



Appendix E: Planning Policy

E. PLANNING POLICY

E.1 National Context

E.1.1 The NPPF sets out the Government's planning policy for England and how it expects these to be applied. The Framework is concerned with the delivery of sustainable development, as stated in paragraph 14:

*"At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.*

E.1.2 Paragraph 17 sets out the twelve 'Core Planning Principles' that should underpin plan making and decision taking. Those specific to landscape and visual issues state that planning should:

"always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;

take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;

contribute to conserving and enhancing the natural environment and reducing pollution. Allocations of land for development should prefer land of lesser environmental value, where consistent with other policies in this Framework;

encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value."

E.1.3 Paragraph 109 sets out how the planning systems should contribute to and enhance the natural and local environment by:

"protecting and enhancing valued landscapes, geological conservation interests and soils;

recognising the wider benefits of ecosystem services;

minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;

preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and

remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate."

The London Plan 2011

- E.1.4 Strategic planning in London is the shared responsibility of the Mayor of London, 32 London boroughs and the Corporation of the City of London. Under the legislation establishing the Greater London Authority (GLA), the Mayor has to produce a spatial development strategy (SDS) – which has become known as ‘the London Plan’ – and to keep it under review. Boroughs’ local development documents have to be ‘in general conformity’ with the London Plan, which is also legally part of the development plan that has to be taken into account when planning decisions are taken in any part of London unless there are planning reasons why it should not.
- E.1.5 Paragraph 7.22 of the London Plan includes that buildings should make a positive contribution to the landscape and relate well to the form, proportion, scale and character of streets, existing open space, waterways and other townscape and topographical features, including the historic environment. New development, especially large and tall buildings, should not have a negative impact on the character or amenity of neighbouring sensitive land uses. Lighting of, and on, buildings should be energy efficient and appropriate for the physical context.
- E.1.6 Paragraph 7.37 recognises that a number of views make a significant contribution to the image and character of London at the strategic level. 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. The Mayor will seek to protect the composition and character of these views, particularly if they are subject to significant pressure from development. New development will often make a positive contribution to the views and can be encouraged. However, in others, development is likely to compromise the setting or visibility of a key landmark and should be resisted.
- E.1.7 The Mayor has prepared supplementary guidance (SPG) on the management of views designated in this Plan. This guidance identifies viewing places within which viewing locations can be identified. It also specifies individual assessment points from which management guidance and assessment should be derived. Some views are experienced as a person moves through a viewing place and assessment of development proposals should consider this. This guidance will be reviewed when necessary to ensure it is compliant with Policies 7.11 and 7.12.
- E.1.8 Policy 7.11 – London View Management Framework States:

Strategic

A The Mayor has designated a list of strategic views (Table 7.1) that he will keep under review. These views are seen from places that are publicly accessible and well used. They include significant buildings or urban landscapes that help to define London at a strategic level. These views represent at least one of the following categories: panoramas across substantial parts of London; views from an urban

space of a building or group of buildings within a townscape setting (including narrow, linear views to a defined object); or broad prospects along the river Thames. Development will be assessed for its impact on the designated view if it falls within the foreground, middle ground or background of that view.

B Within the designated views the Mayor will identify landmarks that make aesthetic, cultural or other contributions to the view and which assist the viewer's understanding and enjoyment of the view.

C The Mayor will also identify strategically important landmarks in the views that make a very significant contribution to the image of London at the strategic level or provide a significant cultural orientation point. He will seek to protect vistas towards strategically important landmarks by designating landmark viewing corridors and wider setting consultation areas. These elements together form a protected vista. Each element of the vista will require a level of management appropriate to its potential impact on the viewer's ability to recognise and appreciate the strategically important landmark.

D The Mayor will also identify and protect aspects of views that contribute to a viewer's ability to recognise and to appreciate a World Heritage Site's authenticity, integrity, significance and Outstanding Universal Value.

E The Mayor has prepared supplementary planning guidance on the management of the designated views. This supplementary guidance includes plans for the management of views as seen from specific assessment points within the viewing places. The guidance provides advice on the management of the foreground, middle ground and background of each view. The Mayor will, when necessary, review this guidance.

E.1.9 Policy 7.12 – Implementing the London View Management Framework States

Strategic

A New development should not harm, and where possible should make a positive contribution to, the characteristics and composition of the strategic views and their landmark elements. It should also preserve or enhance viewers' ability to recognise and to appreciate strategically important landmarks in these views and, where appropriate, protect the silhouette of landmark elements of World Heritage Sites as seen from designated viewing places.

Planning decisions

B Development in the foreground and middle ground of a designated view should not be overly intrusive, unsightly or prominent to the detriment of the view.

C Development proposals in the background of a view should give context to landmarks and not harm the composition of the view as a whole. Where a silhouette

of a World Heritage Site is identified by the Mayor as prominent in a Townscape or River Prospect, and well preserved within its setting with clear sky behind it, it should not be altered by new development appearing in its background. Assessment of the impact of development in the foreground, middle ground or background of the view or the setting of a landmark should take into account the effects of distance and atmospheric or seasonal changes.

D In addition to the above, new development in designated views should comply with the following: a London Panoramas – should be managed so that development fits within the prevailing pattern of buildings and spaces and should not detract from the panorama as a whole. The management of views containing strategically important landmarks should afford them an appropriate setting and prevent

a canyon effect from new buildings crowding in too close to the strategically important landmark in the foreground, middleground or background where appropriate.

b River Prospects – views should be managed to ensure that the juxtaposition between elements, including the river frontages and key landmarks, can be appreciated within their wider London context.

c Townscape and Linear Views – should be managed so that the ability to see specific buildings, or groups of buildings, in conjunction with the surrounding environment, including distant buildings within views, is preserved.

E Viewing places should be accessible and managed so that they enhance people's experience of the view.

F In addition to the above, where there is a protected vista:

a development that exceeds the threshold height of a landmark viewing corridor should be refused

b development in the wider setting consultation area should form an attractive element in its own right and preserve or enhance the viewer's ability to recognise and to appreciate the strategically important landmark. It should not cause a canyon effect around the landmark viewing corridor

c development in the foreground of the wider setting consultation area should not detract from the prominence of the strategically important landmark in this part of the view.

G In complying with the above, new development should not cause negative or undesirable local urban design outcomes.

H The Mayor will identify, in some designated views, situations where the silhouette of a World Heritage Site, or part of a World Heritage Site, should be protected.

LDF preparation

J 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.

The London Views Management Framework - LVMF

- E.1.10 GOL Circular 1/2008 provides for the preparation, publication and ongoing review of Supplementary Planning Guidance (SPG) to the London Plan. This document constitutes such guidance and is therefore a material consideration in the determination of planning applications. The views designated by the London Plan are classified in four ways. They are panoramas across substantial parts of London ('London Panoramas'); views of landmarks framed by objects in the landscape ('Linear Views'); broad prospects along the River Thames ('River Prospects'); or views of the urban townscape ('Townscape Views'). Each view has specific characteristics that contribute to an appreciation of London at the strategic level.

This SPG1 makes reference to geometrically defined corridors between the Viewing Place and Strategically Important Landmarks in Designated Views. These corridors are comprised of a Landmark Viewing Corridor and a Wider Setting Consultation Area. These two components are defined collectively as 'Protected Vistas' in this SPG. Further guidance on the application of the Protected Vistas is provided throughout this SPG and its appendices.

- E.1.11 This SPG contains Management Plans for each of the 27 views designated in the London Plan. The Management Plans provide a description of the condition, attributes, composition and key features and landmarks of each view. 33 The Management Plans also contain Visual Management Guidance to draw attention to the general principles for managing development in the foreground, middle ground and background of the view and for managing the Viewing Location. The Visual Management Guidance must be addressed when designing and siting new development that will impact on a Designated View.
- E.1.12 The methodology for the VSR complies with and incorporates the principles of the LVMF. There are no Designated Views which cross the Borough of Kingston.

Seeing History in the View – Historic England

- E.1.13 The VSR will also implement the guidance provided by Historic England² 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. 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 significance in the view. Further detail on how this guidance has shaped and informed the VSR is provided in **Appendix A**.

Riverside SPD

- E.1.14 A Riverside SPD is being produced for Kingston Riverside. When adopted, this will provide guidance to support policies in the London Plan, the Core Strategy and the Kingston Town Centre Area Action Plan (K+20). It sets out the overall vision for how Kingston's Riverside should change over the next 10-15 years to become a high

¹ London View Management Framework, Supplementary Planning Guidance London Plan 2011 Implementation Framework (March 2012) Mayor of London

² Seeing the History in the View – A method for assessing heritage significance within views (2011), English Heritage (now Historic England)

quality public space befitting the town and its Thames setting, and supporting future growth.

The following plans are extracts of Key Area Characteristics maps which include the identification of key views to open space, potential new views, significant views to protect and strategic and local landmarks within the identified character areas of Kingston. These have been extracted from Kingston's 'Towards a Sense of Place: Borough Character Study' (2011).



Key Area Characteristics

-  Major movement corridor
-  Minor movement corridor
-  Movement corridor needing enhancement
-  Area node
-  Area node needing enhancement
-  Minor Area node
-  Major gateway
-  Major barrier
-  Strategic Landmark
-  Local Landmark
-  Potential new landmark
-  Green open space
-  Open space in need of improvement
-  Key views to open space
-  Potential new view
-  Significant view to protect



Key Area Characteristics

- Major movement corridor
- Minor movement corridor
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- Area node
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- Minor Area node
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- Major barrier
- Strategic Landmark
- Local Landmark
- Potential new landmark
- Green open space
- Open space in need of improvement
- Key views to open space
- Potential new view
- Significant view to protect



Key Area Characteristics

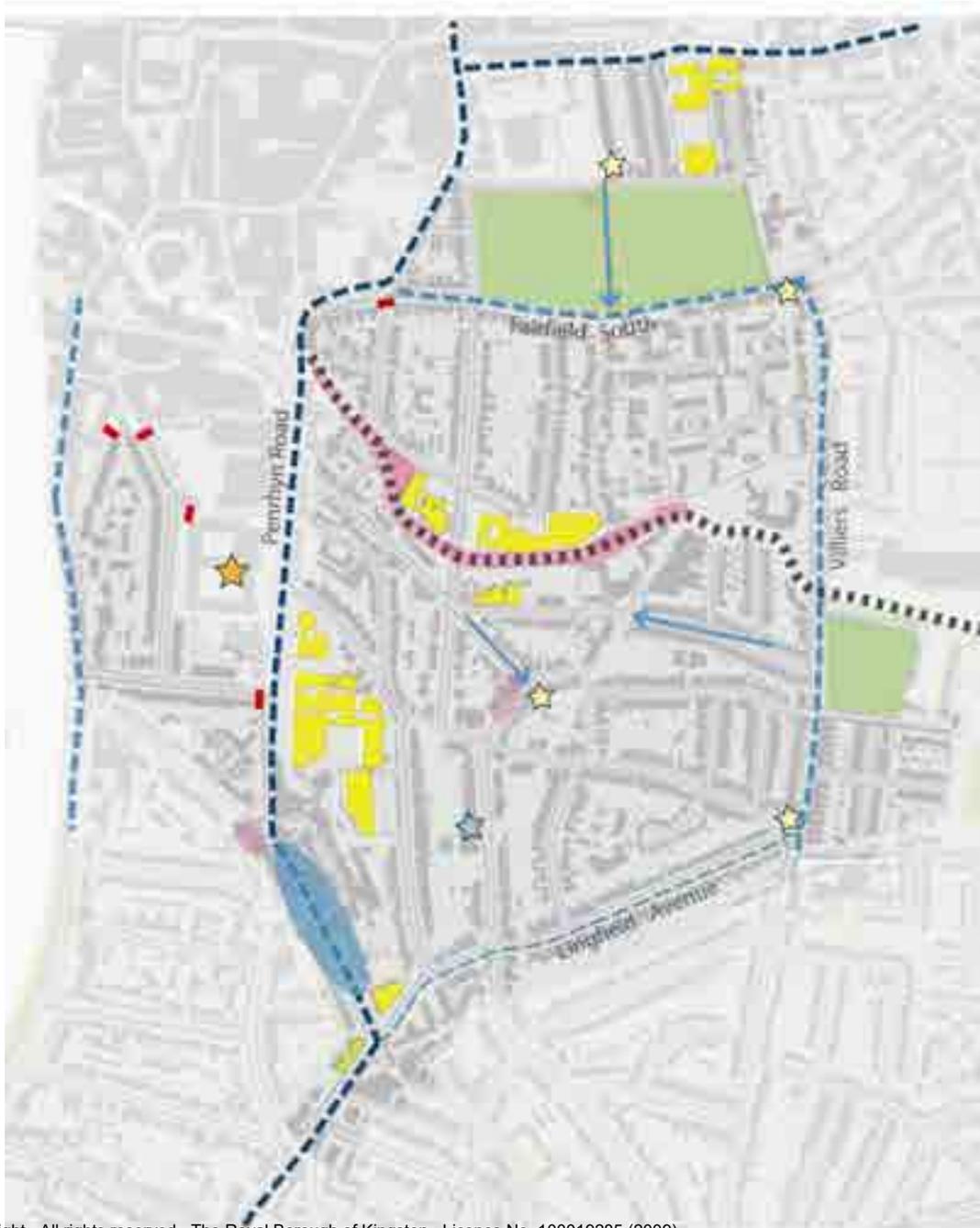


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Key Area Characteristics

- Major movement corridor
- Minor movement corridor
- Movement corridor needing enhancement
- Area node
- Area node needing enhancement
- Minor Area node
- Vehicle barrier
- Major barrier
- Strategic Landmark
- Local Landmark
- Potential new landmark
- Green open space
- Open space in need of improvement
- Key views to open space
- Potential new view
- Significant view to protect
- Very special quality place
- Educational Establishment
- Riverside public realm improvements



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Key Village Characteristics

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-  Minor movement corridor
-  Movement corridor needing enhancement
-  Village node
-  Village node needing enhancement
-  Minor Village node
-  Major gateway
-  Major barrier
-  Strategic Landmark
-  Local Landmark
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- Potential new landmark
- Green open space
- Open space in need of improvement
- Key views to open space
- Potential new view
- Significant view to protect
- Sunrise - Appeal site



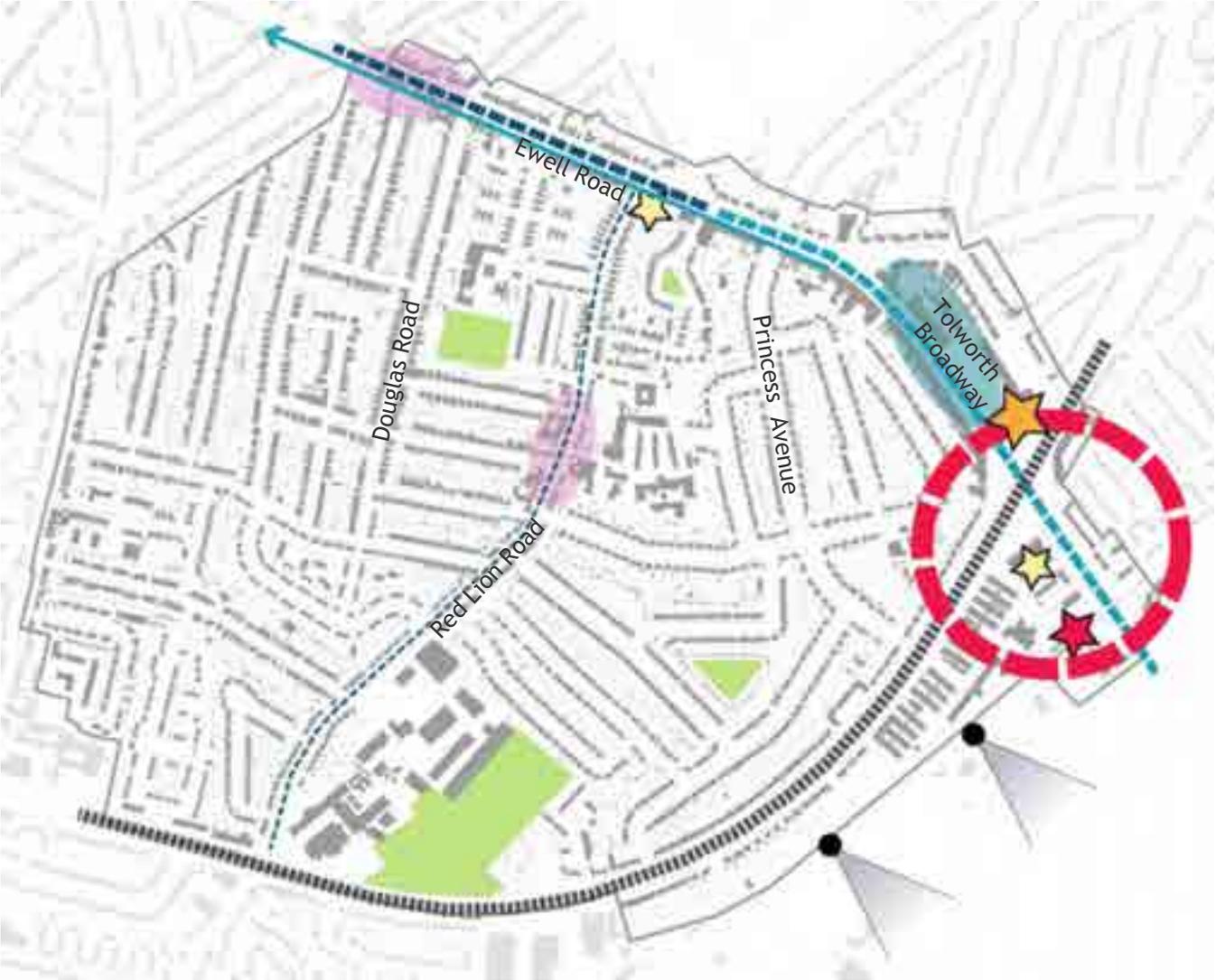
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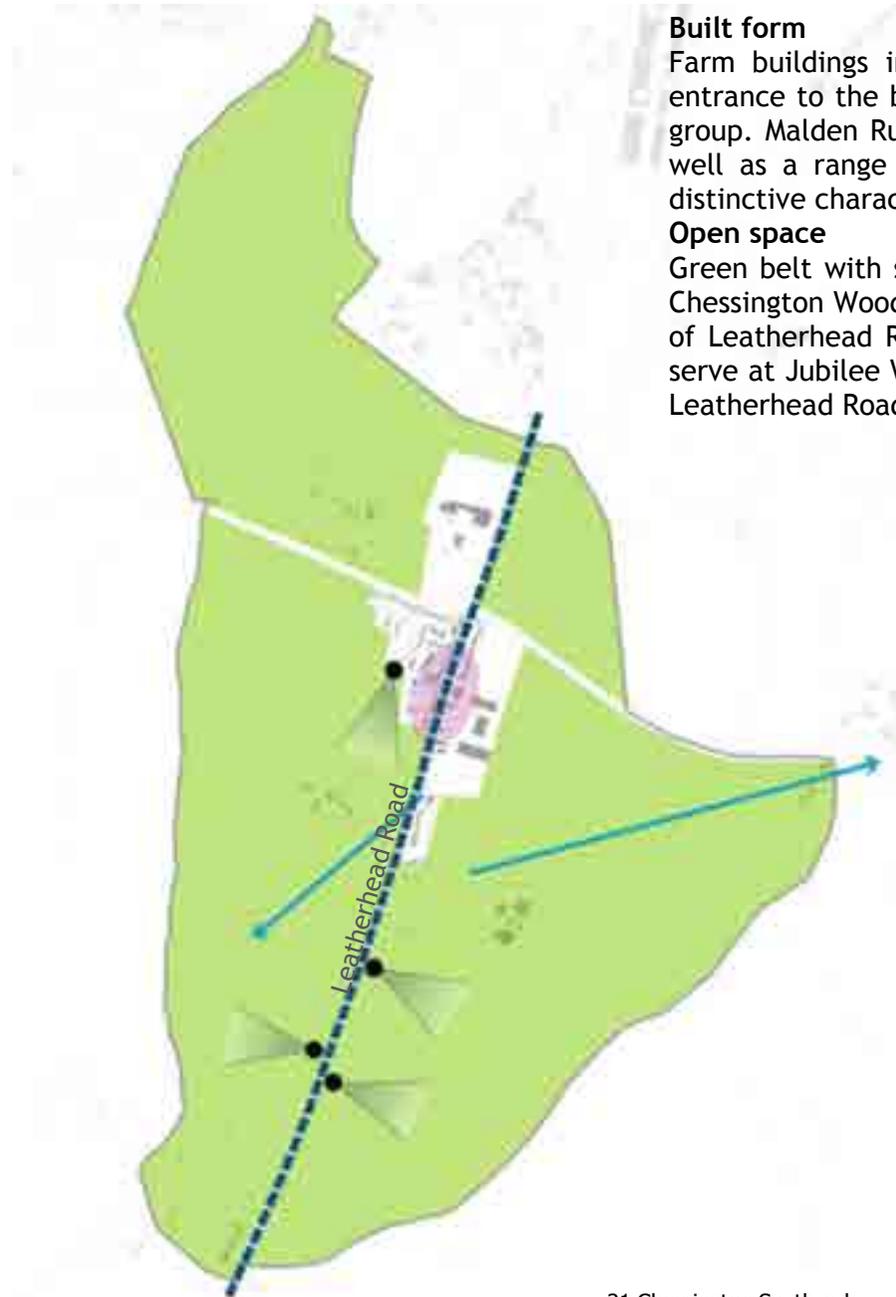


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Built form

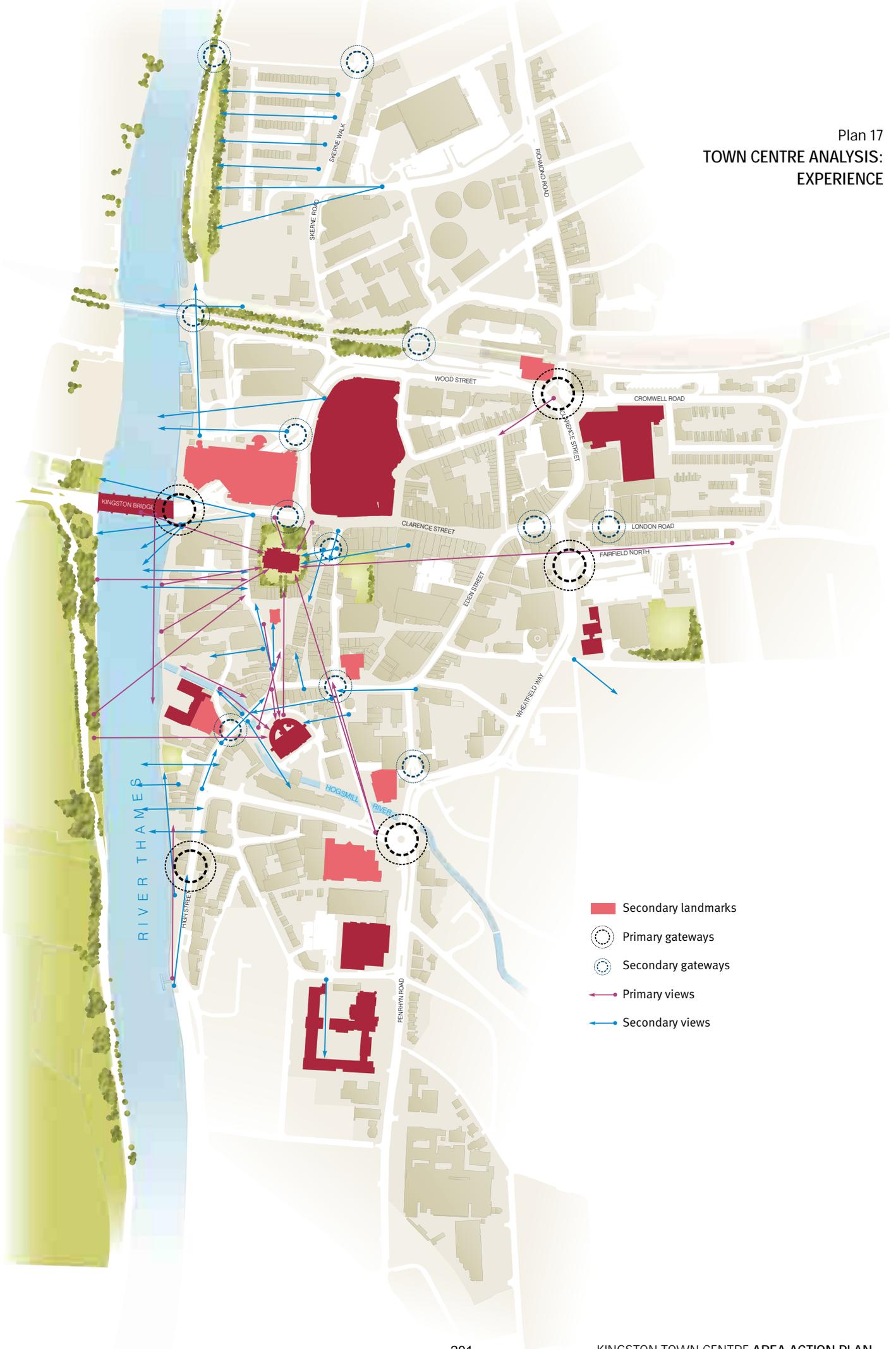
Farm buildings in clusters can be glimpsed from the surrounding roads. At the southern entrance to the borough, The Star public house and its adjoining cottages form an attractive group. Malden Rushett contains a number of attractive small Victorian villas and cottages as well as a range of ages and styles of houses. The form of the hamlet, gives the area a distinctive character.

Open space

Green belt with sites of nature conservation importance at; Sixty Acre wood, Jubilee Wood, Chessington Wood and around the lake north of Sixty Acre Wood; Rushett Common (either side of Leatherhead Road) and World’s End at the southern tip of the borough. Local nature reserve at Jubilee Wood. There is the potential to create new views into the open country from Leatherhead Road and some parts of Rushett Lane.

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- Secondary landmarks
- Primary gateways
- Secondary gateways
- Primary views
- Secondary views

