



LOCAL DEVELOPMENT FRAMEWORK

Planning Brief
January 2007

Princess Louise (Kensington) Hospital Site Pangbourne Avenue W10



THE ROYAL BOROUGH OF
KENSINGTON
AND CHELSEA

**Princess Louise (Kensington)
Hospital Site,
Pangbourne Avenue, W10**

PLANNING BRIEF

January 2007

1.0 Context

- 1.1 This adopted Planning Brief is a Supplementary Planning Document (SPD) and makes up one part of the Local Development Framework of the Royal Borough of Kensington and Chelsea. It provides statutory guidance which supplements Unitary Development Plan (UDP) and is consistent with national planning guidance and in general conformity with the Spatial Development Strategy (the London Plan) policies.
- 1.2 Under the Planning and Compulsory Purchase Act 2004, Local Authorities must undertake a Sustainability Appraisal for Supplementary Planning Documents (SPD). The Princess Louise Hospital Planning Brief SPD was examined to assess its compatibility with the Royal Borough of Kensington and Chelsea's objectives for sustainable development. The sustainability appraisal is available from www.rbkc.gov.uk or by request from the Planning Information Office 020 7361 3012.
- 1.3 Planning Policy Statement 1: Delivering Sustainable Development, sets out the Government's planning policies on ensuring sustainable development through the planning system and has been consulted in the drafting of the Planning Brief.



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2.0 Site and Location

- 2.1 This site of approximately 3,395 sq.m (0.395ha or 0.97 acres) is located just to the North of St. Quintin Avenue, on the East side of, and accessed from, Pangbourne Avenue. It is bounded to the South by an elderly persons home and a health centre. The northern site boundary borders onto the rear gardens to the two storey houses along Oakworth Road, and to the East is the Kensington Memorial Park open space, accessed from St. Marks Road. Ladbroke Grove is the nearest main road, at some 700m (765.5 yds) distant, and the Ladbroke Grove Underground Station (Hammersmith & City Line) is the nearest station at approximately 800m (874.9 yds) from the hospital site entrance.
- 2.2 The site has been used since 1927 for hospital purposes, and comprises a range of buildings, mainly two storey but some three, and mainly late-Victorian in origin. By 1959 it had grown to provide 135 beds, however in late 2005 it now provides only 32 beds with this number set to drop to just 12 after March 2006. The Kensington and Chelsea Primary Care Trust consider that the buildings on the site are poorly laid out, in a poor state of repair, and that they no longer provide an appropriate environment for patient care. The Trust are currently evaluating their options for the future, in particular the relocation of the remaining services on the site to St. Charles Hospital.
- 2.3 The site does not contain, or abut, any Listed buildings, although it is all included within the Oxford Gardens/St. Quintin Conservation Area, being designated as such in 1975. The Conservation Area Proposals Statement for the area was adopted in 1990. Although not Listed, the existing hospital buildings are considered to form a positive element in the street scene when viewed from Pangbourne Avenue. When viewed from across the Memorial Park the buildings also form a pleasant backdrop, particularly the taller three storey elements.
- 2.4 Part of the original site, the area on the corner of Pangbourne Avenue and St. Quintin Avenue, has already been developed with a recently completed 3 storey, 52 bedroom home for the elderly.
- 2.5 There is a restrictive covenant attached to the site which permits the building of housing on the site but it must be in connection with the hospital. The Primary Care Trust (PCT) states that this would have to be released by the successors of William St. Quintin, or insured against if the site is to be redeveloped.

3.0 Land Use Requirements

- 3.1 There are no Unitary Development Plan policies that specifically seek to retain existing hospitals or health facilities. Nevertheless, in view of the loss of this local health facility the starting point for any planning application should still be a justification as to why this site is considered surplus to requirements. Policy SC2 states that the Council will resist the loss of social and community uses where they meet a local need. A hospital is clearly a social and community use, serving a local need. UDP para 9.6.16 stresses that the Council is concerned that health service facilities generally are protected in order to ensure the provision of accessible health care for all Borough residents; therefore, the case has to be made as to why this site is now surplus to requirements for health or social and community purposes.
- 3.2 This mirrors the NHS policy for such sites, where the site would, upon becoming surplus to NHS requirements, first be identified to local priority purchasers who may wish to use the land for the benefit of the NHS or other relevant public services.
- 3.3 If it is demonstrated to the Council's satisfaction that the use of the site as a public health facility is surplus to requirements, then a necessary second stage will be to demonstrate that, in the absence of a public health facility, there is no foreseeable likelihood that the site could be used for provision of a private health facility, or failing that another form of social or community facility within Use Class D1 of the Use Classes Order 1987. It should be noted that Use Class D1 includes a wide range of medical, educational, and community uses including a wide range of private health facilities. A social and community or educational use within Class D1 would be supported by a number of UDP Policies, in particular SC3, SC4 and SC5.
- 3.4 It may well be the case that, within the life of this Brief, the need for a school in this part of the Borough will be demonstrated; in such a circumstance use for the provision of a school may well prove to be the Council's preferred use for the site.



- 3.5 It should be clear from the above that the first preference of this Council is a hospital/public health development for this site, and the second preference is development for another educational or community use such as a school or children's facility of some form. The precise mix of community/educational/children's uses would depend upon the particular proposal; the UDP is supportive of these uses rather than prescriptive, so flexibility exists according to identified needs.
- 3.6 These uses respect the history of the site, where the hospital has played an important role in the local community since its opening in 1928. The preferred uses would ensure that the site's future has an involvement with its past.
- 3.7 If it can be demonstrated that these uses are unlikely to come forwards, then Council considers that development for residential purposes would be the most appropriate alternative. The surrounding area is, primarily, residential in use and character, and this site offers the opportunity for a residential development which would make a contribution to the dwelling stock of the Royal Borough and Greater London in line with the Council's Unitary Development Plan (UDP) Strategic Policies STRATS 1, 2, 16, 17, 18 and 19, and Policy H2, which aim to maintain and increase the amount of residential accommodation in the Royal Borough on appropriate sites.
- 3.8 In land use policy terms a mixed use, whereby part of the site might be retained for a Class D1 use with the remainder turned to housing, would also be likely to be acceptable if it can be demonstrated that full-scale social and community use cannot be sustained. Applicants for residential schemes will be expected to show what steps they have taken to determine that medical, community and medical uses are not able to be provided on site.
- 3.9 A Planning Obligation may be appropriate to secure a commitment to ensuring affordable childcare provision on a non-residential development, and eligibility should be limited to employees and potential employees. UDP Policy SC9 seeks to negotiate and encourage work place nurseries in the borough.



- 3.10 The site has not been identified in the UDP Schedule of Major Development Sites.
- 3.11 The site is not considered to be suitable for business use development given the predominantly residential character of the surrounding area.

4.0 The Spatial Development Strategy for London

- 4.1 Any development must be in general conformity with the policies of the Spatial Development Strategy for London (SDS). If a social and community/educational use within Class D1 was to come forwards, then Sections 3A 15-23 will be of relevance in general, with Policy 3A.21 being of particular relevance to a school or other educational establishment and 3A.18 for continued healthcare use. Sections 3A 1-14 are similarly relevant if a residential development is proposed for part, or all, of the site.

5.0 Mix, Density and Tenure for Residential Development

- 5.1 If residential development is proposed, it is considered that the site could accommodate a range of household types including family housing as well as catering for smaller units (Policies H18 and H19 of the UDP). An appropriate mix of unit sizes would be sought.



- 5.2 A residential scheme would need to be designed in accordance with the Council's established density guidelines and policies. The UDP requires that there should not be less than 175 habitable rooms per hectare (70 habitable rooms per acre). Family housing should be between 175-250 hrha (70-100 hra) but for affordable housing could be higher at between 250-350 hrha (100-140 hra). It is also to be noted that the SDP supports an increase in densities, and at Table 4B.1 (page 177) it suggests that densities of 200-450 hrha (80-182 hra) could be suitable for urban areas, subject to other considerations such as townscape.
- 5.3 Policies H21, and H22, require that a significant proportion of housing on the site should be provided as affordable housing, such housing identified as being both low cost market (including shared ownership) housing and subsidised housing for rent. Such housing would need to be delivered by means of a Planning Obligation under S.106 of the Town and Country Planning Act 1990. The policies of the UDP and Spatial Development Plan require that a minimum of 50 per cent of units should be affordable.
- 5.4 The design and layout of a residential scheme should take into account the guidance and example of good practice given in, *Better Places to Live By Design: A Companion Guide to PPG3*.

6.0 Townscape Context and Design Considerations

- 6.1 The site lies within a designated Conservation Area, and Conservation Area Consent would therefore be required for demolition of the existing buildings. Such an application would be assessed against the criteria set out in Policy CD60 of the UDP.
- 6.2 The hospital site is set within an area characterised by residential development of two storeys, and the site is integral to the character of this part of the Conservation Area. The Pangbourne Avenue frontage of the site is of particular importance in this respect, where the existing hospital buildings are of some interest, and the open grassed areas in front of the hospital (visible through iron railings) help provide the avenue with a feeling of spaciousness and 'greenness'.
- 6.3 The views of the site from the East, across the Kensington Memorial Park, are also of particular importance, and the buildings of the hospital

site as seen in this view also contribute positively to the character of the Conservation Area through the variety of scale, height, massing, and design of buildings as seen from the park.

- 6.4 The scale of surrounding development should set the strongest influence for the scale of building within a redevelopment of this site. Although there are some three storey buildings both on the site and not far away on St. Quintin Avenue, it is considered that a redevelopment should be of predominantly two storeys above ground level, particularly along the northern boundary of the site as the townscape moves to the two storey inter-war (1917-1945) part of the Conservation Area. It may be possible to fit three storey residential buildings within a similar scale as the existing hospital buildings fronting Pangbourne Avenue.
- 6.5 Developers may wish to consider whether some of the existing hospital buildings make a contribution to the street scene and whether the facades should be retained.
- 6.6 In order to maintain the interest of the site in views from the Memorial Gardens, development of the site would benefit from at least one building rising to a greater height than two or three storeys as a feature, and from a design approach that seeks to replicate the variety of the existing building skyline. Any development on the site must respect the setting and quality of the park whilst adding interest to views from within it.
- 6.7 Whether for social and community, educational, or residential use, any redevelopment would need to be to a high quality and appropriate design. New development must respect the character, appearance, setting and views in to and out of the Conservation Area.
- 6.8 Any development should exploit the qualities and sense of space of the site and fit comfortably within its setting, with regard to both Pangbourne Avenue and the open space of Kensington Memorial Park to the East.



An informal, fragmented layout, lacking in a sense of coherence and integrity, should be avoided. To achieve this, the front building line should generally align approximately with that of 67/69 Oakworth Road, with an appropriate boundary treatment, railings preferred, and be landscaped. Parking should be underground, or at the rear, the aim being to avoid surface parking becoming a visual blight on a development.

- 6.9 It will be necessary for the site to include carefully thought out open space within its boundaries both to provide for the visual needs of the site and the recreational needs of those who will live on, or near, to the site, and to satisfy Policy LR14. Careful landscaping of the open areas should include tree planting and soft landscaping, and family sized dwellings should include dedicated gardens as private amenity space for their residents, as required by Policy LR15.
- 6.10 A generous and continuous pedestrian pavement should be provided fronting all buildings facing open spaces.
- 6.11 The scheme should be created with the concept of minimising crime through physical design in mind in compliance with UDP Policy CD39. An SPD Designing Out Crime is to be consulted on and adopted in the near future and will provide more guidance on this issue.

7.0 Detailed Design

- 7.1 Any development, whether for health, educational, community use or residential purposes, should express a strong sense of rhythm of individual facades with well defined entrances facing the frontages or public spaces.
- 7.2 The roofscape and skyline as well as the design and elevational treatment of new buildings should be well detailed, relate successfully to existing surrounding development (which predominantly includes pitched roofs), and provide visual interest both close to and from a distance.
- 7.3 Within the context of the Conservation Area contemporary and innovative designs will be considered as long as they are of sufficient quality to leave the character of the Conservation Area unharmed.
- 7.4 Materials will ultimately be dependant upon the chosen architecture for a redevelopment, but should reflect well, and fit comfortably within, the materials predominating in surrounding existing development (which is predominantly brick, mostly red).

- 7.5 The developer should make use of the landscaping, design, the use of materials and the orientation and lighting of the buildings to encourage energy efficiency in line with UDP Policy CD29. Additionally London Plan Policies 4A.9 and 4A.10 support the provision of renewable energy on major development sites.

8.0 Vehicular Access, Parking, and Pedestrian Access

TRANSPORT IMPACT ASSESSMENT

- 8.1 A transport impact assessment will be required as part of any planning application for either residential or social and community uses, in compliance with UDP Policies TR35 and TR36 and TfL's *Transport Assessment Best Practice Guidance Document*.

VEHICULAR ACCESS

- 8.2 A single access point should be provided, to facilitate pedestrian movement on the eastern footway of Pangbourne Avenue and to maximise the potential to close redundant access points to facilitate provision of further kerbside parking. The access should be located at least 70m from the junction of Oakworth Road and St. Quintin Avenue, to provide adequate forward visibility for vehicles exiting the development. Additional pedestrian visibility splays should be provided at the vehicular access to enhance the safety of pedestrians using the eastern footway. The design of vehicle access from Pangbourne Avenue (ramp and junction spec) would need to be determined, together with vertical transition, clearance height, and any entry control. Kerb radii, crossing points and highway visibility should be according to the RBK&C standards in the *Transportation Supplementary Planning Document*, due to be adopted in early 2007. Potential pedestrian and vehicle conflicts also need to be considered.

MIXED USE CAR PARKING

- 8.3 Car parking provision for a community use, or mixed use development, should be provided within the development in accordance with the advice in paragraph 13.5.8 of the UDP. If a school or other educational use is proposed, planning permission would only be granted in conjunction with a Travel Plan.

RESIDENTIAL CAR PARKING

- 8.4 The car parking provision for the residential development should be provided within the development in accordance with UDP Policy TR42 and the Council's Parking Standards which recommend a maximum of one parking space per smaller dwelling, 1.5 spaces per flat of 5 or more habitable rooms, and two spaces for family sized houses of five habitable rooms. For parking for affordable housing flats 66 per cent provision would be acceptable. A reduced level of parking would be welcome in conjunction with a permit-free agreement.
- 8.5 The development is located in an area of Medium Public Transport Accessibility (PTAL level 3 - see map, Page 14). This level of public transport accessibility is considered acceptable for permit free development to occur.
- 8.6 The needs of resident and visitor parking access and provision for 'a social and community' type use within a residential development' will have implications for parking provision, location of on/off-street parking, associated highways improvements and localised modifications to parking.
- 8.7 The site is in a designated Controlled Parking Zone (CPZ). The Council may seek that residents of the scheme be exempted from eligibility for parking permits, by way of a legal agreement. Precise requirements in this regard will depend upon the number, size and tenure of units proposed.

CAR CLUBS

- 8.8 The Council is currently working to establish extensive car club coverage for the Borough. Ninety-nine car club on-street parking bays are proposed across the Borough with the aim of at least one bay being within a 5 minute walk of all residents. Cambridge Gardens and Oxford Gardens are two of the nearby locations that will have a car club bay. Given the level of car club provision the use of car club as a way of reducing parking demand for a scheme with low levels of parking is unlikely to be acceptable. However, parking for a car club vehicle could be considered on-site.
- 8.9 As stated above in the Brief, there is a preference for underground parking for visual amenity reasons.

Context and Public Transport Accessibility Level (PTAL) Map for the Princess Louise Hospital Site



Context and Public Transport Accessibility for the Princess Louise Hospital Site

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Planning Policy
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THE ROYAL BOROUGH OF
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INFRASTRUCTURE ENHANCEMENTS

- 8.10 Density of development will have implications for corresponding improvements in PT infrastructure and services, in compliance with UDP Policy TR14, TR37 and STRAT 30. Contributions might also be appropriate for improving bus stops and accessibility to local transport facilities.
- 8.11 As recommended by Thames Water, developers will be required to demonstrate that there is adequate water supply capacity both on and off the site to serve the development and that it would not lead to problems for existing or new users. In some circumstances it may be necessary for developers to fund studies to ascertain whether the proposed development will lead to overloading of existing water infrastructure. In terms of wastewater, peak discharges to combined sewers should not be increased. This should be achieved if necessary by surface water retention, in line with UDP Policy PU10.

CYCLING

- 8.12 Cycle access to, and through, the site should also be considered in the design of the development from the outset, in compliance with UDP Strategy 26, UDP Policies TR8 and TR9 and take into account TfL guidance in the document *London Cycle Design Standards*.

PEDESTRIAN ACCESS

- 8.13 It is important that pedestrian access to and from the development should be well identified, safe, and secure. At least two points of access should be provided from Pangbourne Avenue.
- 8.14 A pedestrian route could be created between Pangbourne Avenue and Kensington Memorial Park, located on the southern edge of the site and following the southern boundary of the of the football ground to link with the existing horseshoe path. The provision of pedestrian links between Pangbourne Avenue and Kensington Memorial Park is in compliance with UDP Strategy 25, Policy LR13, and TR4 'To protect existing footpaths and encourage provision of new direct pedestrian routes and accesses when assessing all development proposals'.

REQUIREMENT FOR ACCESS STATEMENT

- 8.15 An 'access statement' should accompany a planning application, setting out all provisions for access for those with mobility difficulties.

9.0 Per Cent for Art

- 9.1 A substantial contribution to the Council's 'Per Cent For Art' campaign will be sought in line with Policy LR36, which would be used to provide an artwork for public appreciation either on, or close by, the site. This would normally be secured by means of a Planning Obligation under S.106.
- 9.2 This authority has published Supplementary Planning Guidance on Public Art, which should be referred to for further information.

10.0 Amenity

DAYLIGHT AND SUNLIGHT

- 10.1 The development should be designed to ensure good light conditions for its buildings and spaces (Policy CD34). New building should not significantly reduce sunlight or daylight enjoyed by existing adjoining buildings and amenity spaces (Policy CD33), particularly the houses along the South side of Oakworth Road and the West side of Pangbourne Avenue.

PRIVACY

- 10.2 The development should be designed to ensure that visual privacy to adjoining properties is not significantly reduced and that a good standard of privacy is maintained within the development for prospective residents (Policy CD35, and paragraphs 4.3.20 – 4.3.27 of the Conservation and Development Chapter).

NOISE

- 10.3 The Council has prepared Supplementary Planning Guidance entitled "Noise". The document in turn makes reference to the guidance and recommendations contained within 'Planning Policy Guidance Note 24: Noise PPG24', 'BS 8233: 1999 (revised) Sound Insulation and noise reduction for buildings - Code of practice', and 'BS 6472:1992 Evaluation of human exposure to vibration in buildings (1Hz to 80 Hz)', all of which must be taken into account.

11.0 Contamination, Sustainability and Refuse

- 11.1 As a former hospital, the site may have some form of land contamination. The issue of land contamination needs to be addressed at the earliest stage of the planning process, prior to the submission of a planning application.
- 11.2 Policies PU3 and PU4 of the UDP are relevant. It will be necessary for a developer to undertake a desktop study and a thorough risk assessment to indicate the potential for contamination. A site investigation must be carried out and an appropriate remediation strategy devised which will set out how the contamination will be dealt with. If necessary, the strategy must detail the procedure for decommissioning the substations. A validation report and a 'certificate of proposed use' of the site which must consider human health, controlled waters, flora and fauna etc., need to be issued. A completion certificate, signed by a developer, will be required before development can commence. These will confirm that the remediation has been completed in accordance with the approved remediation strategy.
- 11.3 Further guidance can be given by contacting the Council's Environmental Health Department and consultation with them will be necessary at the earliest opportunity. The Council would welcome pre-application discussion with regard to sustainable development aspects of the development.
- 11.4 Any redevelopment must accord with the strategies for waste management, pollution control, air quality and sustainability contained within both the UDP and the SDP. Reference should be made to the Council's Environmental Policy Statement 2003-2006, which provides a clear framework of commitment for the Council over the three-year period.
- 11.5 Lack of appropriate storage facilities is a major factor in preventing people from recycling. It is therefore essential that adequate and appropriately sited recycling and waste storage facilities are provided in the development.
- 11.6 Refuse bins and stores should be sensitively designed within the building envelope of any new development and in such a manner where they would not appear visually obtrusive in the street scene. Stores should preferably be provided for each main entrance where they are

easily accessible to the occupiers of the residential units for example incorporated as part of the overall design of porches and not as large separate structures which detract from the street scene. Due regard should be given to the Council's "Code of Practice Refuse Storage and Collection". Location of refuse storage and collection areas in relation to residential properties on Oakworth Road would require consideration of noise and amenity implications. Refuse collection points should also be close to single vehicular access on Pangbourne Avenue utilising a designated kerbside collection point.

- 11.7 Schemes which incorporate measures to facilitate good waste management in the form of recycling banks or re-use schemes will be encouraged and should be considered in the early planning of the site.

AIR QUALITY

- 11.8 The Council is particularly concerned about air quality in the Royal Borough and is obliged by the Government's National Air Quality Strategy to seek to improve air quality. Emissions from road traffic are particularly problematic in Central London but we are also concerned about static emissions, for example, from domestic heating plant. In 2000, the whole Borough was declared an Air Quality Management Area.
- 11.9 Following this declaration, the Royal Borough has published an Air Quality Action Plan and has written a Supplementary Planning Guidance Document on Air quality. Air quality is a material consideration in dealing with development proposals and this document details when an air quality assessment will be needed and how, in accordance with Policy PU1, this should be tackled. Any proposed development must demonstrate that it does not have any adverse impact on the Borough's air quality.

12.0 Construction Training

- 12.1 The Council has the recently published Supplementary Planning Guidance on Construction Training and Planning Obligations under S.106. A development of the size envisaged on this site is likely to cross the indicative thresholds set out in the SPG, and therefore some form of construction training will be appropriate in association with any development of this site.

12.2 The proposed uses on this site could provide significant employment opportunities for local residents and businesses during construction and within the completed non-residential development, as set out in London Plan Policy 3B.12 and the objectives of the LDA's Economic Development Strategy. Examples of possible planning obligations are:

- the use of local businesses for the supply of goods and services both during construction, in the procurement of services and supplies from small and medium enterprises or micro businesses and within the completed development.
- training and employment opportunities for local people and businesses within a completed non-residential development.

13.0 Contact Officers

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