

SEC 2A

Town and Country Planning Act 1990

Public Inquiry into the called-in planning application by BE Broadway BV in relation to land at 9-42, The Broadway, Ealing, London W5 for:

Redevelopment and demolition of Nos. 9-42, The Broadway and Nos. 1-4, Haven Place (retaining No. 9 and the front facades of No. 14 and Nos. 15-16, The Broadway) and erection of 8 new buildings (ranging from 2 storeys to 18 storeys) to provide 188 residential units (Use Class C3), 6 667 sq. m. flexible retail floorspace (Use Class A1/A3), 784 sq. m. flexible retail / leisure floorspace (Use Class A1/A3/D1/D2), 514 sq. m. bar/nightclub (Use Class A4 / Sui Generis) with basement car parking, new publically accessible route, associated public realm and landscaping, residential vehicular access off The Broadway and primary servicing off Springbridge Road via existing servicing route for Nos. 1-8, The Broadway and associated works.

Planning Inspectorate reference: APP/A5270/V/16/3151295

London Borough of Ealing reference: P/2015/3479

Summary of Proof of evidence of Paul Velluet, B.A. Hons., B.Arch. Hons., M.Litt., RIBA, IHBC, Chartered Architect, on the particular, special interest and significance of the Ealing Town Centre Conservation Area and its setting, on behalf of SAVE EALING'S CENTRE

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SUMMARY

THE SCOPE OF MY EVIDENCE

1. My Proof of Evidence has been prepared and is given on behalf Save Ealing's Centre – a consortium comprising Ealing Civic Society, the Ealing Conservation Area Advisory Panels affected by the proposed development, and other residents' groups. My Proof addresses the special interest and significance of the relevant part of the Ealing Town Centre Conservation Area and its setting and the settings of listed buildings affected by the application proposals, and the contributions made to the conservation area by the buildings it contains, including, importantly, those on the application site..

MY EXPERIENCE AND QUALIFICATIONS

2. I have known the Ealing Broadway area since the mid-1950s and was responsible for English Heritage's interests in conservation and development in the Borough as part of my responsibilities during my service with the organisation as Regional Architect and Assistant Regional Director for English Heritage London Region between 1991 and 2004. Since professional qualification in 1975, I have been primarily involved in diverse capacities in both public sector and in private practice in development in historic areas and works to historic buildings.

SUMMARY OF CONCLUSIONS

3. Having known the heart of Ealing for well over fifty years, and having recently looked very closely at that part now designated as the Ealing Town Centre and Haven Green Conservation Areas, I believe that the extent and nature of change that has occurred in its building fabric and broader environment have reached a critical stage that justifies the greatest care and discernment being taken in the formal consideration of proposals for further substantial change. In my judgement, only if such change is considered objectively and based on a sound understanding and appreciation of the distinctive special interest and significance of the heart of Ealing and of the particular character and appearance of the respective conservation areas, can there be confidence that proposals for further change will provide for these qualities be sustained.
4. Whilst the adverse effects of some aspects of the present Town Centre, such as the damaging impact of the gyratory traffic system that blights Springbridge Road, Haven Green and part of The Broadway, and the noticeably poor standard of shop-fronts, shop-signs and other commercial advertising throughout the area, can be challenged and effectively resolved by the relevant authorities through effective management over coming years, it is essential that the immediate future of key parts of the Town Centre should be shaped by a recognition of the potential benefits of incremental and conservation-based development that sustains and enhances the surviving distinctive

qualities of the civic and commercial heart of Ealing. The remarkably successful conservation-based development and environmental enhancement of Oak Road, to the immediate south of The Broadway, demonstrates the considerable benefits of the adoption of such an approach.

5. In this connection, I have sought in this evidence to examine and define the special interest and significance of the relevant part of the Ealing Town Centre Conservation Area and its setting and the settings of listed buildings affected by the application proposals, and the contributions made to the conservation area by the buildings it contains, including, in particular, those on the application site. Regrettably, my task in seeking to assess the particular contributions made by individual buildings to the special interest and significance of the area has been particularly challenging given the extraordinarily unclear, over-complex and ill-defined approach adopted by the Council to its own assessment of such buildings since July, 2014, and the incomplete and contradictory information available in published sources.
6. I would urge the Inspector to address these fundamental conservation issues most carefully in considering the current proposals for the development of the application site.
7. These conclusions are based on my assessment of the Ealing Town Centre and Haven Green Conservation Areas and the buildings and open spaces they contain.

THE EALING TOWN CENTRE CONSERVATION AREA

8. I believe that since the last quarter of the 19th century, the Town Centre has been given particular distinction by its location between two village-greens – Haven Green to the north and Ealing Green to the south, by the presence of a significant number of civic buildings; and most importantly, by the presence of a number of very fine parades of shops with residential flats or office-chambers above of considerable architectural quality built in the last twenty years of the 19th century and the first ten years of the 20th century, several of which survive, and by the presence of a number of individual buildings of particular architectural or townscape interest which contribute to the particular interest, distinctiveness and significance of the area.
9. In looking at individual buildings or groups of buildings considering on the application site and its immediate setting within Sub-Area I of the Town Centre Conservation Area, i.e. that part of The Broadway extending eastwards from the junctions with Springbridge Road (to the north) and the High Street (to the south) to the junction with that part of The Broadway leading northwards towards the station and Haven Green, and including that stretch of The Broadway, and that part of The Mall extending eastwards from that junction to the junction with Northcote Avenue, I would suggest that not only do all those properties specifically identified in the map on page 4 of the Council's *Conservation Area Character Appraisal* as listed buildings and

'locally listed buildings' (the term used by the Council before July, 2014, now referred to as the 'Local Heritage List' and the list updated) contribute to the special interest and significance of the conservation area and shape its character and appearance, but also a number of other unlisted properties of similar or more modest architectural interest and townscape value.

10. Together with many other buildings within Sub-Area I, I believe that many of the existing properties in the relevant part of the Town Centre Conservation Area contribute to varying degrees to the particular special interest and significance of the Ealing Town Centre Conservation Area, by their consistency of scale (generally three and four storeys or lower) and of general architectural character and townscape value, by their mostly dating from the last quarter of the 19th century and the early years of the 20th century, thus imparting a particular distinctiveness to the area.
11. In looking at individual buildings or groups of buildings on the application site and in its immediate setting within Sub-Area I of the Town Centre Conservation Area, i.e. that part of The Broadway extending eastwards from the junctions with Springbridge Road (to the north) and the High Street (to the south) to the junction with that part of The Broadway leading northwards towards the station and Haven Green, and including that stretch of The Broadway, and that part of The Mall extending eastwards from that junction to the junction with Northcote Avenue, I would suggest that not only do all those properties specifically identified in the map in the Council's *Conservation Area Character Appraisal* as listed buildings and 'locally listed buildings' (the term used by the Council before July, 2014, now referred to as the 'Local Heritage List' and the list updated) contribute to the special interest and significance of the conservation area and shape its character and appearance, but also a number of other unlisted properties of similar or more modest architectural interest and townscape value.
12. Together with many other buildings within Sub-Area I, I believe that many of the existing properties in the relevant part of the Town Centre Conservation Area contribute to varying degrees to the particular special interest and significance of the Ealing Town Centre Conservation Area, by their consistency of scale (generally three and four storeys or lower) and of general architectural character and townscape value, by their mostly dating from the last quarter of the 19th century and the early years of the 20th century, thus imparting a particular distinctiveness to the area.
13. In the present complex and unclear position regarding the Council's evaluation of unlisted buildings within the Town Centre Conservation Area (and other conservation areas within the Borough), I note of the buildings on the application site, a significant number can be properly regarded as being 'heritage assets' by virtue of their being specifically included in the Council's 'List of Façade or Group Value' or understood to be included on the Council's 'List of Positive Contributors to Conservation Areas'. In my judgement, such buildings, as well others on the site which I have identified, may be rightly and properly regarded as contributing positively to the particular special

interest and significance of the Ealing Town Centre Conservation Area, and contributing to the character and appearance of the area for the reasons set out below.

THE SETTING OF THE APPLICATION SITE BEYOND THE BOUNDARY OF THE EALING TOWN CENTRE CONSERVATION AREA – THE HAVEN GREEN CONSERVATION AREA

14. The proposed development of the application site will clearly affect areas beyond the boundary of the Ealing Town Centre Conservation Area – in particular the Haven Green Conservation Area to the immediate north of the cutting containing the railway lines to the west of Ealing Broadway Station.
15. Despite the busy roads that extend around the western, northern and eastern sides of Haven Green and the road that divides it into two parts diagonally, the poor state of its southern edge, and the damaging effect of the views of Greenlaw Court, Villiers House and of the new Dickens Yard Development that rise above the tree-line, the open space at its heart, its many fine trees and the majority of the buildings that line its western, northern and eastern sides, constitute cumulatively an extraordinarily important heritage asset in Ealing - of considerable special interest and significance.

Paul Velluet

3rd April, 2017.

SEC 2

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CONTENTS

1. INTRODUCTION

MY QUALIFICATIONS AND EXPERIENCE

THE SCOPE OF MY EVIDENCE

SUMMARY OF CONCLUSIONS

2. THE POLICY CONTEXT

THE RELEVANT NATIONAL GUIDANCE

THE RELEVANT POLICIES AND GUIDANCE OF THE MAYOR

THE RELEVANT POLICIES AND GUIDANCE OF EALING COUNCIL

THE RELEVANT PUBLISHED GUIDANCE OF HISTORIC ENGLAND

3. THE CONTINUING RELEVANCE OF ISSUES RELATING TO THE EALING TOWN CENTRE AND HAVEN GREEN CONSERVATION AREAS AND THE SETTINGS OF NEARBY LISTED BUILDINGS AND CONSERVATION AREAS RAISED IN THE INSPECTOR'S REPORT TO THE SECRETARY OF STATE FURTHER TO THE PUBLIC INQUIRY OF JUNE AND JULY, 2009

4. THE SPECIAL INTEREST AND SIGNIFICANCE OF THE EALING TOWN CENTRE CONSERVATION AREA AND ITS SETTING

EALING – 'QUEEN OF SUBURBS'

THE RELEVANT PART OF THE EALING TOWN CENTRE CONSERVATION AREA

THE BUILDINGS WITHIN THE RELEVANT PART OF THE EALING TOWN CENTRE CONSERVATION AREA

THE BUILDINGS ON THE APPLICATION SITE

THE LISTED BUILDINGS IN THE VICINITY OF THE APPLICATION SITE

THE SETTING OF THE APPLICATION SITE BEYOND THE BOUNDARY OF THE TOWN CENTRE CONSERVATION AREA – THE HAVEN GREEN CONSERVATION AREA AND THE AREA BETWEEN THE CONSERVATION AREAS

5. OBSERVATIONS ON PETER STEWART CONSULTANCY'S *HERITAGE STATEMENT OF JULY, 2015, AND MAIN REPORT ADDENDUM STATEMENT OF JANUARY, 2016*
6. OBSERVATIONS ON THE ADVICE OF COUNCIL OFFICERS REGARDING THE SPECIAL INTEREST AND SIGNIFICANCE OF THE EALING TOWN CENTRE CONSERVATION AREA AND ITS SETTING IN THEIR REPORT ON THE APPLICATION AS CONSIDERED BY THE PLANNING COMMITTEE ON 24th FEBRUARY, 2016
7. CONCLUSIONS

APPENDIX A - QUALIFICATIONS AND EXPERIENCE

APPENDIX B – THE RELEVANT ISSUES RAISED IN THE INSPECTOR'S REPORT FURTHER TO THE PUBLIC INQUIRY OF JUNE AND JULY, 2009

APPENDIX C – ILLUSTRATIONS – In separate document, SEC 2B

I. INTRODUCTION

THE SCOPE OF MY EVIDENCE

- I.1 My Proof of Evidence has been prepared and is given on behalf Save Ealing's Centre – a consortium comprising Ealing Civic Society, the Ealing Conservation Area Advisory Panels affected by the proposed development, and other residents' groups. My Proof addresses the special interest and significance of the relevant part of the Ealing Town Centre Conservation Area and its setting and the settings of listed buildings affected by the application proposals, and the contributions made to the conservation area by the buildings it contains, including, importantly, those on the application site. My evidence complements that given by my colleagues Nicholas Boys Smith and Will French on the potential effects of the application proposals and other related planning matters.

MY EXPERIENCE AND QUALIFICATIONS

- I.2 I have known the Ealing Broadway area since the mid-1950s and was responsible for English Heritage's interests in conservation and development in the Borough as part of my responsibilities during my service with the organisation as Regional Architect and Assistant Regional Director for English Heritage London Region between 1991 and 2004. I set out details of my qualifications and experience in Appendix A. Since professional qualification in 1975, I have been primarily involved in diverse capacities in both public sector and in private practice in development in historic areas and works

to historic buildings. I have also been closely involved in major town centre development in Central and West London through my roles as a Trustee of the Covent Garden Area Trust between 1992 and 2012, and as Chairman of the Richmond Society's Conservation, Development and Planning Sub-Committee for some twenty-five years, including serving as Chairman of the Society between 1984 and 1988.

SUMMARY OF CONCLUSIONS

- 1.3 Having known the heart of Ealing for well over fifty years, and having recently looked very closely at that part now designated as the Ealing Town Centre and Haven Green Conservation Areas, I believe that the extent and nature of change that has occurred in its building fabric and broader environment have reached a critical stage that justifies the greatest care and discernment being taken in the formal consideration of proposals for further substantial change. In my judgement, only if such change is considered objectively and based on a sound understanding and appreciation of the distinctive special interest and significance of the heart of Ealing and of the particular character and appearance of the respective conservation areas, can there be confidence that proposals for further change will provide for these qualities be sustained.
- 1.4 Whilst the adverse effects of some aspects of the present Town Centre, such as the damaging impact of the gyratory traffic system that blights Springbridge Road, Haven Green and part of The Broadway, and the noticeably poor standard of shop-fronts, shop-signs and other commercial advertising throughout the area, can be challenged and effectively resolved by the relevant authorities through effective management over coming years, it is essential that the immediate future of key parts of the Town Centre should be shaped by a recognition of the potential benefits of incremental and conservation-based development that sustains and enhances the surviving distinctive qualities of the civic and commercial heart of Ealing. The remarkably successful conservation-based development and environmental enhancement of Oak Road, to the immediate south of The Broadway, demonstrates the considerable benefits of the adoption of such an approach.
- 1.5 In this connection, I have sought in this evidence to examine and define the special interest and significance of the relevant part of the Ealing Town Centre Conservation Area and its setting and the settings of listed buildings affected by the application proposals, and the contributions made to the conservation area by the buildings it contains, including, in particular, those on the application site. My conclusions are summarised in paragraphs 4.4, 4.15, 4.20, 4.21 to 4.43 and 4.56. Regrettably, my task in seeking to assess the particular contributions made by individual buildings to the special interest and significance of the area has been particularly challenging given the extraordinarily unclear, over-complex and ill-defined approach adopted by the Council to its own assessment of such buildings since July, 2014, and the incomplete and contradictory information available in published sources.

- 1.6 I would urge the Inspector to address these fundamental conservation issues most carefully in considering the current proposals for the development of the application site.

2. THE POLICY CONTEXT

THE RELEVANT NATIONAL GUIDANCE

- 2.1 I note that paragraph 128, the *National Planning Policy Framework* of March, 2012 states that ‘in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting’, that ‘the level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance’ and that as a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary’.
- 2.2 At paragraph 129, the *NPPF* states that ‘local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise... and should take this assessment into account of the available evidence and any necessary expertise’ and ‘should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal’.
- 2.3 At paragraph 130, the *NPPF* states that ‘where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision’.
- 2.4 At paragraph 131, the *NPPF* states that ‘in determining planning applications, local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness’.
- 2.5 At t paragraph 132, the *NPPF* states that ‘when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation’ and that ‘the more important the asset, the greater the weight should be’.

- 2.6 Accordingly, in the context of this Inquiry, establishing the significance and the importance of the designated and non-designated heritage assets affected by the proposals is a fundamental issue to be addressed. In the context of the present development proposals the designated heritage assets may properly be seen as the Ealing Town Centre and Haven Green Conservation Areas, including their settings, and nearby listed buildings such as the grade II* listed Parish Church of Christ the Saviour at the corner of New Broadway and Springbridge Road to the west of the application site and the grade II listed Nat-West Bank – the original Ealing Town Hall – fronting The Mall to the east of the application site. Similarly, non-designated assets may properly be seen as including a significant number of unlisted buildings both within the application site and in the adjacent part of the conservation area which make a positive contribution to the character, appearance and significance of the conservation area.
- 2.7 Importantly, at paragraph 141, the *NPPF* states that ‘local planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible’ and ‘should also require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence...publicly accessible’.

THE RELEVANT POLICIES AND GUIDANCE OF THE MAYOR

- 2.8 Referring to the relevant policies and guidance contained in *The London Plan: The spatial development strategy for London consolidated with alterations since 2011* of March, 2016, at paragraph 7.29, the *Plan* states that ‘London’s built and landscape heritage provides a depth of character that has immeasurable benefit to the city’s economy, culture and quality of life’ noting that ‘layers of architectural history provide an environment that is of local, national and world heritage value’ and that ‘ensuring the identification and sensitive management of London’s heritage assets in tandem with promotion of the highest standards of modern architecture will be key to maintaining the blend of old and new that gives the capital its unique character’, and adding that ‘identification and recording heritage through, for example character appraisals, conservation plans and local lists, which form the Greater London Historic Environmental Record (GLEHR) are essential to this process’.
- 2.9 At paragraph 7.30 of the *London Plan*, it is stated that London’s heritage assets include ‘vibrant town centres and shopping areas’ and that the ‘diversity of the capital’s heritage assets is a product of the way London has grown over 2000 years of its existence, embracing older settlements and creating new ones, often shaped by the age they were developed’ and adding that ‘this sheer variety is an important element of London’s vibrant economic success, world class status and unique character’.

- 2.10 Importantly, at paragraph 7.31 of the *Plan*, it is stated that ‘Crucial to the preservation of this character is the careful protection and adaptive re-use of heritage buildings and their settings’ that ‘heritage assets such as conservation areas make a significant contribution to local character and should be protected from inappropriate development that is not sympathetic in terms of scale, materials, details and form’, and that ‘Development that affects the setting of heritage assets should be of the highest quality of architecture and design, and respond positively to local context and character...’.
- 2.11 In terms of the relevant policies of the *Plan*, Policy 7.8 A, it is stated that London’s heritage assets and historic environment, including listed buildings...and... conservation areas should be identified, so that the desirability of sustaining and enhancing their significance and utilising their positive role in place shaping can be taken into account’. In Policy 7.8 C. and D., it is stated that ‘Development should identify, value, conserve, restore re-use and incorporate heritage assets, where appropriate’ and that ‘Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail’.
- 2.12 Policy 7.9 A. and B. of the *Plan*, it is stated that ‘Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration’ and that ‘The significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration’ and that ‘Wherever possible heritage assets (including buildings at risk) should be repaired, restored and out to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality’ (my underlining).
- 2.13 Finally, at paragraph 7.33 of the *Plan*, it is stated that ‘Based on an understanding of the value and significance of heritage assets, the sensitive and innovative use of historic assets within local regeneration should be encouraged’ (my underlining).
- 2.14 Accordingly, in the context of this Inquiry, establishing and recognising the significance and the importance of the designated and non-designated heritage assets affected by the proposals is a fundamental issue to be addressed.

THE RELEVANT POLICIES AND GUIDANCE OF EALING COUNCIL

The Development Strategy 2026, Development Plan Document

- 2.15 Referring to Ealing Council’s *Development Strategy 2026, Development Plan Document*, adopted in April, 2012 in which is set out Ealing Council’s sets out a vision

for the future development of the borough up to 2026, the following relevant policies relate to heritage assets and conservation areas:

Policy I.1(h), under the heading ‘Spatial Vision for Ealing’:

‘To care for the borough’s historic character and enhance the significance of heritage assets in regeneration proposals, ensure excellence in urban design and design out crime to make Ealing’s environment safe, attractive and accessible for all’.

Policy I.2(g), under the heading ‘Delivery of the Vision for Ealing 2026’:

‘To support the proactive conservation and enjoyment of Ealing’s heritage assets and their significance. In this regard the Council will continue to update and revise its evidence relating to the Borough’s designated and undesignated heritage assets. In particular, we will regularly review our Conservation Area Appraisals and Management Plans and review and update our Local List of heritage assets to ensure that local assets are identified and their significance properly understood during the planning process. In addition to promote heritage-led regeneration, ensure a balanced approach to climate change measures, encourage greater understanding and access to heritage assets and reduce the number of assets at risk’.

The Development Management, Development Plan Document

2.16 Referring to Ealing Council’s *Development Management, Development Plan Document*, adopted in December, 2013, the following relevant policies relate to heritage assets and conservation areas:

Policy 7C- Ealing Local Policy – Heritage

‘A. Development of heritage assets and their settings should

- a) be based on an analysis of their significance and the impact of proposals upon that significance;
- b) conserve the significance of the asset in question;
- c) protect and where appropriate restore original or historic fabric;
- d) enhance or better reveal the significance of assets.

B. Development within or affecting the setting of Conservation Areas should

- a) retain and enhance characteristic features and detailing and avoid the introduction of design and materials that undermine the significance of the Conservation Area;
- b) retain elements identified as contributing positively and seek to improve or replace elements identified as detracting from the Conservation Area.

C. The significance of heritage assets should be understood and conserved when applying sustainable and inclusive design principles and measures.

D. Harm to any heritage asset should be avoided. Proposals that seek to cause harm should be exceptional in relation to the significance of the asset, and be clearly and convincingly justified in line with national policy’.

Policy 7.4 - Ealing Local Variation - Local Character

Development in Ealing’s existing built areas should complement their

- a) street sequence;
- b) building pattern;
- c) scale;
- d) materials;
- e) detailing.

Policy 7B Ealing Local Policy - Design Amenity

A New development must achieve a high standard of amenity for users and for adjacent uses by ensuring

- a) high quality architecture;
- b) good levels of daylight and sunlight;
- c) good levels of privacy;
- d) coherent development of the site;
- e) appropriate levels of development on site;
- f) positive visual impact;
- g) legibility and accessibility.

B External treatments, fittings and materials must complement the building and context and must not impair the visual amenity of surrounding uses.

C Extensions to existing development should ensure that the resulting development as a whole meets design standards’.

2.17 Finally, at paragraph E7.C.1, it is stated that ‘Heritage assets include buildings/structures identified on the *Local Heritage Assets Register*, and for the

purposes of this policy, asset may be identified at any point up to and including the application stage’.

- 2.18 at paragraph E7.C.4, it is stated that ‘Significance’ is defined in the glossary of the *NPPF* and includes an asset’s setting as well as its physical presence’.

The Local Heritage Assets Register

- 2.19 In connection with the reference to the Council’s *Local Heritage Assets Register*, the Council’s *Local Heritage Register*, previously known as the ‘Local List’ was revised comprehensively in 2013-2014 and the updated version issued in July, 2014, further to public consultation and agreement by the Council Cabinet. *The Local Heritage Register* currently comprises three separate lists:

- The *Local Heritage List* – Comprises individual heritage assets of architectural and/or historic interest which is of local significance;
- The *List of Buildings of Façade or Group Value* – Comprises local buildings of façade or group interest; and
- The *List of ‘Positive Contributors’ to Conservation Areas* , comprises buildings previously known as ‘key unlisted buildings’ – buildings of special note within designated conservation areas.

However, as the covering document to the paper submitted to Cabinet in July, 2014 stated, the list of ‘Positive contributors’ to conservation areas is incomplete because it does not take into account ‘key unlisted buildings’ referred to in the respective conservation area character appraisals. As far as I am aware, this exercise has never been completed despite pressure from local groups for it to be carried out.

All the entries on the *Local Heritage Register* are classified as non-designated heritage assets and have a local significance which should be taken into account when planning applications affecting them are considered. Their architectural or historic interest is regarded as a material consideration in planning terms.

The Conservation Area Appraisals and Management Plans

- 2.20 The Council’s appraisals of the character and appearance of the Borough’s twenty-nine conservation areas and specific guidance on their management are contained in *Conservation Area Appraisals* and *Conservation Area Management Plans*, published between March, 2007 and April, 2009 - all of which require review and updating in the light of policy changes and the review of the Local Heritage Register. Those for the Ealing Town Centre and Haven Green Conservation Areas were adopted and published in December, 2007 and March, 2008 respectively. Again, I understand that despite pressure for at least five years from local groups, no progress has been made on these reviews even though two of the conservation areas affected by these

proposals have been registered as being 'at risk' by Historic England in their 2016 exercise. The Register states that the Town Centre Conservation Area is in 'poor condition' and the Haven Green Conservation Area is in 'fair condition but deteriorating significantly'.

- 2.21 Maps within each of these *Character Appraisals* are annotated to identify statutorily listed buildings and 'locally listed buildings'. A separate and more detailed map is provided within the *Ealing Town Centre Conservation Area Appraisal* (but not within *Haven Green Conservation Area Appraisal*) annotated to show buildings within one of the two sub-areas (including the application site) which make a positive contribution and those which make a neutral contribution (sic) and those buildings considered to be detrimental in their effect, in addition to statutorily listed buildings and locally listed buildings.

The Development Sites, Development Plan Document

- 2.22 Of further potential relevance in policy terms, I would also refer to the Council's document: *Development Sites, Development Plan Document*, Adopted in December, 2013, and specifically the section 'EAL Arcadia – The Broadway/Springbridge Road, Haven Green, Ealing, W.5.', set out on pages 29 and 30. In setting out strategic planning aims for the entire site bounded by The Broadway, Springbridge Road and the southern side of Haven Green, I note the entirely unjustified statement under the heading 'Justification': 'Individually or together the buildings have little architectural merit, such that the nature form and scale of development is not considered to make a positive contribution to the Conservation Area or the townscape'.
- 2.23 I further note the statement under the heading 'Site Context' that 'The limited architectural merit of the Arcadia Shopping Centre, opened in 1986, has a negative impact on the character of the town centre and the majority of its units do not merit modern retail standards' and the further and entirely unjustified statement that 'South of the railway line, the remainder of the site consists of low-rise buildings (sic) of various typologies and eras organised along the perimeter of the site. Although the southern portion of the site is within the Ealing Town Centre Conservation Area, the existing buildings are not considered to contribute to the special architectural and historic interest of the Conservation Area, based as this is on the development of the town centre as a commercial focus for the borough in the later 19th and 20th centuries'.
- 2.24 However, against this I note the statements under the heading 'Design Principles' that 'Change on this site may be achieved through comprehensive or incremental development; any proposals brought forward must be based on a masterplan for the site as a whole that addresses the urban design objectives and realises the full potential of the site' and that 'Proposals for tall buildings must take care with height and massing

to ensure the character and appearance of the Conservation Areas is preserved (my underlining).

- 2.25 At the beginning of the document it is stated that specific guidance will be set out in *The Arcadia Site Supplementary Planning Document*. However, anomalously, this document was never formally adopted by the Council.

The Arcadia Site, Ealing Metropolitan Town Centre, Draft Supplementary Planning Document

- 2.26 Referring to the un-adopted *Arcadia Site, Ealing Metropolitan Town Centre, Draft Supplementary Planning Document* of June, 2012, I note that the entirely unsubstantiated statement that ‘The site is a large impermeable block of comparatively low intensity uses, with the existing buildings largely inadequate to accommodate the scale, range or quality retail offer required to support the vitality and viability of Ealing as a Metropolitan Centre. Individually or together, the buildings have little architectural merit and the site is not considered to make a positive contribution to the Conservation Areas or the townscape character of the area’.

- 2.27 I note that in referring to the Ealing Town Centre Conservation Area, it is stated that ‘its special architectural and historical interest is derived from the development of the town centre as a commercial focus for the borough in the later 19th and early 20th Centuries. One of its clearly distinguished areas of character (sub area 1) comprises the main shopping centre along The Mall, the Broadway, the new Broadway and the High Street, this area is characterised by the tight Victorian urban grain, acknowledged to be weakened in a number of areas and a reasonably consistent building scale along much of the main frontages...’. I note that it is also stated that ‘The town centre supports a good range of historic buildings which form distinct elements in the town centre’ and that ‘In addition there are groupings of locally listed buildings along the Mall, Haven Green, New Broadway and the residential streets in the periphery’ and that ‘These buildings are afforded protection’ (my underlining).

- 2.28 I note the statement that ‘A number of recent developments have had a significant and detrimental affect (sic) on the historic fabric of Ealing Broadway. Poor quality architectural replacements for what were high quality Victorian and Edwardian buildings destroyed after WWI (sic), that ignore the character and quality of the earlier grain, creating fractures and visual gaps in the continuity and richness of the streetscape. Examples include Villiers House, The Arcadia Centre and numbers 17-24 the Broadway’.

- 2.29 I note the statement that ‘Building heights around the site vary but are generally between 3 and 6 storeys in height, with the occasional taller landmark building. The taller buildings include the 10 storey Villiers House, 14 storey development under construction on the Dickens Yard Site and 22 storey development with planning

approval in the Business Quarter'. I note that there is no recognition of the substantial damage that these buildings have on the respective conservation areas or their settings.

- 2.30 I note the statement that 'The Broadway frontage along the eastern and southern edges of the site is characterised by varied (largely) Victorian frontages, forming long elevations. Buildings are vertically proportioned, with a strong façade element at ground floor reflecting the retail/town centre use. Building heights vary within these frontages and are generally between 2 and 4 storeys in height. Some buildings form 'group' frontages of ore consistent design, as seen at the north-east corner of the site for example....The vertical arrangement and relatively narrow frontages of these buildings mean that the street is activated by regular entrances, openings and activity'.
- 2.31 Finally I note and welcome the recognition that in relation to the division of the site into plots shown in the map of 1839, some 'are still visible today'.

THE RELEVANT PUBLISHED GUIDANCE OF HISTORIC ENGLAND

- 2.32 In the context of this Inquiry, particularly relevant to establishing and recognising the significance and the importance of the designated and non-designated heritage assets affected by the proposals is the formal guidance of Historic England. In this connection the organisation's latest, published advice as set out in *Local Heritage Listing, Historic England Advice Note 7* (originally published by English Heritage in May, 2012 and reissued by Historic England in May, 2016) and *Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1* (originally published by English Heritage in March, 2011 and reissued by Historic England in February, 2016) is particularly relevant.
- 2.33 Also of continuing relevance is the published guidance of English Heritage on suburbs, contained in *Suburbs and the Historic Environment* and *The Heritage of Historic Suburbs*, both published in March, 2007 – some of the advice they contain now covered in Historic England's web-site note *Historic Suburbs*.
- 2.34 Similarly, particularly relevant in considering the potential effects of the application proposals on the Ealing Town Centre Conservation Area and the settings of nearby listed buildings and the Haven Green Conservation Area and other nearby conservation areas is the formal guidance of Historic England. In this connection the organisation's latest, published advice as set out in *Managing Significance in decision-Taking in the Historic Environment, Historic Environment Good Practice Advice in Planning: 2* (originally published by English Heritage in March, 2015 and reissued by Historic England in July, 2015), *The Setting of Heritage Assets, Historic Environment Good Practice in Planning: 3* (First published by English Heritage in March, 2015 and reissued by Historic England in July, 2015) and *Tall Buildings, Historic England Advice Note 4* (published by Historic England in December, 2015).

3. THE CONTINUING RELEVANCE OF ISSUES RELATING TO THE EALING TOWN CENTRE AND HAVEN GREEN CONSERVATION AREAS AND THE SETTINGS OF NEARBY LISTED BUILDINGS AND CONSERVATION AREAS RAISED IN THE INSPECTOR'S REPORT TO THE SECRETARY OF STATE FURTHER TO THE PUBLIC INQUIRY OF JUNE AND JULY, 2009

- 3.1 In his report to the Secretary of State of the 6th October, 2009 further to the Public Inquiry into proposals for the development of the site bounded by The Broadway, Springbridge Road and the south side of Haven Green – ‘The Glenkerrin Scheme’ - the Inspector, Mr David Richards, referred (in paragraph 386) to ‘townscape and heritage issues’ as being ‘the single greatest concern of the Rule 6 parties’, observing that ‘these are matters upon which, rightly, there has been heard the most evidence..., not least because they directly reflect two of the matters about which the Secretary of State wishes to be informed...’. A copy of the Inspector’s full report is included in the *Schedule of core documents*.
- 3.2 In the light of the extensive evidence presented to the Inquiry, including that by Save Ealing’s Centre, Ealing Civic Society, the relevant Ealing Conservation Area Advisory Panels, English Heritage and the distinguished town planner and local resident, Professor Sir Peter Hall, the conclusions of the Inspector in paragraphs 575 to 802 of his report are particularly relevant to an understanding of the context in which the present proposals need to be addressed. Of particular relevance to this understanding of the context of the present proposals, are the Inspector’s conclusions on the potential effects of the *Glenkerrin* proposals on the Ealing Town Centre and Haven Green Conservation Areas and the settings of nearby listed buildings and other conservation areas, were his comments in paragraphs 685 to 712. Of specific relevance are the Inspector’s comments in paragraphs 693, 695, 697, 703, 704, 705, 708, 710, 711, 712 and 797. These are set out in Appendix B.

Of these comments, I believe that the following are of especial relevance:

‘While the loss of some of these buildings would be regrettable, their architectural integrity has been seriously compromised in the past by insensitive redevelopment or alteration. They are not included in the local list of buildings of architectural interest. They do however reflect the scale, materials and design characteristics of adjacent parts of the conservation area, which are less affected by piecemeal redevelopment, and are representative of some of the characteristics for which the Conservation area was designated’. (Paragraph 693)

‘I acknowledge that the character and style of built development facing Haven Green is varied. Nevertheless, it is predominantly low-rise in character reflecting the form,

scale and mass of Victorian and Edwardian development which is so characteristic of Ealing. Though considerably taller, Haven Green Court is set in generous grounds well back from Castlebar Road. It is an established feature of the Conservation Area, and of a scale and mass which respects the Green. It is generally accepted that a developed frontage to the south side of the Green, as part of a development which opens up links to streets and courtyards, would benefit the character of the Conservation Areas. However it should be of an appropriate scale and design that delivers these benefits without the negative effects I have described above. I do not consider that this scheme would satisfy this key consideration, for reasons given in my consideration of the detailed design'. (Paragraph 703)

- 3.3 Whilst I clearly recognise that the Inspector's conclusions relate to proposals different from those presently subject to application and relate to a larger site than the present application site, the issues addressed by the Inspector in relation to the *Glenkerrin* proposals, are the same as those that need to be addressed in relation to the present application proposals.

4. THE PARTICULAR SPECIAL INTEREST AND SIGNIFICANCE OF THE EALING TOWN CENTRE AND ITS SETTING

EALING – 'QUEEN OF THE SUBURBS'

- 4.1 In the 'Introduction' to the relevant section of *The Buildings of England, London 3: North West* (Penguin Books, 1991), the distinguished architectural historians, Bridget Cherry and Nikolaus Pevsner, write:

'Ealing, the centre of the modern borough, the 'queen of the suburbs' in the late C19, was already a large village a century earlier, stretching from the old centre around the parish Church N towards the hamlet of Haven Green close to the main Uxbridge Road...Ealing throughout the C19 maintained a reputation for respectability. The suburban development that followed the arrival of the railways (the G.W.R. in 1838, the District line in 1879) was generous in scale, especially around Castle Bar to the N where the tone had been set by Castle Hill Lodge, the country house of Queen Victoria's father, the Duke of Kent.

The transformation of the village to a proud and successful Victorian suburb (U.D.C. in 1894, borough in 1901) owed much to the local surveyor and architect *Charles Jones*, who was responsible not only for the layout of the streets and their services but for all the major civic buildings. Ealing is still a pleasant place, with enough remaining of the older houses and open spaces to give it a distinctive character, and with plenty of comfortable, well cared-for Victorian suburbs. The largest houses have been replaced by flats, and the W end of the Broadway has suffered from indifferent commercial rebuilding, but the civic centrepieces of the late C19 survive, complemented now by a

shopping centre whose design forcibly demonstrates the local concern that the new should be in harmony with the existing character of the area’.

- 4.2 To this brief introduction, I would add my own observation that it was the opening of Great Western Railway services beyond Maidenhead to Bristol in June, 1841; the quadrupling of the GWR main-line tracks with relief-line tracks to Ealing and beyond, the building of a new and enlarged station in 1877 and the introduction of stopping services; the construction and opening of an extension of the District Railway from Turnham Green to a new terminus station fronting Haven Green in July, 1879 and its electrification in 1905; the introduction by London United Tramways of an electric-tram service from Acton to Ealing, Hanwell and Southall in July, 1901 and the extension of that service to Uxbridge in June, 1904; the construction of a new railway link between Ealing and Shepherds Bush by the GWR in 1912 and its electrification and use by the Central London Railway service as a direct link to Liverpool Street from August, 1920 onwards, which also stimulated the growth of Ealing as a residential suburb and the development of The Broadway and the immediately adjacent area as a successful shopping-centre. It is significant that the development of The Broadway at the heart of the 19th century suburb was reflected in the change in the name of the original GWR station from ‘Ealing’ to ‘Ealing Broadway’ in 1875.
- 4.3 The development of the heart of Ealing in the 19th century is described and illustrated in some detail in Sub-section 3.1 of the Council’s *Ealing Town Centre Conservation Area Character Appraisal* of September, 2007. This usefully refers to the development of The Broadway, the High Street and The Mall with retail, cultural and civic buildings from ca 1875 onwards, the construction and development of Bond Street, and the development of the eastern end of Uxbridge Road as The New Broadway from ca 1900 onwards. The Ordnance Survey mapping of the area in 1870, 1890, 1910 and 1930 reproduced on page 14 of the *Appraisal* is particularly useful in illustrating the growth of the area in the last quarter of the 19th century and the first quarter of the 20th century.
- 4.4 I note the references to the development of shops by the adaptation of residential properties fronting The Broadway by the introduction of extensions for retail use at ground floor level; by the establishment of major new shops including department stores; and by the development of parades of shops with residential accommodation or office-chambers above. In this, such development is similar to that development carried out in many outer London locations in the last quarter of the 19th century and the early years of the 20th century. However in the case of Ealing, the emerging shopping-centre was given particular distinction by its location between two village-greens – Haven Green to the north and Ealing Green to the south, by the presence of a significant number of civic buildings including Charles Jones’ now listed, former *Town Hall* – now the *Nat-West Bank* fronting The Mall of 1874, Charles Jones’ now listed, present *Town Hall* fronting New Broadway of 1888, as sympathetically extended in

1930 by Prynne and Johnstone, and the series of civic buildings to the rear, Sir George Gilbert Scott's, now listed *Church of Christ the Saviour* at the corner of New Broadway and Springbridge Road of 1852 and Charles Jones and John Tarring's Ealing Broadway Methodist Church (now *The Polish Catholic Church of Our Lady Mother of the Church*) close to the corner of The Mall and Windsor Road; and most importantly, by the presence of a number of very fine parades of shops with residential flats or office-chambers above of considerable architectural quality built in the last twenty years of the 19th century and the first ten years of the 20th century, several of which survive, and by the presence of a number of individual buildings of particular architectural or townscape interest which contribute to the particular interest, distinctiveness and significance of the area.

- 4.5 Coupled with the generally high quality of the mid-to-late-19th century and early-20th century residential developments across the area embraced by the Ealing Urban District in the years up to 1901 and by the Ealing Municipal Borough from 1901, the town-centre was not only rightly regarded as a quintessentially London suburb, but, importantly as a 'Queen of the Suburbs' – a term, as noted by Jonathan Oates in an article published in October, 2015, as first coined by Ealing's visionary Borough Surveyor, Charles Jones, in a book published in 1902. Indeed, it was Charles Jones, who served as Borough Surveyor between 1863 and 1913, who was personally involved in a number a major initiatives for which Ealing still benefits, including the commissioning by the Board of Health of London's first modern urban drainage and sewage systems, the provision of drinking fountains supplied with safe and wholesome water funded by public subscription, the construction of a municipal electricity power-station providing supplies for street-lighting, the planting of street-trees, the creation of *Walpole Park*, the incorporation of street-lighting along the Uxbridge Road as an integral part of the construction of London United Tramways system, the design and building of the original and present Town Halls, and the creation of the present Ealing Broadway.
- 4.6 As wisely observed by London historians Ben Weinreb, Christopher Hibbert, Julia Keay and John Keay in their *London Encyclopaedia*, Ealing was 'famed for its heathy environment, modern accommodation and good amenities' noting that 'Standards of building were enforced by the Local Board which had come into existence in 1863 and by their enthusiastic surveyor, Charles Jones; and only houses of high rateable value were built' and that development started near the existing centres of population, Uxbridge Road, St Mary's Road and Haven Green. Much of the development was piecemeal and small scale, reflecting the pattern of ownership'.
- 4.7 The authors of the *Encyclopaedia* also usefully observe that the arrival of trams along the Uxbridge Road in 1903 'paved the way for the period of greatest house building in the first decade of the 20th century' and go on to suggest that 'Once so proudly middle-class, Ealing is now less so, with a population as mixed as that in adjacent

boroughs. But it remains more leafy and spacious... The Ealing Broadway shopping centre, largely developed 1979-1985 by the Building Design Partnership, keeps faith with its surroundings by incorporating brick towers, pitched roofs, turrets and an open town square’.

4.8 In understanding the context of Ealing Broadway and the relevant parts of the Ealing Town Centre and Haven Green Conservation Areas, it is significant to note that concentration of conservation areas at the centre on the Borough – the Ealing Green and Ealing Common Conservation Areas lying immediately adjacent to the Ealing Town Conservation Area, and the Mount Park and Ealing Cricket Ground Conservation Areas lying immediately adjacent to the Haven Green Conservation Area.

4.9 The particular architectural and historic importance of the suburb is well emphasized in English Heritage’s *The Heritage of Historic Suburbs*, published in March, 2007:

‘English Heritage believes that the most successful approach to planning, executing and managing change in our suburbs is one based on a sound understanding of local character, including its integral landscape... The widespread prevalence of suburbia and the number of people that live (or have lived) there demonstrate the importance it holds of planning for the future. It is an important element of the historic environment, and often comprises the setting for much of our everyday lives and helps to define the character of the places where we live. There is strong evidence that people develop a pride in and attachment to this special local identity. Understanding how these suburbs work and the role they play in relation to their adjacent urban areas is an important aspect in determining how they should be managed.

Many historic suburbs have over time proved themselves to be sustainable, with little sign of their longevity fading. Well over a century after they were first built, the most successful of them remain pleasant and sought after places to live, with a thriving mix of residential, retail and commercial elements all contributing to a strong sense of community identity. This success has in itself attracted development pressures, and illustrated the suburban capacity to accommodate change’.

‘A number of demographic trends, changes to national planning policies and housing market conditions have combined to mean that relatively spacious, low density suburban areas... are coming under increasing development pressure. As a result, successive waves of new development, together with small-scale incremental change is in places gradually putting local character and distinctiveness at risk. Failure to address specific suburban issues on the part of local planning authorities could mean that many suburbs soon reach a tipping point beyond which it will be extremely difficult to bring about a renaissance’.

4.10 Relevant advice about the future of the suburb is contained in English Heritage’s: *Suburbs and the Historic Environment*, also published in March, 2007:

‘Decisions on all historic suburbs should be made on the basis of sound information about their historical significance, their contribution to the character of the wider neighbourhood, the value placed upon them by the local community and how the various elements of the suburb related to each other’.

THE RELEVANT PART OF THE EALING TOWN CENTRE CONSERVATION AREA

- 4.11 The application site is located within the Ealing Town Centre Conservation Area – specifically within that part identified as ‘Sub-Area 1: Shopping Streets’ as defined in Section 5.1 of the Council’s *Ealing Town Centre Character Appraisal*.
- 4.12 I share the Council’s view that this area is in primarily retail use, and that thereby this imparts a particular functional character and appearance to this part of the overall conservation area, in part-contrast to the residential functional character and appearance of that other part of the conservation area specifically identified as ‘Sub-Area 2: Residential Enclave’ in the *Character Appraisal*. However, I do not believe that such a distinction need imply that there is not an important relationship between the two parts of the conservation area, architecturally or historically, nor, indeed, between the Ealing Town Centre Conservation Area and the adjacent conservation areas.
- 4.13 I share the Council’s observation made in Section 4.1 of the Appraisal that ‘several fractures within the fine grain’ of the late-Victorian and Edwardian town centre which ‘have created vast spaces of back land and service-areas’ have resulted from the introduction of new developments in the last few decades with ‘substantial footprints’. However, whilst such developments such as nos. 1-8, The Broadway (formerly *The Arcadia Centre*) and *The Marks and Spencer Building* at the junctions of The Broadway, Springbridge Road and the High Street, contribute very little of the architectural interest and townscape character of the buildings they replaced and of those many other unlisted late-19th century and early-20th century buildings that survive within the Town Centre Conservation Area, there is still clearly discernible an overall coherence in the character of the principal streets within Sub-Area 1, only seriously marred by the extraordinarily insensitive and banal architectural qualities of nos. 1 to 8 (consec.). However, such coherence in the general height and scale of buildings within the conservation area has been severely damaged by the recently completed and vastly over-scaled *Dickens Yard Development* to the north-west of the listed *Church of Christ the Saviour*, and the immediate setting of the presently designated conservation area (and that of the adjacent Haven Green Conservation Area) severely damaged by the continuing presence of the similarly over-scaled *Villiers House* above the present, poorly designed *Ealing Broadway Station* completed in 1966, located just outside the boundaries of the respective areas.

4.14 I consider that the particular special interest and significance of the Town Centre Conservation Area, and Sub-Area I in particular, are derived from a number of key aspects of its history and development:

- Firstly, by its development as the commercial and civic heart of Ealing in the last quarter of the 19th century and the first years of the 20th century;
- Secondly, by its location mid-way between the 18th and early-19th century residential areas centred around Haven Green to the north and Ealing Green to the south, and by its adjacency to the residential areas developed to the west, east and south in the second half of the 19th century;
- Thirdly, by the development of primarily commercial buildings along the street frontages of The Broadway, the New Broadway, The High Street, The Mall, (and later) Bond Street during the last quarter of the nineteenth century and the early years of the 20th century, a significant but declining number of which survive;
- Fourthly, by the survival of a number of early-to-mid-19th century and mid-19th century residential properties along the Broadway, be they altered by the introduction of shops in their original ground floor storeys and front gardens;
- And finally and most importantly, by the survival of a number of very fine parades of shops with residential flats or office-chambers above of consistent scale (generally three and four storeys) and general character and of considerable architectural interest and townscape value built in the last quarter of the 19th century and the early years of the 20th century, many of which survive, and by the presence of a number of individual, civic, ecclesiastical, cultural and commercial buildings of particular architectural or townscape interest which contribute to the particular interest, distinctiveness and significance of the area.

THE BUILDINGS IN THE RELEVANT PART OF THE EALING TOWN CENTRE CONSERVATION AREA

4.15 In looking at individual buildings or groups of buildings on the application site and in its immediate setting within Sub-Area I of the Town Centre Conservation Area, i.e. that part of The Broadway extending eastwards from the junctions with Springbridge Road (to the north) and the High Street (to the south) to the junction with that part of The Broadway leading northwards towards the station and Haven Green, and including that stretch of The Broadway, and that part of The Mall extending eastwards from that junction to the junction with Northcote Avenue, I would suggest that not only do all those properties specifically identified in the map on page 4 of the Council's *Conservation Area Character Appraisal* as listed buildings and 'locally listed buildings' (the term used by the Council before July, 2014, now referred to as the 'Local Heritage List' and the list updated); namely:

Charles Jones' former *Town Hall* – now the *Nat-West Bank* fronting The Mall of 1874, and Charles Jones and John Tarring's *Ealing Broadway Methodist Church* (now *The Polish Church*) close to the corner of The Mall and Windsor Road; and

On the northern side of The Mall, the three-storey terraces of shops with residential flats or office-chambers above, at nos. 1 to 20 (consec.), The Mall.

On the southern side of The Broadway, *The North Star, P.H.* at no. 43, The Broadway, and on the southern side of The Mall, the four-storey, multi-gabled parade of shops with residential flats or office-chambers above at nos. 64 to 71 (consec.), The Mall and the modestly scaled, Portland Stone-faced 'Dr and Herbs Clinic' (former Anglo-Irish Bank) at no. 62, The Mall, at the corner of Windsor Road; and the four-storey, multi-gabled parade of shops with residential flats or office-chambers above nos. 54 to 57 (consec.), The Mall;

contribute to the special interest and significance of the conservation area and shape its character and appearance, but also a number of other unlisted properties of similar or more modest architectural interest and townscape value.

- 4.16 A number of these other, unlisted properties are listed in Section 5.2 of the Council's *Character Appraisal* as 'key unlisted buildings' (the term used by the Council before July, 2014, now referred to as 'Positive contributors to conservation areas' and the list updated) which 'contribute to positively' to the character of the area whilst not meeting the criteria for statutory or possibly local listing' and are specifically identified with other buildings which make a positive contribution to the conservation area in the 'Townscape Analysis for the Sub Area 1' on page 32 of the *Character Appraisal*. These include nos. 9/9A., The Broadway, nos. 14 and 15-16, The Broadway, nos. 25, 26, 27-28 and 29, The Broadway, and no. 35, The Broadway on the corner of that part of The Broadway leading northwards towards the station and Haven Green, and the former *Feathers, P.H.* and restaurant (now the *Metro Bank*) on the opposite corner, along the north side of The Broadway; and the four-storey, gabled *Barclays Bank* building at nos. 52-53, The Broadway, the terrace comprising nos. 46-51, The Broadway and *The Lloyds Bank* building at nos. 44 and 45, The Broadway, and the terrace comprising nos. 58 to 61 (consec.), The Mall. Amongst these, I consider that the former *Feathers P.H.* and restaurant (now the *Metro Bank*) and no. 35, Ealing Broadway should certainly be seen as of equal merit to the formerly 'locally listed buildings' or inclusion on the new 'Local Heritage List' (see note above); not least, given their significant positions at each corner of the junction.
- 4.17 Further to the Council's review of the classification of unlisted buildings within and outside designated conservation areas in July and the review of the buildings included in the various categories (see the report 'The Local Heritage Register' to Cabinet of the 22nd July, 2014), the following unlisted buildings within the relevant part of the sub-

area now fall within the new *Local Heritage Register* and within the following categories and may all be regarded as formally recognised 'heritage assets':

Buildings included on the 'Local Heritage List':

The North Star, P.H. at no. 43, The Broadway, no. 10, The Mall (shop-front only) and no. 62, The Mall – the former Allied Irish Bank.

Buildings included on the 'List of Façade or Group Value':

Nos. 26-28 and 27-29, The Broadway (excluding the shop-frontages), no. 35, The Broadway, and nos. 1-20 (consec.), nos. 32-39 (consec.), and nos. 54 to 57 (consec.), The Mall.

Buildings included on the 'List of Positive Contributors to Conservation Areas':

Anomalously, and as noted in paragraph 2.19 above, no coherent list has yet been published by the Council. In the absence of such a list, I am making the reasonable assumption that all those buildings identified in the Townscape Analysis for Sub-Area I in the Council's *Ealing Town Centre Conservation Area Character Appraisal* as making a 'positive contribution' continue to be so regarded by the Council except where they have been effectively demoted to the 'List of Façade or Group Value

- 4.18 In reviewing the buildings within the relevant area included on the two of the three lists published by the Council in July, 2014, I note with surprise that the terraces at nos. 1 to 20 (consec.), The Mall, on the northern side of The Mall and nos. 54 to 57 (consec.), The Mall, on the southern side of The Mall have been omitted from the new 'Local Heritage List', and are now included in the new 'List of Façade or Group Value'.
- 4.19 Similarly, I would suggest that the former *Feathers, P.H.* and restaurant (now the *Metro Bank*) and no. 35, The Broadway on the opposite corners of that part of The Broadway leading northwards towards the station and Haven Green should be properly considered as of sufficient interest and significance to be included on the 'Local Heritage List', and that nos. 9/9A, The Broadway, nos. 14 and 15-16, The Broadway, nos. 25, 27 and 28-29, The Broadway, (excluding the shop-frontages), The Broadway, and the terraces at nos. 1-20 (consec.), The Mall, should be properly considered as continuing to be regarded as of sufficient conservation area interest and significance as making a positive contribution to the conservation area.
- 4.20 Together with many other buildings within Sub-Area I, I believe that all the properties referred to in paragraphs 4.17 and 4.18 contribute to varying degrees to the particular special interest and significance of the Ealing Town Centre Conservation Area, by their consistency of scale (generally three and four storeys or lower) and of general architectural character and townscape value, by their mostly dating from the last

quarter of the 19th century and the early years of the 20th century, thus imparting a particular distinctiveness to the area.

I attach photographs of buildings within the area in Appendix C.

THE BUILDINGS ON THE APPLICATION SITE

- 4.21 In the present complex and unclear position regarding the Council's evaluation of unlisted buildings within the Town Centre Conservation Area (and other conservation areas within the Borough), I note of the buildings on the application site, a significant number can be properly regarded as being 'heritage assets' by virtue of their being specifically included in the Council's 'List of Façade or Group Value', namely: nos. 26-28 and nos. 27-29, The Broadway, The Broadway (excluding the shop-frontages) and no. 35, The Broadway, or understood to be included on the Council's 'List of Positive Contributors to Conservation Areas', namely, nos. 9/9A, The Broadway, nos. 14 and 15-16, The Broadway. In my judgement, such buildings, as well as others on the site – see below – may be rightly and properly regarded as contributing positively to the particular special interest and significance of the Ealing Town Centre Conservation Area, and contributing to the character and appearance of the area for the reasons set out below.

Nos. 9/9A, THE BROADWAY

- 4.22 Considering each of the existing buildings on the site, I would observe that nos. 9/9A, The Broadway is a modestly scaled, 3-4 storey, late-19th/early 20th century, gabled property, presently comprising two shops at street level with accommodation above, faced in warm red brick with stone dressings, and possesses particular architectural and historic interest and townscape value given its unusual triangular plan, its important role in marking the south-western end of Haven Place, its picturesque outline, its elevation of modest Arts and Crafts character to the street above the two shops below incorporating a finely carved stone plaque above the first floor window, and its polygonal bay. I note that it is specifically mentioned on page 23 of the Council's *Conservation Area Character Appraisal* as 'interesting with its curving (sic) aspect on its west side'. In my judgement, despite the poor shop-fronts at street level, the property contributes substantially to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

Nos. 10 and 11, THE BROADWAY

- 4.23 I note that nos. 10 and 11, The Broadway appear to comprise two parts of one, very modestly scaled, two-storey, late-19th century, commercial development containing two shops at street level with accommodation above; with slated eaves-roofs separated by an upstand party-wall. I note that no. 11 retains its original London Stock facing at first floor level, whilst no. 10 has been altered with a projecting, full-width

window-bay at first floor level. I further note that each of the surviving pair of windows at first floor possess carved stone canopies with a decorative, brick frieze running to each side and above. In my judgement, despite the poor shop-fronts at street level and the alteration at first floor level, the property contributes, be it modestly, to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

No. 12, THE BROADWAY

- 4.24 I would observe that no. 12, The Broadway, comprises a two-storey, late-19th century property, containing a shop at street level and accommodation above, faced in warm, red brick, with painted shouldered architraves to the three windows at first floor level, and a strongly expressed, corbelled dentilled-cornice above, below a brick parapet concealing the roof. In my judgement, despite the poor shop-front at street level, the property contributes to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance of the area.

Nos. 13, THE BROADWAY

- 4.25 I note that no. 13, The Broadway comprises a two-storey, early-20th century property, containing a shop at street level and accommodation above, faced in painted harling with stone-dressings of distinctly Arts and Crafts character discernible in the two windows at first floor level and in the band-course and coping of the parapet above which conceals the roof. In my judgement, despite the poor shop-front at street level, the property contributes to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

No. 14, THE BROADWAY

- 4.26 I would observe that no. 14 comprises a two-storey, early-20th century property, containing a shop at street level and accommodation above, faced in warm, red brick, with rusticated, stone jambs and projecting key-stones to each of the two windows at first floor level, and a strongly expressed, modillioned-cornice above, supporting a large, broken, curved ashlar-stone pediment carrying roundels carved with the date 'AD 1906' concealing the roof. The building is specifically mentioned on page 23 of the Council's *Conservation Area Character Appraisal* as 'particularly noticeable' and as 'a little gem: a minute two-storey brick building with fine stone dressing (sic), an unusual broken parapet boasting the construction date of 1906 and very distinctive windows with all-around (sic) quoins and prominent keystones'. In my judgement, despite the poor shop-front at street level, the property contributes to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

Nos. 15-16, THE BROADWAY

- 4.27 I note that nos. 15-16, comprises a two-part, three-storey, late-19th/early 20th century development, presently containing one shop at street level and accommodation above, faced in warm, red brick, with stone dressings to the wide, rubbed-brick, elliptical arched opening at first floor level, to the projecting and pedimented, polygonal bays at second floor level, and to the strings and cornices that run across the full width of the two-part street-elevation. Decorative brick panels are located to each side of the spandrels of the windows in the projecting bays at second floor level. The surviving, original window-joinery at first floor level is of distinctly Art Nouveau character. The building is specifically mentioned on page 23 of the Council's *Conservation Area Character Appraisal* as 'particularly noticeable'. In my judgement, despite the poor shop-front at street level, the property contributes substantially to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

Nos. 17-19, THE BROADWAY

- 4.28 I would observe that nos. 17-19, comprises a three-storey, mid-20th century redevelopment of one or more earlier buildings, now containing one shop at street level and office accommodation above. The front elevation comprises a thinly detailed and altered façade of curtain-walling at first and second floor levels, set-back from the prevailing building-line and contained below a projecting flat-roof parapet and above a deeply-projecting canopy above the shop-front. The felt-wrapping of the parapet suggests that the original stone or reconstituted-stone is in a poor and potentially dangerous condition. Designed by Alexander Redhouse of Fry, Drew, Drake and Lasdun and illustrated in the February, 1958 issue of *Architectural Design*, the development, not least in its present altered state, does not reflect any of the architectural interest or qualities of the later work of the architects. I note that the building is identified as a 'Detrimental Building' in the 'Townscape Analysis for the Sub Area 1' in the Council's *Conservation Area Character Appraisal*. In my judgement, the property does not contribute to the particular special interest or significance of the Ealing Town Centre Conservation Area or to shaping its character and appearance. However, I would acknowledge that in overall height, the property is consistent in scale with the general building height in this part of the conservation area.

Nos. 20-23 AND 24, THE BROADWAY

- 4.29 I note that nos. 20-23 and 24, The Broadway, comprise a three-storey, mid-20th century redevelopment of several earlier buildings, including the former *Ealing Theatre and Lyric Restaurant* of ca 1905 (re-named *The Ealing Hippodrome* in 1912 and *The Palladium Cinema* in 1914, which closed in 1958 and was subsequently demolished) and now contains one shop at street level and office accommodation above. Like nos. 17-19 to the immediate west, the front elevation comprises a thinly detailed and façade

of curtain-walling at first and second floor levels, set-back from the prevailing building-line and contained to each side and above by a projecting stone frame and by a deeply-projecting canopy above the shop-front. I note that the building is identified as a 'Detrimental Building' in the 'Townscape Analysis for the Sub Area 1' in the Council's *Conservation Area Character Appraisal*. In my judgement, the property does not contribute to the particular special interest or significance of the Ealing Town Centre Conservation Area or to shaping its character and appearance. However, I would acknowledge that in overall height, the property is consistent in scale with the general building height in this part of the conservation area.

Nos. 25, THE BROADWAY

- 4.30 I would observe that no. 25, The Broadway appears to be the surviving right-hand half of a semi-detached pair of original, early-to-mid-19th century, two-storey, stucco-faced houses (or, possibly the surviving right-hand end of a terrace of such houses), well set-back from the now prevailing building-line, the front garden of which has been built-over with a shop sometime in the last quarter of the 19th century or the early years the 20th century. With its still clearly visible, original, hipped and slated roof, projecting eaves and surviving chimney-stack, the building is reminder of the former residential use of a number of properties fronting both the northern and southern sides of The Broadway before its development into a key part of the town's shopping-centre in the last quarter of the 19th century and the early years of the 20th century. In my judgement, despite the poor shop-front at street level, the property contributes to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

No. 26, THE BROADWAY

- 4.31 I note that this modestly scaled two-storey, stucco-faced building appears to be an extension to either of the two adjacent early-to-mid-19th century, stucco-faced houses at no. 25 or no. 27, The Broadway. In my judgement, despite the poor shop-front at street level, the property neither contributes to nor detracts from the particular special interest and significance of the Ealing Town Centre Conservation Area or to shaping its character and appearance.

Nos. 27-28, THE BROADWAY

- 4.32 I would observe that nos. 27-28, The Broadway appear to be two surviving, original, early-to-mid-19th century, three-storey, single-bay, stucco-faced houses, with projecting cornice and parapet at high level, well set-back from the now prevailing building-line, the front gardens of which have been built-over with a shop sometime in the last quarter of the 19th century or the early years the 20th century. I note that the historic mapping of the area and photographic evidence suggests that the properties date from after 1887. The properties are a reminder of the former residential use of a

number of properties fronting both the northern and southern sides of The Broadway before its development into a key part of the town's shopping-centre in the last quarter of the 19th century and the early years of the 20th century. I assume that the upper floors are in office use accessed from the entrance on The Broadway between the two shops numbered 28 and 29, The Broadway. In my judgement, despite the poor shop-fronts at street level, the properties contribute to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

No. 29, THE BROADWAY

- 4.33 I note that no. 29, The Broadway appears to be the surviving, left-hand end of an original, early-to-mid-19th century, three-storey, two-bay, stucco-faced houses, with eaves roofs (unlike the adjoining properties at nos. 27-28), well set-back from the now prevailing building-line, the front garden of which has been built-over with a shop sometime in the last quarter of the 19th century or the early years the 20th century. The building is reminder of the former residential use of a number of properties fronting both the northern and southern sides of The Broadway before its development into a key part of the town's shopping-centre in the last quarter of the 19th century and the early years of the 20th century. I assume that the upper floors are in office use. In my judgement, despite the poor shop-front at street level, the property contributes to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

Nos. 30-34, THE BROADWAY

- 4.34 I would observe that the relatively recent, new, four-storey brick, development occupying the sites of nos. 30, 31, 32, 33 and 34, The Broadway, with its diversity of facing materials (warm, red brick, light and dark stone, and metal), distinctive and anomalous deeply projecting canopy at fourth floor level, and projecting metal rails around the edges of the roofs, reflects an attempt to create street elevations of visual interest, and possibly to recover some of the architectural character of the buildings that once occupied the site. In my judgement, the property does not contribute to the particular special interest or significance of the Ealing Town Centre Conservation Area or to shaping its character and appearance. Unlike, nos. 17-19 and 21-24, The Broadway, I consider that the overall height of the building appears excessive in relation to the general building height in this part of the conservation area; a situation exacerbated by the strongly expressed, projecting canopy at fourth floor level.

No. 35, THE BROADWAY

- 4.35 I note that no. 35, The Broadway, located at the junction with that part of The Broadway that extends northwards to Ealing Broadway Station and Haven Green, is a significantly scaled, late-19th century or early-20th century building, comprising three

storeys with a mansarded slate-hung roof-storey with projecting dormers at fourth floor level. I note that its splayed corner is emphasized with a polygonal bay rising through first and second floors upwards into a Dutch gable at third floor level fourth. The street elevations above the ground floor shop are faced in warm red brick with stone dressings. Of particular note is the architectural treatment of the corner – in particular, the finely carved heraldic feature above the first floor window and the beautifully detailed aedicule containing the window set at high level in the gable, of distinctly Baroque character. Of similar character are the tall chimney-stacks that rise up from the rear of the building. The building possesses particular architectural and historic interest and townscape value, given its important role in marking the junction between the two parts of The Broadway. I note that it is specifically and rightly identified as a ‘Key unlisted Building’ on page 29 of the Council’s *Conservation Area Character Appraisal* and as a building making a ‘Positive Contribution’ in the ‘Townscape Analysis for the Sub Area 1’ in the Council’s *Conservation Area Character Appraisal*. I note that the building is now included on the Council’s new ‘List of buildings of façade or group value’. In my judgement, despite the poor shop-fronts at street level, the property not only contributes substantially to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance, but is also, as suggested in paragraph 4.16 above, of equal merit to the formerly ‘locally listed buildings’ or inclusion on the new ‘Local Heritage List’; not least, given its significant position at the western corner of the junction.

Nos. 36-37, THE BROADWAY

- 4.36 I would observe that nos. 36-37, The Broadway appear to be a surviving, original, mid-19th century, two-storey, three-bay, painted London Stock brick-faced house, with a hipped and slated roof (substantially concealed by a sign-hoarding), set-back from the now prevailing building-line, the front garden of which has been built-over with a shop sometime in the last quarter of the 19th century or the early years of the 20th century. The building is a reminder of the former residential use of a number of properties fronting this part of The Broadway before its development into a key part of the town’s shopping-centre in the last quarter of the 19th century and the early years of the 20th century. In my judgement, despite the poor shop-fronts at street level and the sign-hoarding at roof level, the property contributes, be it modestly, to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

Nos. 38-39, THE BROADWAY

- 4.37 I note that no. 38 appears to be a two-storey, modern infill of no architectural interest or townscape value. In my judgement, the property neither contributes to nor detracts from the particular special interest or significance of the Ealing Town Centre Conservation Area or to shaping its character and appearance. However, I would

note that no. 39 appears to be the much altered left-hand half of the original, mid-19th century, two-storey, pair of two-bay, London Stock brick-faced houses at nos. 39 and 40, The Broadway, set-back from the now prevailing building-line, the front gardens of which have been paved-over and the ground floors converted into shops sometime in the last quarter of the 19th century or the early years the 20th century. An aerial view suggests that the original hipped and slated roof still extends over both properties. Such survival is a reminder of the former residential use of a number of properties fronting this part of The Broadway before its development into a key part of the town's shopping-centre in the last quarter of the 19th century and the early years of the 20th century. In my judgement, in its much altered state, the property neither contributes to nor detracts from the particular special interest or significance of the Ealing Town Centre Conservation Area or to shaping its character or appearance.

No. 40, THE BROADWAY

- 4.38 As noted in paragraph 4.27 above, no. 40, The Broadway appears to form the right-hand half of the original, mid-19th century, two-storey, pair of two-bay, London Stock brick-faced houses at nos. 39 and 40, The Broadway, set-back from the now prevailing building-line, the front gardens of which have been paved-over and the ground floors converted into shops sometime in the last quarter of the 19th century or the early years the 20th century. An aerial view suggests that the original hipped and slated roof still extends over both properties. Such survival is a reminder of the former residential use of a number of properties fronting this part of The Broadway before its development into a key part of the town's shopping-centre in the last quarter of the 19th century and the early years of the 20th century. The original front elevation with its two, architraved window-openings survives at first floor level. In my judgement, despite the poor shop-front at street level and the sign-hoarding at roof level, the property contributes, be it modestly, to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character or appearance.

No. 41, THE BROADWAY

- 4.39 I would observe that no. 41, The Broadway appears to be the surviving left-hand half of a semi-detached pair of original, mid-19th century, two-storey, stucco-faced houses set-back from the now prevailing building-line, the front garden of which has been paved-over and the ground floor converted into a shop sometime in the last quarter of the 19th century or the early years the 20th century. With its still clearly visible, original, hipped and slated roof and projecting eaves, the building is reminder of the former residential use of a number of properties fronting both the northern and southern sides of The Broadway before its development into a key part of the town's shopping-centre in the last quarter of the 19th century and the early years of the 20th century. In my judgement, despite the poor shop-front at street level, the property

contributes, be it modestly, to the particular special interest and significance of the Ealing Town Centre Conservation Area and to shaping its character and appearance.

No. 42, THE BROADWAY

- 4.40 As noted in paragraph 4.29 above, no. 42, The Broadway, appears to have been built on the site of the right-hand half of a semi-detached pair of original, mid-19th century, two-storey, stucco-faced houses set-back from the now prevailing building-line. I note that the property comprises three-storeys with a hipped, slated roof, painted brick elevations to The Broadway, the corner and the Haven Place above the shop-fronts that extend in part beyond the faces of the upper walls, and an unpainted flank-wall and chimney-stacks that rise above the hipped roof of no. 34, The Broadway. In my judgement, in its much altered state, the property neither contributes to nor detracts from the particular special interest or significance of the Ealing Town Centre Conservation Area or to shaping its character or appearance.

BUILDINGS LOCATED ALONG HAVEN PLACE

- 4.41 Fronting Haven Place, at low level, below no. 42, The Broadway, at no. 42A, The Broadway is located *The Red Room* night-club. Originally called *The Ealing (Jazz) Club*, the renowned blues-band venue was founded by Alexis Corner and Cyril Davies in March, 1962, below the then *ABC* (Aerated Bread Company) Bakery. Many famous bands played at the *Ealing Club* including *The Rolling Stones* and *The Who* in the early days. Some regard the club as 'The cradle of British rock music. Whilst the building possesses little if any particular architectural interest or townscape value, it is clearly of considerable significance culturally.
- 4.42 That stretch of Haven Place that extends east-west along the railway possesses little if any architectural interest or townscape value, other than glimpses of the uninspiring rear elevations of the various modern, rearward wings or extensions of the properties that extend along the north side of The Broadway, screened, in part, by mature trees, and by the high brick walls that conceal the open areas behind the buildings.
- 4.43 However, that part of Haven Place running north-east to south-west contains a terrace of modest, much altered, late-19th century, London Stock brick-faced houses with tiled roofs. In their continuing use or former use, they are a reminder of the former residential role of limited parts of the overall site. In my judgement, in their altered state, the properties neither contribute to nor detract from the particular special interest or significance of the Ealing Town Centre Conservation Area or to shaping its character or appearance.

I attach photographs of the buildings on the application site in Appendix C.

THE LISTED BUILDINGS IN THE VICINITY OF THE APPLICATION SITE

- 4.44 Importantly, in assessing the potential effects of the proposed development on heritage assets, the potential effects of the proposals on the settings of nearby listed buildings need to be considered. In this connection, I note that of the four specifically listed buildings located within the Town Centre Conservation Area: Charles Jones' former *Town Hall* – now the *Nat-West Bank* fronting The Mall of 1874, Charles Jones's present *Town Hall*, as sympathetically extended by Prynne and Johnstone in 1930, fronting New Broadway of 1888, Sir George Gilbert Scott's *Church of Christ the Saviour* at the corner of New Broadway and Springbridge Road of 1852 and Charles Jones and John Tarring's *Ealing Broadway Methodist Church* (now *The Polish Catholic Church of Our Lady Mother of the Church*) close to the corner of The Mall and Windsor Road, it is the original *Ealing Town Hall* fronting The Mall to the immediate east of the application site which will be most directly affected by development on the application site. Indeed, the development of the application site will be within the immediate setting of the building. However, this is not to suggest that views of the slender spires of the two, listed churches from diverse points within the conservation area may not be affected by the proposed development.
- 4.45 The former *Town Hall* was first listed under the name 'National Westminster Bank' in January, 1981, and is described briefly in the listing-entry as follows:
- 'National Westminster Bank. 1874 by Charles Jones. Ragstone in a French Gothic style. Slate roof. Two storeys with tower to right having main entrance under. Smaller entrance to ancillary offices right. Central block of 3 bays with single storey bay window on centre line. Projecting wing further left under gable. Interior modernised. Originally designed as Ealing Town Hall'.
- Bridget Charry and Nikolaus Pevsner's reference to the building in the relevant volume of *The Buildings of England (London 3; North West)* is equally succinct:
- 'On the N side of The Mall, the NATIONAL WESTMINSTER BANK, built in 1874 as offices for the U.D.C. by its enterprising surveyor Charles Jones...Kentish rag, chunky French Gothic detail, with a tower; more daring than most suburban municipal buildings of this date'.
- In my view, such modest descriptions understate the particular, special architectural and historic interest and significance and considerable townscape value of the building, and its substantial contribution to the particular special interest and significance of the Town Centre Conservation Area.
- 4.46 Although modest in scale by comparison with Charles Jones's later *Town Hall* and similarly listed *Town Hall* fronting the north side of New Broadway to the west of the junction with Springbridge Road of 1888, and no longer used for its original civic and administrative purposes, the building possesses particular significance architecturally

and historically as a surviving symbol of the beginning of the growth of Ealing Broadway as the civic and commercial heart of Ealing and enjoys a very sound relationship with the nearby mostly later-19th century and early-20th century buildings. Whilst its front elevation to The Mall is sheltered and partly screened by two mature London Planes, its formally composed flank elevation to the west is readily open to view from the two parts of The Broadway to the west and north-west.

I attach photographs of the listed buildings within the vicinity of the application site in Appendix C.

THE SETTING OF THE APPLICATION SITE BEYOND THE BOUNDARY OF THE EALING TOWN CENTRE CONSERVATION AREA – THE HAVEN GREEN CONSERVATION AREA AND THE AREA BETWEEN THE TWO CONSERVATION AREAS

- 4.47 The proposed development of the application site will clearly affect areas beyond the boundary of the Ealing Town Centre Conservation Area – in particular the Haven Green Conservation Area to the immediate north of the cutting containing the railway lines to the west of Ealing Broadway Station.

THE HAVEN GREEN CONSERVATION AREA

- 4.48 Like the area of Ealing embraced within the boundary of the Town Centre Conservation Area, the development of the area embraced within the Haven Green Conservation Area was stimulated by the opening of Great Western Railway services beyond Maidenhead to Bristol in June, 1841; the quadrupling of the GWR main-line tracks with relief-line tracks to Ealing and beyond, the building of a new and enlarged station in 1877 and the introduction of stopping services; the construction and opening of an extension of the District Railway from Turnham Green to a new terminus station fronting Haven Green in July, 1879 and its electrification in 1905; the introduction by London United Tramways of an electric-tram service from Acton to Ealing, Hanwell and Southall in July, 1901 and the extension of that service to Uxbridge in June, 1904; the construction of a new railway link between Ealing and Shepherds Bush by the GWR in 1912 and its electrification and use by the Central London Railway service as a direct link to Liverpool Street from August, 1920 onwards, which also stimulated the growth of Ealing as a residential suburb and the development of The Broadway and the immediately adjacent area as a successful shopping-centre.
- 4.49 The development of the Haven Green area in the 19th and early-20th centuries is described and illustrated in some detail in Sub-section 3.1 of the Council's *Haven Green Conservation Area Character Appraisal* of March, 2008. The Ordnance Survey mapping of the area in 1870, 1890, 1910 and 1930 reproduced on pages 10 and 11 of the *Appraisal* is particularly useful in illustrating the growth of the area in the last quarter of the 19th century and the early years of the 20th century.

4.50 I note that Haven Green has existed as ‘common land’ since mediaeval times, and that it comprises primarily residential development built in Victorian and Edwardian times to west, north and east of the present open-space, with a more mixed, partly-commercial development from the late-19th and early-20th centuries fronting its eastern side. I share the Council’s view that with the exception of the open-space at its heart, the conservation area is in primarily residential use and that thereby this imparts a particular functional character and appearance to the area. However, I do not consider that this should reduce the importance of the relationship between the Haven Green Conservation Area and the nearby Ealing Town Centre Conservation Area and the adjacent conservation areas.

4.51 I would observe and share the comments made in Section 4.2 of the Council’s *Character Appraisal* regarding key views and vistas:

“...there are a number of significant long vistas along the residential streets and close views that include prominent landmarks; there are also a number of wide views that contain Haven Green.

Views across the Green are a welcome and restful episode that balances the traffic and noise of the many activities taking place around the station and along the Broadway. The view of the ample expanse of the Green constitutes the unique setting for this part of the C.A. The Green provides a filter and a means of transition between the dense commercial core of the Broadway’s more urban character, and the domestic and calm character of the residential sections of the CA both, east and west of the Green’

4.52 I also note and share the comments made in Section 5.5 of the Council’s *Character Appraisal* regarding the extent of intrusion or damage to the conservation area:

‘Recent developments or later replacements of earlier buildings have had a detrimental impact on the CA. Poor and/or undistinguished design acts as intrusion within the CA’s townscape and creates visual disturbance in views within the CA.

Villiers House, just outside the CA, on the site of Ealing Broadway Station, is a major eyesore and disrupts views within the CA; other negatives are the over-ground car park in Springbridge Rod on the western (sic) side of Haven Green...

Within or just outside the boundary of the CA are large spans of service spaces or over-ground car parks: this (sic) result in a fragmented townscape. The over-ground car park at the rear of the Arcadia Centre is a detrimental fracture at the southern edge of Haven Green’.

4.53 I note that that part of the Haven Green Conservation Area which is most likely to be affected by the proposed development of the site to the south of the railway cutting is that part identified as ‘Sub-Area I – Haven Green’ - one of three sub-areas defined in

the map on page 15 of the Council's *Ealing Town Centre Character Appraisal*. I would observe that in addition to the fundamentally important and much valued open space at its centre, with its many, fine, mature Lime and Plane trees, many of the diverse series of individual buildings and groups of buildings located around the western, northern and eastern sides of the Green contribute to varying degrees to the special interest and significance of the conservation area and shaping its character and appearance. In this connection, I note that the following properties on the western, southern and eastern sides of Haven Green are specifically identified as 'Locally Listed Buildings' (using the former term) on the maps of the conservation area on page 4 and 15 of the Council's *Conservation Area Character Appraisal*: the single-storey, former *Haven, P.H.* of 1877 at no. 1A, the detached, two-storey-plus-half basement, mid-19th century house at no. 1, and the three-storey-plus-half-basement, mid-19th century, semi-detached pairs of houses at nos. 2 to 5 (consec.) and nos. 6 to 11 (consec.) – on the western side; the five-storey, Haven Green Court block of flats of 1937-1938 and the group of semi-detached, early-Victorian houses at nos. 20 to 24 (consec.) - on the northern side; the three-storey, late-19th century parade of shops with accommodation at nos. 31 to 40 (consec.) (including the specifically listed Art Nouveau chemists' shop and shop-front at no. 36), the elegant, classically-detailed, two-storey Portland Stone faced terrace of 1910 shops with accommodation above, incorporating the former entrance to the District Railway station at its centre at nos. 43 to 47 (consec.) on the eastern side; and the cattle-trough and railings at the north-western corner of The Green

- 4.54 Of these properties, I note that no. 1, Haven Green, nos. 31 to 35 (consec.) and nos. 37 to 40 (consec.), Haven Green, and nos. 41 to 44 and 46 to 48 (consec.) Haven Green have been reclassified as 'Buildings of facade or group value', and that only no. 1A, Haven Green – the former *Haven, P.H.*, no. 1, Haven Green, nos. 20-24 (consec.), Haven Green, Haven Green Court, the former station building at no. 45/45A, Haven Green, and the cattle-trough and railings at the north-west corner of The Green has been included on the Council's new 'Local Heritage List'.
- 4.55 As noted in paragraph 4.17 above, anomalously, no coherent list has yet been published by the Council. Accordingly, as with those buildings identified as 'Locally Listed Buildings' (using the former term) on the maps of the conservation area in the Council's *Ealing Town Centre Conservation Area Character Appraisal*, in the absence of such a list, I am making the reasonable assumption that all those buildings identified in the maps in the Council's *Haven Green Conservation Area Character Appraisal* as making a 'positive contribution' continue to be so regarded by the Council, except where their status has been reduced to inclusion on the 'List of Façade or Group Value'. I am advised by the Ealing Civic Society that my assumption is effectively confirmed in diverse Council documents produced since 2014.

- 4.56 Despite the busy roads that extend around the western, northern and eastern sides of Haven Green and the road that divides it into two parts diagonally, the poor state of its southern edge, and the damaging effect of the views of Greenlaw Court, Villiers House and of the new Dickens Yard Development that rise above the tree-line, the open space at its heart, its many fine trees and the majority of the buildings that line its western, northern and eastern sides, constitute cumulatively an extraordinarily important heritage asset in Ealing - of considerable special interest and significance.

I attach photographs of the Haven Green Conservation Area in Appendix C.

THE AREA BETWEEN THE TWO CONSERVATION AREAS

- 4.57 Despite its critical location between the northern boundary of the Ealing Town Centre Conservation Area and the southern boundary of the Haven Green Conservation Area, the substantial area occupied by the present, mid-'sixties *Ealing Broadway Station* and forecourt and the vastly oversized and highly dominant *Villiers House* office-block directly above, on its eastern side, and by the three-storey parade of shops with offices above (as subsequently altered) - nos. 1 to 10, Central Chambers of ca 1935 - that spans the railway and returns around the corner into the south-eastern corner, and the cutting to the west containing the railway, on its western side, offers little of the character or qualities to be found in the conservation areas to north and south. Whilst Central Chambers on the western side of the road that links The Broadway to the south-eastern corner of Haven Green is of modest architectural interest, in its overall height and architectural character it serves to provide an entirely satisfactory townscape connection between the two conservation areas, in complete contrast to the buildings and spaces directly opposite.

I attach photographs of buildings within the area in Appendix C.

5. OBSERVATIONS ON PETER STEWART CONSULTANCY'S *HERITAGE STATEMENT OF JULY, 2015, AND MAIN REPORT ADDENDUM STATEMENT OF JANUARY, 2016*

- 5.1 I note that the applicants' team's views on the heritage significance of the application site and its setting was originally set out in the *Heritage Statement* of July, 2015 prepared by the Peter Stewart Consultancy, as subsequently amended by the *Main Report Addendum Statement* of January, 2016.
- 5.2 I note that in describing the application site and the group of buildings presently occupying the site, the authors of the report states (in paragraph 3.13) that 'The variety of buildings within the group overall results in an incoherent composition'. In response, I would comment that whilst recognising the variety of buildings on the site, the group was never conceived as a coherent architectural composition, but rather, as

a series of plot-by-plot developments carried out through the 19th, 20th and early 21st centuries - a key characteristic of many town-centres, and a feature which reflects the process of gradual urban change.

- 5.3 Under the heading 'Assessment' in Section 4 of the *Statement*, I would question the reference to the existing buildings on the application site in paragraph 4.16 as 'a small number of buildings of limited visual quality'.
- 5.4 Under the heading 'Significance of the Ealing Town Centre Conservation Area' in Section 5 of the *Statement*, I would dispute the statement made in paragraph 5.5 that '... the Broadway Centre... and the refurbished Arcadia Centre adjoining the site are characteristic of the conservation area today'. Whilst acknowledging their presence within the conservation area, I believe that neither is 'characteristic of the conservation area today'.
- 5.5 Under the same heading, I would question the statement made in paragraph 5.25 that 'The urban block within which the Site lies, which includes the Arcadia Centre to the west, is not on its own of sufficient significance to warrant designating a conservation area and it is dependent on the areas to the west for its significance'. Whilst acknowledging that that part of the street-block containing the Arcadia Centre is of insufficient special interest or significance to merit designation in its own right, I would suggest that the remaining part of the street-block is of sufficient special interest and significance to be so designated; not least, as an extension to an adjacent conservation area.
- 5.6 Under the same heading, I would dispute the statement made in paragraph 5.26 that the application site 'comprises a mix of piecemeal small scale developments at odds with the ambitions for the area as a commercial centre which began in the late 19th century and shaped the most memorable elements of the conservation area as seen today'. Whilst recognising that the parades of shops with accommodation above built in the last years of the 19th century and early 20th century are a valued and distinctive part of the town centre, I am not aware of any expressed ambitions of the former Ealing Urban District or Municipal Borough Councils that would have sought to remove or discourage smaller-scale commercial developments in the heart of Ealing.
- 5.7 Under the heading 'Contribution of the buildings on Site to the significance of the Ealing Town Centre Conservation Area', I note that only a limited number of the existing buildings on the application site are considered, leaving the many others without any proper assessment.
- 5.8 Under the same heading, for the reasons set out in paragraph 4.22 above, I would question the statement made in paragraph 5.40 that no 9/9A, The Broadway 'lacks presence in the local townscape' and that 'The architectural design is of little merit and

old fashioned for its date, and the building is crudely detailed and out of scale with its surroundings’.

- 5.9 Under the same heading, for the reasons set out in paragraph 4.26 above, I would dispute the statement made in paragraph 5.40 that no. 14, The Broadway ‘lacks presence along the street frontage’ and that ‘it is out of scale with its immediate surroundings’. I would also question, for the same reasons, the entirely pejorative tone of the statement made in paragraph 5.43 that ‘The building reads as part of a piecemeal and fragmented frontage today, as opposed to part of a cohesive frontage as seen in the nearby Edwardian parades, or the more recent Ealing Broadway Centre frontage’.
- 5.10 Under the same heading, whilst noting the modest concession that nos. 15-16, The Broadway are ‘of a pleasant enough appearance’, for the reasons set out in paragraph 4.27 above, I would dispute the statement that ‘... at only two bays wide, it lacks the presence and townscape quality of other contemporary developments. It read (sic) as part of a piecemeal and fragmented frontage today, as opposed to a more cohesive frontage as seen in the early Edwardian parades, or the more recent Ealing Broadway Centre frontage’.
- 5.11 Under the same heading, for the reasons set out in paragraphs 4.30 to 4.33 above, I would question the statement made in paragraph 5.47, 5.49, 5.51 and 5.52 that nos. 25, 27, 28 and 29, The Broadway ‘no longer relates/relate in an appropriate manner to The Broadway’. Such a claim begs the question of what is ‘an appropriate manner’.
- 5.12 Under the same heading, for the reasons set out in paragraph 4.35 above, I would challenge the assertion made in paragraph 5.55 in relation to no. 35, The Broadway, that ‘The stonework is crude...’, that the roof lacks articulation and the building as a whole is disappointing in such a prominent site’. I note the modest concession that ‘It is pleasant enough...’, however, I would dispute the statement that the building ‘lacks the ambitions of other contemporary development, particularly given this is such a prominent site’. Whilst, the authors may feel disappointed by its lack of architectural ‘ambitions’ of other buildings, this does not suggest that it lacks particular value or significance in townscape terms, or fails to contribute positively to the special interest and significance of the conservation area. Similarly, I would question fundamentally the statement made in paragraph 5.56 that the building ‘lacks the presence in the townscape, particularly given its prominent corner site’ and that ‘it appears as a poor neighbour to the former *Town House* public house opposite to the east, and the *North Pole* public house to the south’.
- 5.13 Under the sub-heading ‘Summary’, for the reasons set out in paragraphs 4.21 to 4.23 above, I would dispute the statement made in paragraph 5.57 in relation of those existing buildings on the application site specifically cited in the text that ‘none relate to adjacent heritage assets in any historically significant way or contribute positively to

the setting of adjacent designated assets; none contribute to the quality of recognisable spaces... and whilst they follow the historic street and plot-patterns, none have any significant relationships with these features today.

- 5.14 I welcome the important concession made in paragraph 5.58 that ‘... they all individually, or as part of a group, illustrate the development of the settlement in which they stand’ but regret that such a firm acknowledgement is largely negated by the statement that ‘this is only to the same degree as any form of development would, and not in any significant way’. I would certainly challenge the pejorative statement that ‘The scale and quality of development on Site is at odds with the many ambitious Edwardian and later commercial developments in the town centre’.
- 5.15 I welcome the concession made in paragraph 5.59 that ‘nos. 9/9A, 14, 15 and 16 and 35... contribute to the significance of the conservation area’, but would question the further statement that these buildings contribute ‘only to a limited degree’.
- 5.16 Referring to Section 7 of the *Statement*, for the reasons set out in Section 4 above, I would dispute the conclusion made in paragraph 7.1 that ‘The character of this part of the conservation area is derived from the large scale commercial development from the late 19th and early 20th centuries and the continuing pattern of intensification of development that took place in the post war period and the 1980s.
- 5.17 Finally, referring to the *Heritage Statement Addendum* of January, 2016, I would question fundamentally the statement made in paragraph 1.6 that ‘In its existing state, the site is of disappointing visual quality, and its overall appearance is dominated by the poor quality post-War buildings within it. This is to the detriment of the Ealing Town Centre Conservation Area and other heritage assets’.

6. OBSERVATIONS ON THE ADVICE OF COUNCIL OFFICERS REGARDING THE SPECIAL INTEREST AND SIGNIFICANCE OF THE EALING TOWN CENTRE CONSERVATION AREA AND ITS SETTING IN THEIR REPORT ON THE APPLICATION AS CONSIDERED BY THE PLANNING COMMITTEE ON 24th FEBRUARY, 2016

- 6.1 The general tone of the officers’ report to the Committee is set in the opening sentence of the ‘Executive Summary’ of the report: ‘The Application concerns a large brownfield Site in the heart of Ealing Metropolitan Town Centre and Conservation close to Ealing Broadway Station’. In my view, the existing buildings on the site are either referred to in pejorative terms or their interest and value understated. In this connection, I note the misleading statement on page 4 under the sub-heading ‘Officer Assessment of Heritage Impact/response to objections raised’ in the summary to the effect that ‘The Character Appraisal confirms that most of the existing buildings on the site exert a neutral or negative impact (described as ‘*mediocre...*’). Similarly

misleading statement is the statement on page 72 under the sub-heading 'Context' to the effect 'this stretch of the Broadway is considered 'mediocre' overall'.

- 6.2 Despite its length – 121 pages – and the importance of the proposals in relation to heritage issues, the extent to which officers have sought to provide an entirely clear and objective assessment of the particular special interest and significance of the Ealing Town Centre Conservation Area and its setting, and of the respective contributions made by the buildings within the area to that interest and significance and its character and appearance in their report to Committee of the 24th February is limited. Other than referring to heritage-related issues in response to the extensive and substantial objections to the application proposals included in the twenty-one-page schedule of the results of public and external consultation (on pages 44 to 65 of the report), the officers' assessment of the conservation area and its setting, and of the buildings within the area and their contribution is limited to two, short paragraphs under the heading 'Officer Assessment of Heritage Impact/response to objections raised' on page 4; one short paragraph under the heading 'Context' on page 72; a reference under the heading 'Significance of the ETC CA' to the Council's *Ealing Town Centre Conservation Area Character Appraisal* on page 76; and to references within the lengthy schedule of the potential effects of the proposals on the significance of the Town Centre Conservation Area, its setting and the buildings within it, on the Haven Conservation Area and on adjacent conservation areas, on pages 77 to 87.
- 6.3 For the most part this item by item schedule not only endorses the case for substantial demolition and redevelopment of the buildings on the site presented by the applicants in their submission, but clearly endorses the applicants' assessment of the heritage value of the buildings across the site.

7. CONCLUSIONS

- 7.1 Having known the heart of Ealing for well over fifty years, and having recently looked very closely at that part now designated as the Ealing Town Centre and Haven Green Conservation Areas, I believe that the extent and nature of change that has occurred in its building fabric and broader environment have reached a critical stage that justifies the greatest care and discernment being taken in the formal consideration of proposals for further substantial change. In my judgement, only if such change is considered objectively and based on a sound understanding and appreciation of the distinctive special interest and significance of the heart of Ealing and of the particular character and appearance of the respective conservation areas, can there be confidence that proposals for further change will provide for these qualities be sustained.
- 7.2 Whilst the adverse effects of some aspects of the present Town Centre, such as the damaging impact of the gyratory traffic system that blights Springbridge Road, Haven

Green and part of The Broadway, and the noticeably poor standard of shop-fronts, shop-signs and other commercial advertising throughout the area, can be challenged and effectively resolved by the relevant authorities through effective management over coming years, it is essential that the immediate future of key parts of the Town Centre should be shaped by a recognition of the potential benefits of incremental and conservation-based development that sustains and enhances the surviving distinctive qualities of the civic and commercial heart of Ealing. The remarkably successful conservation-based development and environmental enhancement of Oak Road, to the immediate south of The Broadway – implemented as part of the Ealing Broadway Centre development - demonstrates the considerable benefits of the adoption of such an approach.

- 7.3 In this connection, I have sought in this evidence to examine and define the special interest and significance of the relevant part of the Ealing Town Centre Conservation Area and its setting and the settings of listed buildings affected by the application proposals, and the contributions made to the conservation area by the buildings it contains, including, in particular, those on the application site. My conclusions are summarised in paragraphs 4.4, 4.15, 4.20, 4.21 to 4.43 and 4.56. Regrettably, my task in seeking to assess the particular contributions made by individual buildings to the special interest and significance of the area has been particularly challenging given the extraordinarily unclear, over-complex and ill-defined approach adopted by the Council to its own assessment of such buildings since July, 2014, and the incomplete and contradictory information available in published sources.
- 7.4 I would urge the Inspector to address these fundamental conservation issues most carefully in considering the current proposals for the development of the application site.

Paul Velluet

3rd April, 2017.

APPENDIX A – QUALIFICATIONS AND EXPERIENCE

PROFESSIONAL QUALIFICATIONS AND EXPERIENCE

- A chartered architect - a member of both the RIBA and the Institute of Historic Building Conservation;
- A member of both the Franco-British Union of Architects and the Worshipful Company of Chartered Architects;
- Over thirty-five years working in both private practice and the public sector specialising in building conservation and development in historic areas;
- Project architect with architects Manning Clamp + Partners, Richmond, Surrey, 1972-1976; Principal Urban and Design and Conservation Officer in Westminster City Council's Department of Planning and Transportation, 1976-1991; Regional Architect and Assistant Regional Director, English Heritage London Region, 1991-2004; Senior Associate, Conservation and Planning, with the major Central London commercial practice HOK Architects, 2005-2011; and full-time independent consultancy, 2012 to the present;
- Project architect (with Manning Clamp + Partners) for the repair and restoration of no. 4, The Terrace, Richmond, Surrey - a scheme awarded *European Architectural Heritage Year (Civic Trust) Award* in 1975;
- Project architect (with Manning Clamp + Partners) for the planning and design stages for the repair of Decimus Burton's Temperate House in the Royal Botanic Gardens, Kew, Surrey - a scheme awarded a *R.I.B.A. Awards commendation* in 1983;
- Exhibitor in the Architecture Room of the Royal Academy of Arts Annual Summer Exhibitions, 1975 and 1981;
- Architect for other projects that have received awards and commendations under local awards schemes;
- Formerly Inspecting Architect for St Matthias' Church, Richmond, Surrey; Holy Trinity Church, Eltham, London, S.E.9.; and St Peter's Church, Petersfield, Hampshire; and
- Consultant architect for major re-ordering schemes at Holy Trinity Church, Eltham and St Peter's Church, Petersfield, and major works of conservation at St Paul's Church, Wimbledon Park, London, S.W.19.

ACADEMIC QUALIFICATIONS AND INTERESTS

- Holds B.A. Hons and B. Arch. Hons. degrees from the University of Newcastle-upon-Tyne;
- Awarded a Master's degree by the University of Newcastle-upon-Tyne for his thesis on the life and work of the distinguished cathedral and church architect Stephen Dykes Bower;
- Formerly a member Executive Committee of the Society of Architectural Historians of Great Britain;
- Formerly a visiting lecturer on conservation, planning and access law and practice at the University of Newcastle-upon-Tyne;

- Currently lectures on listed building law and practice, conservation and development in Central London, liturgical planning, and the local history of Richmond and adjacent areas in south-west London.

THE CONSULTANCY

PAUL VELLUET - CHARTERED ARCHITECT is an independent consultancy specialising in the provision of professional and technical advice to property owners, prospective developers and other planning and building professionals on projects involving new development in historic areas and the conservation, alteration and extension of historic buildings, particularly at the critical pre-planning and planning stages.

Established at the beginning of 2005, the consultancy undertakes work for commercial, educational, residential, cultural, diplomatic, church, health-sector, hospitality-sector, urban and rural-estate and local planning authority clients. Clients have also included historic building trusts and local amenity and community groups in addition to the historic London estates.

Work undertaken by the consultancy includes:

- Research and the preparation of assessments of the architectural and historic interest and significance of historic buildings and sites;
- The drafting and submission of documentation supporting proposed development and works in relation to national, London-wide and local planning and conservation policies and guidance;
- Support for appellants and local planning authorities in Written Appeals, Informal Hearings and Public Inquiries and for property owners at Lands Tribunal Hearings; and
- Collaborative and creative engagement with local authority planning and conservation officers.

OTHER PROFESSIONAL ENGAGEMENT

Past roles include membership of:

- The Planning Group of the RIBA;
- The Thames Landscape Strategy Panel of the Royal Fine Art Commission;
- The Cathedrals Fabric Commission for England; and
- The Board of the Museum of Richmond, the Board of the Orange Tree Theatre, Richmond and The Executive Committee of The Richmond Society; and
- Twenty years' service as a Trustee of the Covent Garden Area Trust, and
- Five years' service as an assessor for the RIBA/Crown Estate's Annual Conservation Awards and as a Trustee of The Richmond Charities.

Current roles include membership of:

- The RIBA's Awards Group;
- The Cathedrals Fabric Commission's Technical Group;
- The Archdiocese of Westminster Historic Churches Committee;
- The Guildford Cathedral Fabric Advisory Committee;

- The Council of the Ecclesiological Society; and
- Service as Inspecting Architect for St Paul's Church, Wimbledon Park, London, S.W.19., as a Trustee of The Richmond Parish Lands Charity, and as a Trustee of the Garrick's Temple to Shakespeare Trust.

PUBLICATIONS

Contributor to various publications, journals and guidance including:

- *Context: New buildings in historic settings* (The Architectural Press, 1998); *The Buildings of England, London 2: South* (1983), and *The Buildings of London, London 6: Westminster* (2003);
- *The Architects' Journal*, *Planning in London*, *Urban Design Quarterly*, English Heritage's *Conservation Bulletin*, *Church Building* and *Ecclesiology Today*, and
- Diverse policy and guidance documents for Westminster City Council and English Heritage.

APPENDIX B – THE RELEVANT ISSUES RAISED IN THE INSPECTOR’S REPORT FURTHER TO THE PUBLIC INQUIRY OF JUNE AND JULY, 2009

‘While the loss of some of these buildings would be regrettable, their architectural integrity has been seriously compromised in the past by insensitive redevelopment or alteration. They are not included in the local list of buildings of architectural interest. They do however reflect the scale, materials and design characteristics of adjacent parts of the conservation area, which are less affected by piecemeal redevelopment, and are representative of some of the characteristics for which the Conservation area was designated’. (Paragraph 693)

‘However, a key question that is before the Secretary of State is whether the replacement scheme would preserve or enhance the character or appearance of the conservation area. For the reasons I have given in my detailed consideration of the design, massing and form of the proposed development set out under Issue 2 above, I consider that the proposal would fail to preserve or enhance the character or appearance of the Town Centre conservation area’. (Paragraph 695)

‘English Heritage expressed concern in relation to the effect on a number of listed and locally listed buildings in the vicinity of the site. I consider that the effect on the context and setting of the important groups of buildings near to the junction of Ealing Broadway with the Mall, including the listed National Westminster Bank by Charles Jones and other locally listed buildings identified in the Conservation Area Appraisal (CA 5) would be harmful. The contrasting height, mass and elevational treatment of the development would diminish the stature of these buildings, which represent some of the best preserved parts of the Victorian/Edwardian commercial core of Ealing. I acknowledge, however, that the effect on the Polish Church and Ealing Town Hall would be limited, as they stand further from the development, and have more discrete settings’. (Paragraph 697)

‘I acknowledge that the character and style of built development facing Haven Green is varied. Nevertheless, it is predominantly low-rise in character reflecting the form, scale and mass of Victorian and Edwardian development which is so characteristic of Ealing. Though considerably taller, Haven Green Court is set in generous grounds well back from Castlebar Road. It is an established feature of the Conservation Area, and of a scale and mass which respects the Green. It is generally accepted that a developed frontage to the south side of the Green, as part of a development which opens up links to streets and courtyards, would benefit the character of the Conservation Areas. However it should be of an appropriate scale and design that delivers these benefits without the negative effects I have described above. I do not consider that this scheme would satisfy this key consideration, for reasons given in my consideration of the detailed design’. (Paragraph 703)

‘On the contrary, I consider that the proposed development would be a dominant and intrusive feature, which would diminish the scale and value of Haven Green as an urban open space. It would neither preserve, nor in my judgement, enhance the character or appearance of the conservation area for which it would form part of the setting. Haven Green is highly valued and appreciated by residents of Ealing as a major recreational and character asset to central Ealing. While the London Plan seeks to maximise development on central sites, it is of equal importance that key existing assets are not devalued by development which may in other respects be of wider planning benefit. In this respect, and notwithstanding CABE’s support for the development, I consider that the development would also be in conflict with the advice in EH/CABE Guidance on Tall Buildings’. (Paragraph 704).

‘I consider that the principal visual effects of the development will be on those conservation areas closest to it, described above, and it is these effects that cause me the greatest concern. It would also be visible from other nearby conservation areas, to a varying degree, particularly those lying to the north of the site on rising ground. Two viewpoints in the revised visual appraisal (PA 12) serve to illustrate the prominence of the tower in views from other conservation areas. View 2095 is looking down Park Road, from Montpelier Park conservation area. View 2085 is looking west along Uxbridge Road from Gunnersbury Avenue in Ealing Common conservation area. The contrast in scale between the tower and the context of existing development is clearly apparent. In my judgment the intrusive and alien form and its contrast with the nature of the surroundings outweighs any conceptual benefit which might be said to arise from its landmark status, or the intrinsic quality of design’. (Paragraph 705).

‘In summary, the application proposal represents a major development on a key site in Central Ealing. Conservation area status certainly does not imply that there should be no changes or additions to built form. Good contemporary design is often to be preferred to a more imitative approach, but it is important, particularly in and adjacent to conservation areas, that it respects the character of its surroundings. In some cases, for example in a number of the Secretary of State decisions that were drawn to my attention, the quality of design of an individual building has been viewed as an enhancement to the historic environment, even where there has been a radical difference in mass, height and design characteristics’. (Paragraph 708)

For the reasons I have given earlier and looking at the scheme as a whole, I do not consider that the quality of the architecture in this scheme would overcome the problems which arise from the scale, massing and visual effect of the proposed built form in relation to its surroundings’. (Paragraph 710)

‘I conclude that the development would conflict with saved Policy 4.8 of the UDP in respect of its effect on the conservation areas, and would not meet the requirements of London Plan Policies 4B.1, 4B.9 and 4B.10 as regards respect for local context, and acceptability in terms of design and the impact of tall buildings on their surroundings.

In my judgement it would fail to preserve or enhance the character or appearance of the Town Centre Conservation Area, and the setting of Haven Green Conservation Area'. (Paragraph 711)

'It was argued at the Inquiry that this would be to adopt an 'overly-historicist' approach in the context of Ealing's designation as a Metropolitan Centre. In the particular circumstances of this case, however, I consider it is more a matter of giving due weight to the fundamentals of the character and appearance of the setting and surroundings, in the light of planning policy for development affecting conservation areas'. (Paragraph 712)

'Notwithstanding these clear benefits, I consider that the bulk, massing and certain aspects of the design would be inappropriate in its surroundings, and would fail to preserve or enhance the character or appearance of the Town Centre conservation area, and the setting of Haven Green conservation area, for the reasons set out in full in my consideration of the main issues. The massing of development facing Haven Green, and the elevations to Ealing Broadway are of particular concern. The height of the southern elevation of the scheme would in my judgment also harm the setting of the Grade II* listed Church of Christ the Saviour, diminishing its role as an important Town Centre landmark. While I accept that, considered in isolation, the design of the proposed tower is of high architectural quality, I consider that it would not contribute to the distinctiveness and identity of Ealing, and would be dominant and overbearing in the predominantly low rise context of Ealing Town Centre and development surrounding Haven Green'. (Paragraph 797)

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