

APPENDICES

A. ASSESSMENT METHODOLOGY

A.1 Introduction

- A.1.1 This methodology describes the approach for undertaking the production of a Views Study Report (VSR) which will inform the Royal Borough of Kingston upon Thames (RBK) draft Local Plan.
- A.1.2 The methodology is to be read in conjunction with the Glossary at **Appendix C** of the VSR as this provides further definitions and explanations of terminology used throughout the Methodology.
- A.1.3 This methodology provides the process for: a high level appraisal and sifting of existing views, identified in current policy documents; the identification of any other strategic views to be considered as part of the high level appraisal; and, the approach for short-listing and detailed views study of the most important key views of importance to the borough.
- A.1.4 The VSR will be used as part of the planning process for reference in the review of Landscape & Visual Impact Assessments submitted to support any applications for development and will help to assess how significant growth can be accommodated in the historic environment whilst protecting and enhancing local views of landmarks, their setting and backdrop and skyline features.

A.2 Approach

- A.2.1 The methodology for the VSR complies with and incorporates the principles of the London View Management Framework (LVMF) (March 2012), which provides supplementary planning guidance to the London Plan (2011, as amended) and London Boroughs. Local authorities and other stakeholders should take its contents fully into account when preparing Development Plan Documents and policies. The VSR has been prepared to ensure it is consistent with the relevant existing London Plan policies, including 7.11 London View Management Framework (LVMF) and 7.12 implementing London View Management Framework. Specifically Policy 7.12 states:-

“Boroughs should reflect the principles of this policy and include all designated views, including the protected vistas, into their Local Development Frameworks. Boroughs may also wish to use the principles of this policy for the designation and management of local views.”

Emerging Policy

The policy landscape is constantly changing, and should be accounted for in this report. Of note, the draft new London Plan was published for consultation in December 2017, and is expected to be submitted later in 2018, and adopted in 2019. Upon adoption, this will supersede the existing London Plan. In relation to the VSR, policies remain similar in intent, though now have different references (HC3 and HC4 replace 7.11 and 7.12).

HC3 Strategic and Local Views

There are no strategic views in the draft London Plan that are relevant to the borough. Part G of the policy explains that boroughs should identify important local views in Local Plans and strategies that should be managed. This policy is now stronger than the existing Policy 7.12 (part J), as it now includes a reference to the importance of local views, which closely relates to this VSR.

HC4 London View Management Framework

The principles of this policy remain the same as the existing Policy 7.11, which relates to the assessment of the impact of development proposals on strategic views. The new draft policy fails to make the new link to the importance of local views as set out in HC3. Although this is not carried through, the assumption is that the principles in this policy apply to all views.

The draft revised NPPF (March, 2018) published for consultation is silent on strategic views.

A.2.2 The VSR applies the guidance provided by Historic England (*Seeing History in the View, May 2011*) which recognises that the approach pioneered by the LVMF must be applicable outside London, as well as inside, and to rural as well as to urban landscapes. The method set out in the document considers a stepped approach which the VSR will implement as defined below in section A.2.11. This approach considers: how a defined viewing place should ascertain the historical relationships between heritage assets to establish whether these contribute to the view; consideration of how the visibility and appearance of the heritage assets may change as an observer moves around; seasonal and diurnal changes and how heritage assets contribute to the overall heritage value in the view.

A.2.3 This methodology has also been developed in accordance with the principles of good practice set out in the following published guidance:

- Guidelines for Landscape and Visual Impact Assessment Third Edition (2013), (GLVIA3), published by the Landscape Institute and the Institute of Environmental Management & Assessment
- GLVIA3 Statement of Clarification 1/13 (2013), published by the Landscape Institute
- The Setting of Heritage Assets – Historic Environment Good Practice Advice in Planning: 3 (2015) , Historic England
- The Setting of Heritage Assets – Historic Environment Good Practice Advice in Planning: 2nd Edition (December 2017) , Historic England
- Seeing the History in the View – A method for assessing heritage significance within views (2011), English Heritage (now Historic England)
- Kingston Town Centre Royal Borough of Kingston Upon Thames Historic Area Study (Final Draft 24th January 2017)
- By Design - Urban design in the planning system: towards better practice (2000), DETR & CABA.
- Landscape Institute Advice Note 01/11, Photography and photomontage in landscape and visual impact assessment (2011), published by the Landscape Institute.

A.2.4 A full list of all documents used as part of the background research and analysis of views are provided in **Appendix B: Evidence Base Documents**.

A.2.5 A glossary of terminology used throughout the Methodology and VSR is provided in **Appendix C**.

Professional Judgement

A.2.6 The VSR follows the agreed methodology and best practice guidelines throughout the assessment. There is a requirement for professional judgement particularly with respect to site assessment work and the judgement of criteria when appraising views. Description led professional judgements rely on a verifiable process to be justifiable and robust. Many organisations are taking the lead by setting out detailed parameters for qualifying judgement. Historic England's '*Seeing History in the View*' includes consideration that "*it is important to remember that any method is a tool for assessment and ultimately assessment of the level of effect will be down to professional judgement*" (page 18).

Historical Contextual Analysis

A.2.7 Kingston is rich in archaeological value with unique historic, townscape and cultural associations. The buildings, landmarks and conservation areas play an important role in the character and appearance of the Borough. Whilst heritage assets influence the character of the townscape and contribute to the sensitivity and value, the assessment in the VSR does not appraise the individual value of heritage assets. The assessment will consider the views in the context of their *setting* and value of any assets through the review of:-

- RBKs 'Towards a Sense of Place' Borough Character Study;
- RBK's Core Strategy;
- Kingston Town Centre Area Action Plan;
- Historical records for Kingston (HER);
- Available published Conservation Area Appraisals and
- Available published Townscape Character Appraisals.

A.3 Scope of Assessment

Temporal Scope

A.3.1 The detailed assessment of the Very Highly Important Views will consider the following factors:

- Seasonal effects. The site assessment work was undertaken in April 2017 with verified views to be prepared during April/May 2017. It is acknowledged that are summer and winter variations and the difference in vegetation growth or leaf cover is to be considered as part of the detailed assessment.

- It was considered through the duration of the project that the view from Richmond Park which is elevated and heavily vegetated to be taken as a winter view, March 2018, to enable the clearest view of the Borough and key buildings to be evident in the view.
- Effects at night are considered where these would substantially differ from day time effects. This will be subject to further review with RBK following site assessment work.

Site Survey

A.3.2 Initial field work has been carried out in March and April 2017 to undertake a high level appraisal of all of the identified views which have been agreed with RBK and the key stakeholders. The field work appraises each view against a set of agreed criteria as defined in this methodology.

Topographical Analysis

A.3.3 Terrain modelling will be prepared to gain a better understanding of the topography in the urban context of Kingston and the wider study area. Using topographical analysis additional viewpoints are to be considered from potential areas which have not yet been identified. These additional views will also be considered in the context of Environmental and Planning Policy Designations.

A.4 Stakeholder Engagement

A.4.1 Active engagement has been carried out with the following stakeholders throughout the process of views identification, appraisal, assessment and reporting:-

- The Greater London Authority (GLA)
- Historic England (HE)
- The Royal Borough of Kingston (RBK)
- London Borough of Richmond (LBR)
- London Borough of Merton (LBM)
- Hampton Court Palace Royal Parks (HCP)

A.4.2 Not all of the Council's neighbouring local authorities were consulted on the methodology of the Views Study as it was deemed that there were no cross boundary issues to consider in the early stages of development.

A.5 High Level Appraisal of identified views

A.5.1 A variety of data sources have been reviewed to gain an understanding of the existing townscape character, key views and landmarks both within Kingston and wider neighbouring Boroughs. These include relevant published planning policy and guidance documents, existing published townscape character and conservation area studies, as detailed in **Appendix B** –

Evidence Base Schedule. Information has been collated through desk study and will also be informed by field survey in order to describe the townscape character, landscape and townscape features including landmark buildings, heritage assets and significant vegetation. In accordance with the LVMF and Historic England's guidance, base line conditions will describe the viewing place, the history and any cultural associations attached to the view (as taken from information provided by RBK or relevant stakeholders) the heritage assets associated with each view and their value. The base line studies will also establish the receptors (observers) i.e who will experience the view.

A.5.2 A preliminary study area has been identified by RBK, the extent of which considers views from within the Borough and those from neighbouring Boroughs, which includes the London Borough of Richmond, and the London Borough of Merton. The study area includes all areas within 2.5 kilometres from the edge of the Borough to incorporate wider views in order to include those ascertained through desktop studies. This includes Bushy Park, Richmond Park and Hampton Court Palace. Epsom Downs will be shown on a separate Figure, as the location of the view obtained from here extends beyond 5km. This is the only viewpoint considered to require inclusion in the scope of the assessment beyond 2.5km. Additional views have been identified through mapping, undertaking topographical analysis and site survey work.

A.5.3 Townscape and visual receptors have been identified during the desk study and have been verified during field survey work to provide a baseline against which appraise the classification of each view. Receptors are considered in three distinct categories using the LVMF and Historic England guidance:

The Viewing place

- This is an acknowledged place or area from which the view can be seen and from which the features of the view are more or less consistently visible in an arrangement that is considered to be 'the view'.
- The viewing place is to remain in the exact same location. Potential future use of the viewing place will need to be considered so that this does not alter over time.

The Viewer

- Views experienced by people and their visual amenity. Receptors include ramblers, cyclists, recreational users (both formal and inform), conservationists, shoppers, tourists and students. Residential and office users are not considered in this assessment. Transient views experienced by motorists, rail passengers and recreational users of the Thames are also not considered in this assessment.
- The person who experiences a view will have a personal subjective experience of a view although many responses may be experienced by others with shared cultural associations or knowledge.

The View

- This considers the view in the context of its defined local character. This will consider designations, the history and cultural associations of viewing and the contribution this

makes to the importance of the view as a recognised and appreciated experience of the heritage assets through assessment of published documents by RBK and field work using Historic England's Guidance.

- Physical landscape features including vegetation and topography which make up the view will also be appraised. Physical features may also frame the view.
- A view is formed of many separate elements and might be divided into recognisable parts subject to their relationship with the viewing place and viewer.
- Views should preserve or enhance the characteristics and composition of the views, and the setting of the landmarks and townscape in which they are situated.
- Views which highlight the status of the town centre, which contain buildings of high architectural quality and distinctive character and which provide a contextual relationship with older elements of the town centre will be ranked in the highest regard.

A.5.4 For each identified view there may be one or more locations from where the overall view can best be appreciated. These are 'Viewing Locations' and will be denoted by a letter suffix after the number of the View (e.g. 1A, 1B, 2A, 2B, etc). Viewing Locations are a general site presumed or interpreted from the published material from which the view is seen.

A.5.5 The field work assesses specific criteria with corresponding photographs. It is the intention that this high level appraisal work will be appended to the VSR to demonstrate the sifting approach of views and the hierarchical assessment that has been undertaken. The criteria identified for the appraisal of the high level assessment is as follows using the criteria identified in the LVMF and Historic England:

Viewing Location

1. Nature of Access
2. Is the view static or part of a series of views
3. Is the location designated
4. Character Area and Key Characteristics
5. Are there any cultural connections between the viewpoint and elements in the view
6. Topography and enclosure

Considered together, these will identify the *Overall Value of the Viewing Location*.

The Viewer

7. Who currently experiences the view?
8. Is the view an important part of the viewers experience?
9. Who experienced the view historically?

Considered together, these will identify the *Overall Sensitivity of the Viewer*.

The View

10. Description of foreground, middle ground and background.
11. Likely seasonal and night time variations
12. Does the view contain designated or landmark features
13. Does the view contain detracting features

Considered together, these will identify the *Overall Value of the View*.

The Appraisal also identifies constraints to the appraisal such as the conditions at the time of the appraisal.

- A.5.6 The high level appraisal will provide a judgment on the **value** of the viewing location, the **value and sensitivity** of the viewer and the **value attached to the view**. It is a combination of these values and the criteria identified in LVMF that determines the importance of the view and its importance. Establishing the criteria and definitions for value have been derived from GLVIA3 (Ref 1) and 'Seeing History in the View' (Ref 4). GLVIA3 includes Box 5.1 (page 85) which provides a range of factors that can help identify valued landscapes which includes scenic quality, rarity, representativeness and perceptual aspects. Establishing the value in GLVIA3 is considered in paragraphs 5.19 – 5.31. 'Seeing History in the View' also considers assessment of value and importance and the proposed methodology for the VSR draws upon the criteria used in Table 1 (Value/Importance of Individual Heritage Assets Identified within the View) and Table 2 (Value/Importance of the View as a whole) and the information provided at pages 8 – 13. Reference CP3.3 states:

"In order to identify the significance of a place, it is necessary first to understand its fabric, and how and why it has changed over time; and then to consider:

- *who values the place, and why they do so*
- *how those values relate to its fabric*
- *their relative importance*
- *whether associated objects contribute to them*
- *the contribution made by the setting and context of the place*
- *how the place compares with others sharing similar values."*

- A.5.7 Historic England's Kingston Town Centre Area Study Report defines the study in the executive summary which expands on the Council's appraisal of the Old Town Conservation Area and the local list of buildings of townscape merit. The outcomes from the Area Study include the identification of townscape and architectural qualities that could be used to inform new development and the recognition of the rich archaeological heritage of Kingston and some proposed research themes that could inform future studies to better enhance the understanding of Kingston's ancient past. The VSR seeks to incorporate the criteria of this document to further define the value of the views.

A.5.8 The proposed method for determining value using both GLVIA3 and ‘Seeing History in the View’ is provided below in sections A.5.8 – A.5.12.

Value of the Viewing Location

A.5.9 Factors that have been considered in the determination of value of the viewing place include designations and the level of importance that they signify (i.e. whether international, national or local), relevant local planning policy and guidance, the status of individual areas or features, the quality, condition and rarity of individual features or elements within the townscape and any verifiable local community interest.

A.5.10 It is imperative that the viewing location will remain consistent over the course of time and this is to be considered at this stage of the assessment.

A.5.11 The value of the viewing location is determined against the criteria set out in **Table A.01**.

Table A.01 Criteria considered when determining value of the Viewing location

Value	Criteria
Very High	<p>International and National level designated areas (e.g. World Heritage Sites, National Parks, AONBs, Registered Parks and Gardens, Royal Parks, Scheduled Monuments, Grade I or II* Listed Buildings) are present within the viewing location.</p> <p>The viewing location is considered to be an important location in terms of designations and is experienced by a high number of observers typically within a tourist attraction or recreational site.</p> <p>The condition of the viewing location and its individual elements is very good and is generally maintained to a high standard.</p>
High	<p>Regional or County level designated areas (e.g. Areas of Landscape Value, Areas of Local Landscape Value, Country Parks, Grade II Listed Buildings, Conservation Areas) are present within the viewing location.</p> <p>The viewing location is experienced by a high number of observers.</p> <p>The condition of the viewing location and its individual elements is good and is generally well maintained.</p>
Medium	<p>No designated landscapes are present, but the landscape may be valued locally (e.g. village greens, Metropolitan Open Space, playing fields etc).</p> <p>Use of the viewing location is likely to be limited to the local community with informal recreational use.</p> <p>The condition of the viewing location is good to fair with some amenity value.</p>
Low	<p>The viewing location is in a townscape or landscape of low importance, of low quality and in fair to poor condition, with few features of value or</p>

Value	Criteria
	<p>interest.</p> <p>The viewing location has little or no amenity value with few observers.</p>
Very Low	<p>Industrial or contaminated land.</p> <p>The viewing location has no amenity value and limited observers. It is likely it is not publically accessible.</p>

Value Attached to the View

A.5.12 A view is valued through formal designation and / or indicators of value attached by the observers. **Table A.02** sets out the criteria that have been considered when determining value attached to the view.

Table A.02: Criteria for determining value attached to the view

Value	Criteria
Very High	<p>The View includes features of International and National importance (e.g. World Heritage Sites, National Parks, AONBs, Registered Parks and Gardens, Scheduled Monuments, Grade I or II* Listed Buildings, etc), particularly where the view provides a contribution to the value of the asset. The view is of very good scenic quality..</p> <p>The view includes Strategic and Local Landmarks and Buildings of Townscape Merit/Locally Listed Buildings which help define the Royal Borough of Kingston.</p> <p>The view may also include buildings which, although not currently statutorily protected, have consideration architectural interest and quality with groups of buildings which are good examples of their type for the period and provide a contextual relationship with older elements of the town centre. These buildings may also have a cumulative value of historic buildings which may be vulnerable to change.</p>
High	<p>The view includes landscapes/townscapes of Regional or County importance (e.g. Areas of Landscape Value, Areas of Local Landscape Value, Country Parks, Long Distance Trails, Grade II Listed Buildings, Conservation Areas etc). The view is of good scenic quality.</p> <p>The view includes Strategic and Local Landmarks and Buildings of Townscape Merit/Locally Listed Buildings which help define the Royal Borough of Kingston.</p>

Value	Criteria
Medium	The view includes landscapes/townscapes of local importance, which may be subject to designation (e.g. village greens, Metropolitan Open Space, playing fields etc). The view is of medium scenic quality with visual detractors and undistinguished buildings of limited architectural quality or character.
Low	The view includes landscapes/townscapes with no designations and at most local importance with no cultural associations or views to landmark buildings. The view is of low scenic quality. There are numerous number of visual detractors in the view with buildings of poor quality and no sense of character or relationship to the distinctive qualities of Kingston.
Very Low	The view contains no features of importance, of poor scenic quality or with no sense of tranquillity. The view is of poor scenic quality. There are a significant number of visual detractors in the view. It is unlikely a view determined through desk-top study will be of this value.

Sensitivity of the Viewer

- A.5.13 The sensitivity of the viewer depends on the activity of people experiencing a view at a particular location and the extent to which their attention is focussed on the view and visual amenity they experience. **Table A.03** sets out the criteria when determining the sensitivity of a visual receptor.

Table A.03 Criteria for determining sensitivity of the Viewer

Susceptibility	Criteria
Very High	Visitors to heritage assets, attractions, retail and tourist destinations, where views of the surroundings are a very important part of the experience. Kingston upon Thames is a major regional retail centre with an important administrative and business role as well as educational and residential aspects. The town centre has different character areas which reflect its historical development, in which these various activities are still intermixed.
High	People engaged in outdoor recreation whose attention is likely to be focussed on the landscape and / or particular views, or for whom their appreciation of views is an important factor in

Susceptibility	Criteria
	the enjoyment of the activity.
Medium	People engaged in outdoor recreation or sport which involves an appreciation of views (including public rights of way, touring routes, cycle paths, public open spaces etc), but not used by substantial numbers of people.
Low	People engaged in outdoor recreation or sport which does not involve an appreciation of views.
Very Low	People with limited views of their surroundings or for whom views of their surroundings are not important.

Selection of Very Highly Important Views

A.5.14 Following the high level appraisal a refined list of key views will be put forward for consideration and termed the 'Very Highly Important Views'. These views that have been appraised as having the very highest value in terms of the view, the viewer and the viewing location. This selection of views will align with the following criteria from the LVMF:

- Views that are seen from places that are publicly accessible and well used.
- Include significant buildings or urban landscapes that help to define the Royal Borough at a strategic level.
- Within the designated views there may be landmarks that make aesthetic, cultural or other contributions to the view and assist the viewer's understanding and enjoyment of the view. This could be because of their composition, their contribution to legibility, or because they provide an opportunity to see key landmarks as part of a broader townscape, panorama or river prospect.
- Views that make a significant contribution to people's ability to understand and appreciate Kingston as a whole. They are also highly valued because they allow a viewer to see significant historic and cultural landmarks in their landscape or townscape setting and to understand the relationship between them.
- There may also be strategically important landmarks in the view. These are buildings or structures in the townscape, which have visual prominence, provide a geographical or cultural orientation point and are aesthetically attractive through visibility from a wider area or through contrast with objects or buildings close by.

- A.5.15 These identified views will be presented in a table with a corresponding plan to illustrate the position, which will be geo-referenced. The nature and vista, strategic and local landmarks and the heritage assets they possess will also be appraised.
- A.5.16 The Very Highly Important Views assessment, representation and management process will combine with accurate visual representation and virtual reality to enable 3D understanding and modelling for each of the views both as baseline and with proposed development. Accurate Visual Representation enables a static or moving image to show a location of a proposed development, the degree to which it will be visible and its detailed form and/or the materials to be used in the context of existing buildings and heritage assets around Kingston. AVRs combine images of the proposed development with a representation of the existing view. The methodology for AVRs and Verified photography is provided below in section A.6.
- A.5.17 A 300mm viewing distance is used for closer views but for the more distant views – these are presented at around the 500mm viewing distance, which is consistent with current LI advice and consistent with more recent SNH guidance.

A.6 Verified View Methodology

- A.6.1 The following methodology has been prepared by MSA Survey and Wagstaffs.

General Measured Survey Methodology

Control Stations

- A.6.2 All surveys are based on a control network and datum to which the captured information is related. For view surveys this is usually referenced to Ordnance Survey (OS) National Grid and Datum. The camera position and other survey stations are surveyed to the OS National Grid by using Global Positioning System (GPS) equipment.

Survey of Camera and Feature Detail

- A.6.3 Once the photographer has taken the necessary view photographs, the exact position of the camera is surveyed either by GPS measurement or from the nearby control stations. When the view of the sky is obscured at the camera location thereby precluding GPS measurement, two nearby inter-visible control points are used to fix the camera position. This is done using a tripod mounted total station which measures and records angular and distance measurements.
- A.6.4 From these same control points, building detail, fixed targets and other clearly discernible features, which are visible in the photographs are also surveyed. Long-range reflectorless measurement from a total station is used to capture the building and feature detail remotely. This detail will be used in the alignment of the photography.
- A.6.5 For views in which there is very little detail, targets may need to be used to allow the photograph to be accurately aligned. These are placed in the view at the time of the photograph and can be air-brushed out at a later stage when finalising the presentation views

for the scheme. For views in which there is very little detail, targets may need to be used to allow the photograph to be accurately aligned. These are placed in the view at the time of the photograph and can be air-brushed out at a later stage when finalising the presentation views for the scheme. For views in which there is very little detail, targets may need to be used to allow the photograph to be accurately aligned. These are placed in the view at the time of the photograph and can be air-brushed out at a later stage when finalising the presentation views for the scheme.

Targets

- A.6.6 For views in which there is very little detail, targets may need to be used to allow the photograph to be accurately aligned. These are placed in the view at the time of the photograph and can be air-brushed out at a later stage when finalising the presentation views for the scheme.

Survey of Site Buildings

- A.6.7 The survey of the existing site buildings is an important part of the process as this detail is often visible in the view photography and is at the location where the proposed model will be inserted. Using the same control network, salient features which are likely to be seen in the views, are surveyed.

Photography of the views

- A.6.8 A full body digital camera is used and photos taken at 16mm, 24mm, and 35mm [digital frames]. Furthermore for every 3 photos are taken using bracketing that adjusts the lighting by 1 FStop and that allows us to get the best photo extracted given the lighting conditions on site.

Processing

- A.6.9 The survey information is processed and the results are rigorously checked for errors and discrepancies by way of an in-house QA procedure, which is ISO 9001 compliant. This starts with confirmation that the surveyed camera location was taken from the same location as that used by the photographer. Sufficient redundant information is surveyed to assist in the checking procedure. All processing reports and co-ordinate lists are printed and filed for record purposes.

Limitations of the VSR

- A.6.10 This VSR considers the contribution heritage features make to the character and value of the landscape and visual receptors. This views assessment has been carried out in landscape and visual terms only. The VSR identifies important views which capture the uniqueness of Kingston's Townscape. The VSR does not appraise or provide an assessment on the architectural merits or cumulative value of the historical assets.
- A.6.11 This assessment is based on views from publically accessible locations only during March - May 2017 and have been assessed as 'summer views' ie when vegetation is in leaf. Therefore

there are no views considered from residential properties, commercial buildings or within places of worship. The high level appraisal makes a judgement on the change in view when experienced seasonally and the different elements that may be available in a winter view.

- A.6.12 The VSR is a baseline assessment undertaken between March and June 2017 with subsequent studies in March 2018. Therefore assessment of each individual view and its criteria appraisal are taken at that timeframe in isolation to potential change. Kingston is undergoing rapid change with evolving plans for major retail, leisure, commercial and housing development along with transport infrastructure upgrading and public realm improvements. The VSR cannot pre-empt future development proposals which are not consented at the time of the publication of the VSR and cannot influence planning decisions that have been already granted and therefore there is no cross reference to future baseline or potential change to the existing views. The VSR provides a thorough understanding of what is important in Kingston and what creates a unique experience for the town. The VSR is an important tool to protect and enhance the views which contribute to the understanding and appreciation of Kingston Borough's unique townscape with its historic and cultural landmarks which make up the Borough's urban identity.

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