



**TOWN AND COUNTRY PLANNING ACT 1990 – SECTION 78
PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990 – SECTION 20**

**TOWN AND COUNTRY PLANNING APPEALS (INQUIRIES PROCEDURE)
(ENGLAND) RULES 2000**

STATEMENT OF CASE OF LOCAL PLANNING AUTHORITY

Appellant: Try Homes

Proposed developments: Retention of Campion House and existing gate lodge to the south of the site, demolition of existing annex and outbuildings, and the redevelopment of the site including conversion of Campion House and erection of two new buildings ranging from 3-5 storeys (one block at 3 storeys and one block with lower ground level and 3-5 storeys above) to create 239 units (38 x one bedroom flats, 163 x two bedroom flats, 17 x three bedroom flats and 21 x four bedroom terraced houses) with associated parking, access and landscaping to site (Planning).

Demolition of existing extensions to Campion House and associated outbuildings including the Chapel, Refectory, Dormitories and Classrooms (Conservation Area).

Site: Campion House, Thornbury Road, Isleworth TW7 4NN

Planning Inspectorate references: APP/F5540/A/07/2040494/NWF (Planning)
APP/F5540/E/07/2040493/NWF (Conservation Area)

LPA references: 00119/M/P3 (Planning)
00119/M/CA2 (Conservation Area)

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Introduction

1. The Local Planning Authority will describe the site, its relevant planning history, and the appeal proposals, and will also set out the relevant development plan and central government policies.

Appeal Site and Surroundings

Appeal Site

2. The site is located on the western side of Thornbury Road, lying south of Thornbury Road's junction with Thornbury Avenue and so south of where Thornbury Road meets the southern side of the A4 Great West Road to form a traffic light controlled junction.
3. The site is 3.26 hectares in size (comprising No.s 104 to 112 Thornbury Road and the adjoining open land to their rear) and falls within the Spring Grove Conservation Area, which was designated in April 2002 (UDP Proposals Map, Map 2).
4. Champion House, built at 3½ storeys in height (3 storey plus semi-basement), is included on the Council's list of Buildings of Local Townscape Character.
5. Champion House is connected to the Chapel building, which is itself linked by bridge to the three-storey accommodation block to its south. The bridge link lies opposite Church Road and allows views into the site at ground level.
6. No. 104 Thornbury Road lies to the south of the accommodation block and is a two-storey detached house. Tiger Hall lies to its rear. Other buildings include Nazareth and Bethlehem Cottage.
7. There are various statues on site; that known as 'Ghost or Descent from the Cross' that lies south of Champion House, south of Thornbury Road's junction with Church Road, is Grade II listed.

8. The site is landscaped, including a formal garden to the rear of Campion House and mature trees especially along the site frontage. There is also a pond and orchard to the rear of the existing buildings.
9. The open space to the rear (west) of the site is designated Local Open Space under the Council's Unitary Development Plan (UDP) (Proposals Map, Map 2) and falls within an area of Publicly Accessible Open Space Deficiency (Map ENV-N1) (being an area in the Borough that is more than 400 metres from any publicly accessible open space, taking into account barriers to movement, such as railways and major roads).
10. Access to the site is via three entrances on Thornbury Road, with the main entrance lying opposite Thornbury Road's junction with Church Road, about midway along the site's frontage. Car parking areas are currently provided within the graveled forecourt area to the front of Campion House and between the accommodation block and Tiger Hall at the southern end of the site.
11. Since 1929, ownership of the property has been vested in the trustees of The Society of Jesus Trust of 1929 for Charitable Purposes. The actual teaching space at Campion House was for private use as part of the seminary and only covers a small portion of the site area. Therefore, as a residential seminary, the site falls within Use Class C2 (Residential Institutions) under the Town and Country Planning (Use Classes) Order 1987, rather than Use Class D1 (Non-Residential Institutions).

Surroundings

12. In terms of surrounding development, the site lies within a predominantly residential area outside of the town centre where the neighbouring and adjoining built development is predominantly two-storey in scale, although the houses on the opposite side of Thornbury Road are set at a higher level and there are pockets of three-storey development sited to the south.

13. It is bounded immediately to the north by the flank boundary of No. 114 Thornbury Road, a two-storey semi-detached house, and the rear gardens of Thornbury Avenue properties.
14. Its western rear boundary abuts the playing fields of the Indian Gymkhana Club that are also designated Local Open Space under the UDP. The Club is accessed from Thornbury Avenue, through a gap to the south between No's 30 and 32.
15. The site's southern flank boundary abuts Kilberry Close properties, planning permission for seven two-storey homes and 54 flats in three-storey blocks with garages, parking spaces and amenity areas having been granted in 1984.
16. Two-storey semi-detached properties form the predominant character of development opposite, with those dwellings to the north of Church Road sitting above Campion House due to changes in ground level.
17. No.s 2 and 17 Thornbury Road and the properties No.s 101-111 Thornbury Road opposite are locally listed. Officers will recommend including No. 94 Thornbury Road (Clifton House) in the local list.
18. Part of Thornbury Road (north of its junction with Church Road) is a route signed for cyclists, linking to the A4 Great West Road as well as along Church Road to its junction with Osterley Road (see both UDP Proposals Map, Map 2 and Map T1 London Cycle Network).

Site History

19. Applications for the erection of buildings were approved in the 1950s and 1960s, with planning permission for the erection of extensions comprising a chapel, classrooms, a study hall and three-storey dormitory block approved in 1961.

01119/M/P1 and 01119/M/CA1

20. On 12th June 2006 the Council received a planning application and an application for conservation area consent from Try Homes Ltd in respect of the site.
21. The Council registered the development proposed by the planning application under reference 01119/M/P1 using the following description:

Retention of Campion House and existing gate lodge to the South of the site, demolition of existing annex and outbuildings, and the redevelopment of the site including conversion of Campion House and erection of two new buildings ranging from 3-5 storeys (one block at 3 storeys and one block with lower ground level and 3-5 storeys above) to create 273 units (21 x four bedroom terraced houses, 62 x 1 bed[room] flats, 170 x two bed[room] flats and 20 x three bed[room] flats) with associated parking, access and landscaping to site.

22. Officers were thereafter advised (by email sent 6th September 2006) that there would be 64 (rather than 62) one-bedroom units, 168 (rather than 170) two-bedroom units, 20 three-bedroom units and 21 four-bedroom units.
23. The Council registered the application for conservation area consent under reference 01119/M/CA1 using the description "Demolition of existing extensions to Campion House and associated outbuildings including the Chapel, Refectory, dormitories and classrooms."
24. Both applications (01119/M/P1 and 01119/M/CA1) were appealed on the grounds of non-determination.
25. Both appeals (APP/F5540/A/06/2026897/NWF (Planning) and APP/F5540/E/06/2026895/NWF (Conservation Area)) have been withdrawn.

01119/M/P2

26. The application received on 14th July 2006 for the retention of a 2.4m high site security hoarding at the site (01119/M/P2) was refused on 7th September 2006 by reason of its siting, height and unsympathetic design creating a

structure that is overbearing and visually intrusive having a detrimental impact upon the appearance and character of the site, the Thornbury Road street scene and the Spring Grove Conservation Area. The London Borough of Hounslow's Isleworth and Brentford Area Committee (Planning), at its meeting on 14th December 2006, granted authority for service of an enforcement notice requiring the removal of the hoarding and all resultant debris. This notice was served on 10th January 2007, taking effect on 15th February 2007, requiring compliance by 15th March 2007. An appeal (APP/F5540/C/07/2037900) has been made.

The Appeal Applications

27. On 6th December 2006 the Council received a planning application and an application for conservation area consent from Try Homes Ltd in respect of the Champion House site, Thornbury Road, Isleworth.
28. The description of the development proposed by the planning application (as set out by the appellant at Question 3 of the planning application form) is as follows:

Retention of Champion House and existing gate lodge to the south of the site, demolition of existing annex and outbuildings, and the redevelopment of the site including conversion of Champion House and erection of two new buildings ranging from 3-5 storeys (one block at 3 storeys and one block with lower ground level and 3-5 storeys above) to create 239 units (38 x one bedroom flats, 163 x two bedroom flats, 17 x three bedroom flats and 21 x four bedroom terraced houses) with associated parking, access and landscaping to site.

29. The London Borough of Hounslow registered the development proposed by the planning application under reference 01119/M/P3 using the same description.
30. The description of the works for which an application for conservation area consent was made (as set out by the appellant at Question 3 of the conservation area consent application form) is as follows:

Demolition of existing extensions to Campion House and associated outbuildings including the chapel, refectory, dormitories and classrooms.

31. The London Borough of Hounslow registered the application for conservation area consent under reference 01119/M/CA2 using the same description.
32. Both applications (01119/M/P3 and 01119/M/CA2) have been appealed on the grounds of non-determination.
33. On 28th March 2007 the London Borough of Hounslow's Sustainable Development Committee considered both applications (01119/M/P3 and 01119/M/CA2) and endorsed the following as the Council's putative reasons for refusal:

In respect of the planning application:

*That, had the applicant not appealed, planning application no.01119/M/P3 to retain Campion House, Thornbury Road, Isleworth and the existing gate lodge to the south of the site, demolition of the existing annex and outbuildings and the redevelopment of the site, including conversion of Campion House and erection of two new buildings ranging from 3-5 storeys (one block at 3 storeys and one block with a lower ground level and 3-5 storeys above) to create 239 units (38 x one bedroom flats, 163 x two bedroom flats, 17 x three bedroom flats and 21 x four bedroom terraced houses) with associated parking, access and landscaping to the site would have been **refused** for the following reasons:*

- i) *The proposed development, by reason of its position, size, design and appearance and landscaping, would have an undue adverse impact on the street scene and on the setting of Campion House. The proposed development would, therefore, be contrary to UDP Policies IMP.5.1 (High quality building and urban design), ENV-B.1.1 (New development), ENV-B.2.6 (Identification and protection of buildings of local townscape character), ENV-B.2.7 (Alterations*

to listed buildings and buildings of local townscape character), H.1.1 (Location of new housing development), H.4.1 (Housing standards and guidelines) and ENV-N.2.7 (Trees and community woodland); Policies 4B.1 (Design principles for a compact city), 4B.11 (Heritage conservation), 4B.10 (London's built heritage) and 3D.12 (Biodiversity and nature conservation) of the London Plan; and UDP Supplementary Planning Guidance (February 1997).

- ii) The proposed development, by reason of its position, size, design and appearance and landscaping, would neither preserve nor enhance the character or appearance of the Spring Grove Conservation Area, contrary to UDP Policies IMP.5.1 (High quality building and urban design), ENV-B.1.1 (New development), ENV-B.2.2 (Conservation areas), ENV-B.2.6 (Identification and protection of buildings of local townscape character) , ENV-B.2.7 (Alterations to listed buildings and buildings of local townscape character) and ENV-N.2.7 (Trees and community woodland); and Policies 4B.1 (Design principles for a compact city), 4B.11 (Heritage conservation), 4B.10 (London's built heritage) and 3D.12 (Biodiversity and nature conservation) of the London Plan.*
- iii) Given the proposed level of encroachment upon the Local Open Space in an area of Publicly Accessible Open Space Deficiency the proposed development would be contrary to UDP Policies ENV-B.1.1 (New development), ENV-N.1.11 (Protection and improvement of Local Open Space), ENV-N.1.10 (Provision of new local open space) and ENV-N.1.12 (Retention of playing fields) and Policies 3D.7 (Realising the value of open space) and 3D.10 (Open space provision in UDPs) of the London Plan.*

In respect of the application for conservation area consent:

*That, had the applicant not appealed, the application for conservation area consent no.01119/ M/CA2 to the demolition of existing extensions to Campion House and associated outbuildings, including the chapel, refectory, dormitories and classrooms would have been **refused** because, in the absence of an acceptable redevelopment of the site, the proposed works of demolition would be contrary to UDP Policies ENV-B.1.1 (New development), ENV-B.2.2 (Conservation areas), ENV-B.2.3 (Reuse of redundant historic buildings) and ENV-B.2.7 (alterations to listed buildings and buildings of local townscape character).*

Guidance and Policy

Central Government Guidance and Policy

34. Central Government Guidance to be applied is mainly set out in Planning Policy Guidance Notes, Planning Policy Statements and Government Circulars, with particular emphasis on:
- a. PPS1 Delivering Sustainable Development
 - b. PPS3 Housing
 - c. PPS9 Biodiversity and Geological Conservation
 - d. PPS12 Local Development Frameworks
 - e. PPS13 Transport
 - f. PPG15 Planning and the Historic Environment
 - g. PPG16 Archaeology and Planning
 - h. PPG17 Planning for Open Space, Sport and Recreation
 - i. PPS22 Renewable Energy
 - j. PPS23 Planning and Pollution Control
 - k. PPG24 Planning and Noise
 - l. PPS25 Development and Flood Risk

- m. Circular 05/2005 Planning Obligations
- n. Circular 11/95 Use of Conditions in Planning Permission
- o. Circular 09/08 Town and Country Planning (Playing Fields)
(England) Direction 1998

Strategic and Local Policy

35. In terms of strategic and local policy, the statutory development plan comprises of the Council's Unitary Development Plan (UDP), which was adopted in December 2003, and The London Plan Spatial Development Strategy for Greater London (London Plan), which was adopted in February 2004.

a. London Borough of Hounslow Unitary Development Plan

36. The most relevant policies in the UDP are considered to be:

Implementation Policies

- Policy IMP 1.1 Integrating patterns of land use and the provision of transport
- Policy IMP 1.2 The re-use and recycling of urban land and buildings
- Policy IMP 2.1A Regeneration and enhancement of town centres
- Policy IMP 5.1 High quality building and urban design
- Policy IMP 6.1 Planning Obligations

Natural Environment Policies

- Policy ENV-N.1.10 Provision of new local open space
- Policy ENV-N.1.11 Protection and improvement of local open space
- Policy ENV-N.1.12 Retention of playing fields
- Policy ENV-N.2.3 Promotion of nature conservation management
- Policy ENV-N.2.3A Species protection
- Policy ENV-N.2.4 Habitat protection
- Policy ENV-N.2.5 Habitat reconstruction
- Policy ENV-N.2.6 Landscape features
- Policy ENV-N.2.7 Trees and community woodlands

Policy ENV-N.2.8 Tree Preservation Orders

Built Environment Policies

Policy ENV-B.1.1 New Development

Policy ENV-B.1.5 Environmental improvements

Policy ENV-B.1.6 Public art

Policy ENV-B.1.8 Access and facilities for people with disabilities

Policy ENV-B.1.9 Safety and security

Policy ENV-B.2.2 Conservation areas

Policy ENV-B.2.3 Reuse of redundant historic buildings

Policy ENV-B.2.5 Development affecting the setting of a listed building

Policy ENV-B.2.6 Identification and protection of buildings of local townscape character

Policy ENV-B.2.7 Alterations to listed buildings and buildings of local townscape character

Policy ENV-B.3.2 Sites of archaeological importance

Environmental Protection Policies

Policy ENV-P.1.1 Environmental sustainability: environmental impact statements and sustainability checklist

Policy ENV-P.1.2 Water pollution and water quality

Policy ENV-P.1.3 Surface water run off

Policy ENV-P.1.4 Waste water management

Policy ENV-P.1.5 Noise pollution

Policy ENV-P.1.6 Air pollution

Policy ENV-P.1.7 Light pollution

Policy ENV-P.2.1 Waste management

Policy ENV-P.2.4 Recycling facilities in new developments

Policy ENV-P.2.5 Energy and resource efficiency

Policy ENV-P.2.6 Renewable energy

Housing Policies

Policy H.1.1	Location of new housing development
Policy H.2.1	Affordable housing
Policy H.4.1	Housing standards and guidelines
Policy H.4.2	Residential density
Policy H.4.3	Residential mix
Policy H.4.4	Provision for children's play in housing developments
Policy H.4.5	Associated facilities for residential developments
Policy H.5.1	Housing for people with disabilities
Policy H.6.2	Environmental improvements in residential areas
Policy H.7.1	Supported housing

Community and Leisure Policies

Policy C.2.1	Educational facilities
Policy C.3.2	New or extended health facilities

Transport Policies

Policy T.1.1	The location of development
Policy T.1.2	The movement implications of development
Policy T.1.4	Car and cycle parking and servicing facilities for developments
Policy T.2.1	Pedestrian access
Policy T.2.2	Pedestrian safety and security
Policy T.2.3	Strategic and local cycle networks
Policy T.2.4	Public transport infrastructure
Policy T.2.6	Safety of public transport
Policy T.3.1	Improvements sensitive to particular uses
Policy T.4.2	Oppose overall increases in highway capacity for private vehicle and seeks reduction in traffic levels
Policy T.4.3	Traffic implications of new development
Policy T.4.4	Road safety

Policy T.4.5	On-street parking
Policy T.5.1	Air quality implications of traffic
Policy T.5.2	Reducing traffic nuisance in residential areas
Policy T.5.3	Vehicle crossovers and hardstandings

Waterways Policies

Policy ENV-W.2.4 (Floodwater)

b. London Plan

40. The most relevant policies in the London Plan are considered to be:

The Mayor's Objectives

Policy I.1 The Mayor's Objectives

The Overall Strategy

Policy 2A.1 Sustainability criteria

Policy 2A.6 Spatial strategy for suburbs

Living in London Policies

Policy 3A.1 Increasing London's supply of housing

Policy 3A.2 Borough housing targets

Policy 3A.4 Housing choice

Policy 3A.6 Definition of affordable housing

Policy 3A.7 Affordable housing targets

Policy 3A.8 Negotiating affordable housing in individual private residential and mixed-use schemes

Policy 3A.9 Partnership approach and sub-regional development frameworks

Policy 3A.14 Addressing the needs of London's diverse population

Policy 3A.15 Protection and enhancement of social infrastructure and community facilities

Policy 3A.17 Health objectives

Policy 3A.18 Locations for health care

- Policy 3A.20 Health impacts
- Policy 3A.21 Education facilities

Connecting London Policies – Improving Travel in London

- Policy 3C.1 Integrating transport and development
- Policy 3C.2 Matching development to transport capacity
- Policy 3C.3 Sustainable transport in London
- Policy 3C.9 Increasing the capacity, quality and integration of public transport to meet London's needs
- Policy 3C.21 Improving conditions for cycling
- Policy 3C.22 Parking strategy

Enjoying London Policies

- Policy 3D.7 Realising the value of open space
- Policy 3D.10 Open space provision in UDPs
- Policy 3D.11 Open space strategies
- Policy 3D.12 Biodiversity and nature conservation

London's Metabolism Policies: Using and Managing Natural Resources

- Policy 4A.6 Improving air quality
- Policy 4A.7 Energy efficiency and renewable energy
- Policy 4A.8 Energy assessment
- Policy 4A.9 Providing for renewable energy
- Policy 4A.11 Water supplies
- Policy 4A.12 Water quality
- Policy 4A.13 Water and sewerage infrastructure
- Policy 4A.14 Reducing noise

Designs on London Policies

- Policy 4B.1 Design principles for a compact city
- Policy 4B.3 Maximising the potential of sites
- Policy 4B.5 Creating an inclusive environment

Policy 4B.6	Sustainable design and construction
Policy 4B.7	Respect local context and communities
Policy 4B.10	London's built heritage
Policy 4B.11	Heritage conservation
Policy 4B.12	Historic conservation-led regeneration
Policy 4B.14	Archaeology

The Blue Ribbon Network

Policy 4C.6	Flood plains
Policy 4C.8	Sustainable drainage

West London Sub-Regions Policies

Policy 5D.1	The strategic priorities for West London
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Delivering the Vision Policies

Policy 6A.4	Priorities in planning obligations
Policy 6A.5	Planning obligations

c. *Alterations to the London Plan*

41. The Mayor undertook Early Alterations to the London Plan to address housing provision targets, waste and minerals issues. The Early Alterations were published on 20 December 2006 and form part of the London Plan.
42. The Mayor has also prepared draft Further Alterations to the London Plan, public consultation on which took place between 28 September and 22 December 2006, and has published a draft minor alteration on borough level waste apportionment for consultation.

Supplementary planning guidance

43. Relevant supplementary planning guidance relevant include the following:
 - a. Accessible London: Achieving an Inclusive Environment (April 2004) (London Plan Supplementary Planning Guidance)

- b. Housing (November 2005) (London Plan Supplementary Planning Guidance)
- c. Sustainable design and construction (May 2006) (London Plan Supplementary Planning Guidance)
- d. London Borough of Hounslow Unitary Development Plan Supplementary Planning Guidance (February 1997)

Other material documents

42. Other material documents include:

- a. Green light to clean power: The Mayor's Energy Strategy (February 2004)
- b. Spring Grove Conservation Area (report to the London Borough of Hounslow's Sustainable Development Committee meeting of 18th April 2002)
- c. Campion House: Draft Planning Position Statement (report to the London Borough of Hounslow's Isleworth and Brentford Area Committee (Planning) meeting of 14th July 2005)
- d. Conservation Area Character Appraisals (report to and minutes of the London Borough of Hounslow's Isleworth and Brentford Area Committee (Planning) meeting of 19th January 2006)
- e. Conservation Area Character Appraisal Statements: Report on Presentations to Area Committees (Planning and Resulting Recommendations) (report to and minutes of the London Borough of Hounslow's Sustainable Development Committee meeting of 21st March 2006)
- f. Report to and minutes of the London Borough of Hounslow's Isleworth and Brentford Area Committee (Planning) meeting of 15th February 2007 relating to the appeal applications (01119/M/P3 and 01119/M/CA2)
- g. Report to and minutes of the London Borough of Hounslow's Sustainable Development Committee meeting of 28th March 2007 relating to the appeal applications (01119/M/P3 and 01119/M/CA2)

Planning Issues

43. The Local Planning Authority consider the following to be the main issues relating to this appeal:
- a. The position, size, design and appearance and landscaping of the proposed development impacting on the street scene and on the setting of Campion House;
 - b. The position, size, design and appearance and landscaping of the proposed development neither preserving nor enhancing the character or appearance of the Spring Grove Conservation Area; and
 - c. The proposed level of encroachment upon the Local Open Space in an area of Publicly Accessible Open Space Deficiency.
44. The Council will call evidence to demonstrate:
- a. **In respect of the position, size, design and appearance and landscaping of the proposed development impacting on the street scene and on the setting of Campion House:**
The Council will demonstrate that by reason of its position, size, design and appearance and landscaping the proposed development would have an undue adverse impact on the street scene and on the setting of the locally listed building, Campion House.
 - b. **The position, size, design and appearance and landscaping of the proposed development neither preserving nor enhancing the character or appearance of the Spring Grove Conservation Area:**
The Council will demonstrate that by reason of its position, size, design and appearance and landscaping the proposed development would neither preserve nor enhance the character or appearance of the Spring Grove Conservation Area.

c. The proposed level of encroachment upon the Local Open Space in an area of Publicly Accessible Open Space Deficiency:

- (i) The Council will detail that the rear (west) of the site is designated Local Open Space under the UDP and falls within an area of Publicly Accessible Open Space Deficiency.
- (ii) The Council will argue that the proposed level of encroachment upon the Local Open Space has not been satisfactorily justified.

Documents

45. The following documents may be produced or referred to at the Inquiry and are available for inspection in the Borough Planning Office, Civic Centre, Lampton Road, Hounslow, during normal office hours:
- a. Adopted UDP and UDP Supplementary Planning Guidance;
 - b. The London Plan and London Plan Supplementary Planning Guidance;
 - c. Relevant PPG's, PPS's and Circulars; and
 - d. Correspondence associated with the applications and appeals.
46. The Council reserves the right to refer to any other document, record, guidance, policy or source of information in the conduct of its case in connection with this appeal, whether it is extant at the date of this statement or emerges subsequently thereto.