density proposed on the application site (39).

201. The housing allocation for Wandsworth in RPG3 is 7700 dwellings and advice indicates that the Council will be expected to show how they can improve on that target (38). The Council see no difficulty in meeting the present target, or exceeding it, within the given timescale of the Plan. They will be reassessing housing density assumptions in the emerging UDP Review in line with advice in RPG3 (80). Recent Government policy advice seeks to increase the provision of housing on previously-developed sites (brownfield sites) from 50% to 60% over the next decade (30). The applicant argues that this can only be achieved through higher densities which may be the case (40).

202. A higher residential density than normally provided for in the UDP clearly finds support in other policies of the UDP and strategic and other Government policy advice. However, I do not consider the benefits, nationally or locally, which would flow from a higher density on the application site would be sufficient to outweigh the harm I have identified. The fact that a higher density has been permitted on sites in other reaches of the Thames within the Borough does not persuade me to take a different view.

#### **Conclusions on design**

203. A landmark building in the form of a 17 storey tower is not justified as an exception to Policies TBE15 and R7 of the UDP or the advice given in Paragraph 3.18 of RPG3B/9B. The design of the tower fails to demonstrate flair or imagination and would harm views of the southern bank of the reach of the Thames between Wandsworth and Putney and harm the settings of Prospect House, Hurlingham House, and the Hurlingham Conservation Area. There are insufficient townscape benefits to outweigh that harm.

204. The design of the scheme as a whole fails to meet many of the main objectives and requirements of the Development Brief and is in overriding conflict with the key townscape and riverside policies of the UDP and strategic guidance in paragraphs 3.11-3.22 of RPG3B/9B. This conflict outweighs any support gained by compliance with other policies in the development plan, strategic guidance and other Government advice.

205. Paragraph 2.9 of RPG3B/9B emphasises the need to strike a balance between potentially conflicting uses and objectives associated with development along the stretches of the River Thames. In this case, the scheme fails to strike an acceptable balance between the conflicting objectives of the Development Brief, with an over emphasis on

maximising the residential element of the scheme at the expense of other facilities, particularly the quality of public and private amenity spaces, which conflicts with the aim of UDP Policy TBE7.

206. The re-use of existing jetties and the potential for water-based activities has not been fully explored. The ecology of the site, river frontage and foreshore and any adverse effect of windspeeds have not been fully investigated. The potential conflict between the re-use of the jetties for boat moorings and the need to protect them as roosting sites for birds as highlighted by the EA and LRA remains unresolved.

#### **Residential amenities of the occupiers of Prospect Quay**

207. Paragraph 64 of PPG1 general supports the Applicant's view that under the planning system residents have no rights to the protection of private views (56). It is also fair to say that the designers and future occupiers of Prospect Quay should have anticipated some form of urban development taking place on the site as set out in the Development Brief in 1992. Any eastward views from Prospect Quay would be affected by that development. The important question is whether the proposal would unacceptably affect amenities and the existing use of the buildings which ought to be protected in the public interest. In that respect, I consider those interested parties are entitled to expect firstly, that any development would make a positive contribution to Prospect Square in accordance with Policy TBE7 of the UDP and, secondly, that the scale and height of the development at Prospect Quay would be respected in accordance with UDP policies TBE11, TBE15 and R7. I have commented on the impact of the development on Prospect Quay in Paragraph 185 above.

208. The occupiers of Flat 62 and other east-facing flats are likely to experience some overshadowing from the tower and some loss of sunlight. However, the reduced levels of daylight and sunlight would still be within acceptable levels, even when taking account of the limitations of the survey undertaken by the Applicant's consultant (56,140). The flats with full height glazing to their living rooms within the round tower and open balconies would suffer some loss of privacy due to overlooking and the impact of the tower on eastward views would be dominant and oppressive. Having regard to all these factors, I consider the amenities of the occupiers of east-facing flats in Prospect Quay would be adversely affected by the proposed development but not to an extent which would justify refusing the application on those grounds alone.

#### **Provision for employment floorspace**

209. I agree with the Council that the reduced level of employment floorspace from a ratio of 0.6:1 to 0.4:1 is justified, given the restrictions on access roads serving the site and the anticipated market conditions (37,80). The estimate of 647 jobs created is close to the Council's target of 694 (80). A number of residents pointed to vacant commercial floor space in the locality and say that further employment space is not needed (174). LPAC say the reduction in employment space would be significant and have a detrimental effect on the opportunity to maintain a diverse economic base in this part of London. However, they feel the reduction would be appropriate to reduce trips due to the relatively poor access by road and to public transport (164). Having regard to all these factors and the prevailing local conditions, I consider the proposed provision of

employment floorspace is likely to make an adequate contribution to the local employment needs of the area.

#### Ability of local roads to cope with the increased traffic

210. The Applicant's local traffic survey was undertaken on only one day in November 1996 (63). In my view, such a limited exercise is insufficient to take proper account of variations in daily traffic conditions. In answer to my questions, the Applicant's highway witness said that the survey was backed up by observations on the ground. However, he displayed a lack of knowledge of prevailing local conditions, particularly under Point Pleasant railway bridge, the pinch point at the northern end of Northfields and the westward destination of traffic using Oakhill Road.

211. The undisputed surveys undertaken by Mrs Cutress on 25/26 March 1997 show traffic figures well in excess of those in the Applicant's survey at all but one of the directional distribution points. The increases varied from 13-21% for the am peak and 32-59% for the pm peak (144). This undermines the reliability of the Applicant's survey. The resulting calculations would be further distorted by traffic figure for the recent planning permission for the BICC site at 1 Osiers Road, which were not included in the Applicant's assessment. The additional traffic includes for 81 am peak and 70 pm peak 2-way vehicle movements (101), nearly all of which, in my view, would be seeking access to or from the junction with Putney Bridge Road. These variations and omissions cast doubt over the predicted increase in traffic of 3% on the Wandsworth Gyratory road system, which the Council say is running at or near capacity for most of the day (99).

212. Although the traffic counts in the pm peak for traffic using Northfields in Mrs Cutress's survey are substantially higher than in the Applicant's survey, this access is highly unsuitable for coping with any additional traffic. Single lane traffic over a short section of unadopted road at the northern end is close to a well-screened sharp right hand bend opposite a gate giving pedestrian access to Wandsworth Park. Oakhill Road is equally unsuited to coping with additional traffic. From what I saw, the two-way section off Putney Bridge road provides access to a local school and the continuing one-way section is through a dense residential area with residents parking on both sides of the road. I was informed at the Inquiry that it is currently used as a rat run leading to the junction with the A205 South Circular Road and I noted the considerable build up of vehicles and disruption to the free flow of traffic at that junction in the morning and evening peak periods.

213. The trip rates used in the traffic assessment were accepted by the Council and comparisons were made with the data used at the Gargoyle Wharf and Brewhouse Street sites (61,62,100). The rates used seem to represent the worst case scenario by using the UK wide residential rates as opposed to a lower rate for Greater London (62). Improvements to the Point Pleasant/Putney Bridge Road junction are proposed by introducing a dedicated right turn lane. Improved visibility can be achieved by providing see-through guard rails or amending the road widths (65). Nevertheless, as Mrs Rees points out, this junction would still be well below current design standards (137). The proximity of the Point Pleasant railway bridge and the junction with Oakhill Road add further restrictions to the free flow of traffic.

214. Estimated new traffic movements associated with the development taken from Page 125 of the Planning Committee Report of 24 July 1997 (59) shows there would be 342 am peak hour trips and 349 pm peak hour trips, as total 2-way movements. Estimates for traffic from nearby developments include 114 am peak hour trips and 105 pm peak hour trips, as total 2-way movements.

215. The PICARDY analysis shows that the junction would operate within acceptable parameters. The RFC values are slightly higher than the accepted level of 0.85 but the maximum predicted queuing length is 4 vehicles at peak periods (66). The Council accept the technical validity of the Applicant's traffic assessment but maintain that the calculations do not take sufficient account of local conditions (100). The Council have not carried out any independent surveys or analysis. They rely on experience to support their view that there would need to be a reduction of 20-30% in the predicted traffic movements to give a reasonable level of confidence that the local highway network would operate most of the time within acceptable parameters (106).

216. Evidence from local people and businesses shows that the level of commercial traffic, particularly at the premises of Delice de France, has increased substantially over the past year (138,172). I saw from my site visits that the traffic flows along Putney Bridge Road vary during the peak period. At times there is a reasonable flow and at others it is at a standstill with traffic building up away from nearby junctions. The proposed dedicated right turn would only allow waiting space for 4 vehicles or one HGV which seems hardly sufficient to meet present needs.

217. I accept the Council's view that the local accident record of 8 personal accidents in the last 3 years would not justify any special remedial measures (103). However, the HGV traffic from Delice de France and the fuel depot in Osiers Road create serious traffic problems and endanger highway safety as can be seen from photographs in *Photogroup 6* (144). I attach little weight to the Applicant's contention that re-use of the site for fuel storage and delivery could result in as many as 200 cars and 360 tankers in and out of the site each day (66). The previous connection with fuel storage activities has long ceased to operate and from what was said at the Inquiry is highly unlikely to be resumed.

### Car Parking

218. Point Pleasant is heavily parked on both sides of the road, as is the continuation in Northfields, restricting the traffic flow to a single lane for much of its length (138,143,145). The proposed road widening of Point Pleasant will do little to ease the situation. The Applicant expects the Council to impose parking restrictions to improve the situation and suggests that the 94 above ground spaces on the application site would be available for public use (67). On the other hand, the spaces are identified elsewhere in the Applicant's evidence as being available for local businesses and visitors (41).

219. There is no evidence to support the Applicant's view that the 94 on-street parking spaces would reduce local demand for parking spaces (67). On the contrary, local evidence indicates that all currently available spaces are taken before 8.30 am, often by commuters (143). The Council have no plans to extend the current parking restrictions along Northfields or Point Pleasant in their emerging Controlled Parking Zone Strategy



(104). In these circumstances, the local parking problems, if uncontrolled, are likely to be extended into the application site. In any event, the proposed arrangements would be likely to discourage public access to the riverside.

220. In reaching an overall conclusion on these traffic issues, I attach only limited weight to the Applicant's traffic assessment for the reasons given above. I am more persuaded by the local traffic problems which are unlikely to be significantly improved by any works associated with the proposed development. I therefore conclude that the predicted increase in traffic would be likely to lead to high levels of congestion on local roads which would cause substantial inconvenience and delays to local businesses, local residents and also members of the public seeking access to the riverside. Such conditions would be harmful to road safety.

#### **Accessibility to public transport**

221. There are a range of different public transport services available within 5-15 minutes walking distance of the application site, including bus, overground rail and underground rail links. Wandsworth is the focus for a large number of bus routes serving the area. There is a range of bus services within 5-10 minutes walk, from the nearest point on Putney Bridge Road progressing further towards Armoury Way, Wandsworth High Street and Wandsworth Plain (69,105). The Applicant has carried out an assessment using the PTAL system developed by the London Borough of Hammersmith and Fulham and approved by the Council. The results show a rating of 4, in the range of 1-6, which is an above average level of accessibility (68).

222. The results show the Arndale shopping centre being some 10 minutes away and East Putney Station (underground) as a 15 minute walk. There was some dispute at the Inquiry over the distance and travelling time to Wandsworth Town Station (overground), ranging from 850m to over one kilometre depending on the route taken. It was generally accepted that the time taken would vary between 12 and 15 minutes. This would be reduced to 8 to 10 minutes if and when the pedestrian/cycle bridge over the River Wandle is available. Some objectors say these times are on the low side (116,129,171).

223. The Council say access from the site to public transport is poor and produced a Borough-wide Traffic Accessibility contour map, which shows most of the site lying within the second lowest category of accessibility in the range 0-5 and 25+. The Council also argue that the Applicant's destination distances have been measured from the nearest site boundary and do not take account of the considerable distances within the site that some residents and business staff may need to travel (105). However, even if journey times are extended to take account of on-site travel, the lower accessibility level of 14 would be at the higher end in the PTAL rating of 3, which is average in the range of 1-6.

224. Having regard to all these factors, I do not consider the site is so poorly served by public transport that the scale or scope of proposed uses on the site would need to be reassessed. The main adverse consequence is likely to be a marginally higher use of the car for local trips, particularly shopping, as there is only one small element of retail uses proposed on the site (37).

## Other matters

225. I agree with the view of those objectors who say that the one day study carried out by the Applicant as a basis for an assessment of ecological issues affecting the application site is inadequate (125,130). Further survey work would need to be undertaken and this is dealt with under Condition 18. The archaeological research was sufficient to establish that further recorded survey work is likely to be needed and this matter has been covered by Condition 21. Further investigations and proposals for remedial measures to deal with contamination on the site are specified under Condition 26. A number of objectors raised concerns about the scheme not meeting the Council's Local Agenda 21 objectives which were finalized in early 1997. As pointed out in the Progress Report on the UDP Review (19), these objectives will be pursued in the review of UDP policies. At present they form no part of the development plan. It is far from clear that the proposals make sufficient provision for the needs of cyclists, particularly cycle parking (166,172).

### Affordable Housing

226. The Development Brief says the Council's policy to encourage the provision of affordable housing would apply to a site of this size (26). Policy H19 of the UDP confirms that situation (22). LPAC and the Wandsworth Green Parties say the provision should be around 25% of the housing element (127,163), but advice in PPG3 advises that a more flexible approach should be adopted through negotiation. The need for an element of affordable housing is widely raised by other objectors (149,171).

227. Paragraph 88 of the UDP identifies Wandsworth as the 8th most expensive London Borough at 1990 house prices and highlights the difficulty in providing affordable housing which is not just confined to low income households. The need for affordable housing is seen as substantial and particular emphasis is placed on seeking an element of affordable housing on large site (over 1 hectare). The area of the application site is 3.96 hectares. No consideration appears to have been given to special housing needs (163).

228. The Council informed the Inquiry that the site is not suitable for affordable housing but gave no relevant reasons to support that conclusion (110). Reference is made in the Planning Committee Report of 24 July 1997 on Page 154 to there being no policy requirement for the provision of affordable housing. Reference is made in the Planning Committee Report of 11 December 1997 on Page 107, under a heading on affordable housing, to the Applicant's plans to provide incentive schemes for first and second time buyers. Both these references are very misleading in terms of applying the objective of Policy H19, and in the light of advice in Circular 13/96. and its recent replacement in Circular 6/98, which allows for alternative contributions to made for the provision of such facilities elsewhere in the Borough. I find the Council's response on this issue to be totally unconvincing. It should also be noted that the Local Plan Inquiry Inspector rejected the objection from Shell UK Ltd, the site owners, that the site was not suitable for affordable housing (149).

### The need for an Environmental Statement

229. Under Regulation 10(1) of the Town and Country Planning (Assessment of Environmental Effects) Regulations 1998, the Secretary of State is required to notify the