

Heritage Statement



2 Broad Street, Teddington

On behalf of Cue Property Holdings Rotherhithe Limited

June 2014

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1.0 INTRODUCTION

1.1 This Heritage Statement has been prepared by Heritage Collective, on behalf of Cue Property Holdings Rotherhithe Limited, and in consultation with McLaren.Excell Architects and James Lloyd Associates Planning Consultants. It relates to proposals for a roof extension to the corner building at No. 2 Broad Street, and a new residential development in the gap site to the south, in between the corner building and the terrace on Queen's Road (Nos. 1-5).

The heritage considerations

- 1.2 The application site does not fall within a conservation area and neither does it affect the setting of any listed building. Therefore, it is not subject to any statutory controls or duties under the Planning (Listed Buildings and Conservation Areas) Act 1990 or the Ancient Monuments and Archaeological Areas Act 1979.
- 1.3 Both No. 2 Broad Street, and the terrace at Nos. 1-5 Queen's Road, are identified as "Buildings of Townscape Merit" (BTMs) on the London Borough of Richmond upon Thames' (LBRT) Buildings of Townscape Merit Register 2013. The assessment has found that, despite being identified as a BTM, it is questionable whether the corner building does in fact satisfy the council's criteria for inclusion (see Section 4), although it has been treated as such for the purposes of the application. Similarly, Nos. 1-5 Queen's Road is a terrace largely made up of modern houses.

Background

- 1.4 A broadly similar scheme was submitted to LBRT for pre-application advice, in June 2013 (Ref: TP/TD/SG/13/P0115/PREAPP). In heritage and design terms, the written response included the following key comments:
- i. The replacement of small structures behind 2 Broad Street is acceptable.
 - ii. A modern design could be acceptable here, but the new building should be recessed.
 - iii. There should also be a break between this development and the Queen's Road terrace.

- iv. It is considered that the corner building at 2 Broad Street is already tall enough and “about the right height” as an entry point building. Adding to this height would take it above that of other buildings in Broad Street.
 - v. There is a concern with the proposed loss of chimneys.
 - vi. The extension building in Queens Road is also felt to be overscaled.
 - vii. The proposed alterations to the facade of 2 Broad Street seem to be acceptable, although could be refined.
 - viii. The replacement of UPVC with timber sash windows is welcomed.
- 1.5 The submitted scheme has been revised to address the comments, where relevant, and robust justification is provided where comments were not fully incorporated.

Purpose scope and structure of this statement

- 1.6 This purpose of this Heritage Statement is to assist LBRT in its consideration of the proposed development. The Heritage Statement deals with heritage matters of a non-archaeological nature and should be read alongside the drawings and all other submitted material.
- 1.7 Specifically, this statement satisfies the requirement set out in paragraph 128 of the National Planning Policy Framework (the NPPF). According to the NPPF, applicants are required to describe the significance of any heritage assets affected by a proposal to a level of detail that is i) proportionate to the importance of the heritage asset and ii) no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset.
- 1.8 The introduction is followed by a brief overview of the history and development of the context of the application site, in Section 2. Section 3 sets out the applicable national and local heritage-related policy framework. Section 4 then assesses the significance of the BTMs in their local context. The impact of the proposed development is assessed in Section 5, and the key conclusions are summarised at Section 6.

Site inspection

- 1.9 The site and its context was visited and photographed in August 2013. A selection of annotated photographs is included at Appendix 2.

2.0 HISTORIC BACKGROUND

- 2.1 The first direct evidence of Teddington village is from the 12th century; historically it would have originated around the church, which stood near the river at the corner of High Street and Twickenham Road, and the manor-house, which stood a little further north¹. By the 18th century houses had spread, in parts fairly thinly, along the High Street to the village pond at the corner of Park Road; there was another small settlement down Park Road on the edge of the common.
- 2.2 The common, which was part of Hounslow Heath, covered the whole of the parish west of Park Road and Stanley Road. The public carriage roads were established at the time of the Enclosure of the common, in 1800. Broad Street was then established as a 40 foot wide road; before that it had been an old gravel track across Teddington Common, known as Hampton Road. There were no houses here before this time but building started shortly afterwards.
- 2.3 Between the 17th and 19th centuries, Teddington attained a certain popularity among the gentry, the attraction of which would have stemmed from the proximity of Twickenham and Richmond. However, the large houses of the time have nearly all been demolished. In 1861 the Manor of Teddington, which consisted of nearly half the parish, was sold and the land was divided into plots for development. During the same time (in 1863) the railway arrived. The combination of available land for development and improved transport links led to an explosion in the population.
- 2.4 The Ordnance Survey maps from the late 19th century (Appendix 1.1-4) show the corner building as a pub, with the remainder of Broad Street and Queen's Road developed with terraced houses, up to the Second World War. The pub extended to the south, into Queen's Road, with what appears to be a separate building in between the pub and the terrace at Nos. 1-5. The form of this structure is not known, but it is evident that the building line as recorded on

¹ Victoria County History - 'Teddington: Introduction', A History of the County of Middlesex: Volume 3: Shepperton, Staines, Stanwell, Sunbury, Teddington, Heston and Isleworth, Twickenham, Cowley, Cranford, West Drayton, Greenford, Hanwell, Harefield and Harlington (1962), pp. 66-69.

the Ordnance Survey map was much like the present-day building line, stepping markedly inwards at the terrace (Appendix 2.11).

3.0 POLICY FRAMEWORK

The National Planning Policy Framework

3.1 The National Planning Policy Framework (the NPPF) was published in March 2012 and constitutes guidance for local planning authorities and decision makers. Applications for planning permission must be determined in accordance with the local development plan, unless it is silent or material considerations indicate otherwise. The NPPF is a material consideration².

3.2 Section 12 of the NPPF deals with conserving and enhancing the historic environment, in paragraphs 126 to 141. The NPPF places much emphasis on heritage "significance", which it defines in Annex 2 as:

"The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."

3.3 Paragraph 128 of the NPPF requires applicants to describe the significance of any heritage assets affected by a proposal, including the contribution of their setting, to a proportionate level of detail. Paragraph 129 requires essentially the same from local planning authorities: to identify and assess the "particular significance" of any heritage asset. It is the significance of the heritage asset that should be taken into account when considering the impact of a proposal.

3.4 Paragraph 135 deals specifically with non-designated heritage assets, such as unlisted buildings. According to this paragraph, the significance of a non-designated heritage asset should be taken into account in determining applications; that is, amongst all of the relevant considerations which need to be taken into account.

3.5 It is worth noting the definition of "conservation" (for heritage policy) in Annex 2 of the NPPF:

² Paragraph 215 of the NPPF is relevant in determining the weight that should be attached to it, and has been noted at the end of this section.

"The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance."

- 3.6 The importance and relevance of this definition is that it does not suggest conservation to be the same as preservation. Indeed, what sets conservation apart is the emphasis on proactively maintaining and managing change. This is not a reactive approach to resist change. Instead it recognises that places evolve and change over time, and that the evolution of the historic environment must be part of this on-going process.

Local policy

- 3.7 LBRT Core Strategy Policy CP7 requires existing buildings and areas in the Borough of recognised high quality and historic interest to be protected from inappropriate development and enhanced sensitively.

- 3.8 The Development Management Plan is part of the Local Development Framework and Policy DM HD 3 deals with Buildings of Townscape Merit. According to this policy the Council *"will seek to ensure and encourage the preservation and enhancement of Buildings of Townscape Merit and will use its powers where possible to protect their character and setting, by the following means:-*

- 1. consent will not normally be granted for the demolition of Buildings of Townscape Merit;*
- 2. alterations and extensions should be based on an accurate understanding of the structure, and respect the architectural character, and detailing of the original building. The structure, features, and materials of the building which contribute to its architectural and historic interest should be retained or restored with appropriate traditional materials and techniques;*
- 3. any proposals should protect and enhance the setting of Buildings of Townscape Merit; and*
- 4. taking a practical approach towards the alteration of Buildings of Townscape Merit to comply with the Disability Discrimination Act 2005 and subsequent amendments, provided that the building's special interest is not harmed, using English Heritage advice as a basis."*

4.0 ASSESSMENT OF SIGNIFICANCE AND CONTRIBUTION

The significance of 2 Broad Street

- 4.1 The former pub is historically interesting inasmuch as the building today, although similar in footprint to the pub recorded on Ordnance Survey maps, has evidently been largely rebuilt. This can be seen in the differences of the brickwork, both on the north and west elevations (Appendix 2.2 & 2.7). The corners, with their rendered quoins, are residual elements of the original building, which appears to have been largely demolished and/or rebuilt above the ground floor. The original brickwork is reddish in colour, rather than the brown of the remainder of the elevations, and the only other surviving elements of the original building are the stucco window detailing of the two southernmost windows, at first and second floor levels (Appendix 2.7).
- 4.2 The rebuilt elevations, whilst not unpleasant, are architecturally unremarkable; the brickwork and the flat arches of the windows suggest a reconstruction date of perhaps the first half of the 20th century. Unfortunately all of the windows have since been replaced with UPVC units. The ground floor shop fronts are altogether modern and do nothing by way of adding interest to what is otherwise a building of a no more than average quality.
- 4.3 The building is nevertheless identified as a BTM. LBRT has published a Planning Information leaflet for Buildings of Townscape Merit³, that sets out the criteria for this local designation. For buildings such as this, i.e. that date from between 1840 and 1939, the criteria states that only buildings “*of definite quality and character*” are included. These are assessed by whether the building falls under one or more of the following categories:
- (a) was included as Grade III on the former statutory list;
 - (b) retains a substantial portion of original features;
 - (c) has group value;
 - (d) has association with well known characters or events;

³ Planning Information Leaflet No. 6 – Buildings of Townscape Merit.

- (e) displays special value within a certain type or illustrates social, economic or industrial history (e.g. railway stations, schools, almshouses, etc); or
- (f) by reason of its appropriateness to the site and inter-relationship with other buildings makes a unique contribution to the townscape.

- 4.4 It is clear that No. 2 Broad Street does not form part of a coherent group of buildings; instead it is one component of a rather disparate collection of buildings of different types and periods. This can be seen from the photos at Appendix 2.1; 2.4; and 2.6. No indications of historic associations have been found, and neither does the former pub display special value as a pub, or in terms of Teddington's social, economic and industrial history. The building's design reflects the fact that it addresses the corner, as was commonplace for Victorian and Edwardian pubs, but this could hardly be described as particularly noteworthy and it is certainly not unique in townscape terms.
- 4.5 Whilst the window detailing and quoins indicate that the original pub may have been a building of a certain quality and character, it is highly questionable whether the existing building could reasonably be described as such. Despite being identified as a BTM, it is questionable whether the building does in fact satisfy the council's criteria for inclusion.
- 4.6 In any event, it is clear that if it were to be treated as a heritage asset in accordance with the NPPF, the former pub would fall at the lowest end of the spectrum of heritage significance.

The significance of Nos. 1-5 Queen's Road

- 4.7 The short terrace on Queen's Road appears to be largely modern. The southern end of terrace house, at No. 5, is the only original building, although it appears that the facade of Nos. 1-3 of the terrace was built to a reasonable degree of accuracy, so that in street views it appears much the same as the original 19th century terrace (Appendix 2.11 & 2.12). In townscape terms the terrace is pleasant and in general street views it is not obviously distinguishable from the original Victorian development of the area, which it helps to reinforce despite the fabric being largely modern.

- 4.8 It seems that Nos. 1-3 of the terrace could not reasonably be said to satisfy the council's criteria for BTMs post-dating 1939, namely "*exceptionally good examples of the architectural output of the period and/or are the work of principal architects.*"
- 4.9 In terms of the NPPF, Nos. 1-3 of the terrace could not lay claim to any historic, archaeological or artistic interest. Insofar as it could be said to have some architectural interest, the true architectural merits of this mock-Victorian terrace is questionable despite being agreeable within the broader context of the Victorian townscape of the area.
- 4.10 The heritage significance of Nos. 1-5 Queen's Road must be largely attributable to No. 5, the only original building of the terrace, albeit somewhat dilapidated in appearance. The remainder of the terrace, although pleasant, could not reasonably be described as having any notable heritage significance.

The significance of the site between No. 2 Broad Street and Nos. 1-5 Queen's Road

- 4.11 Neither No. 2 Broad Street, nor the terrace at Nos. 1-5 Queen's Road, could be described as buildings of any considerable heritage significance. Any such interest would largely be attributable to their positioning in the townscape, broadly traditional form, and as residual elements of the historic townscape – albeit both having been largely rebuilt and No. 2 Broad Street having also been altered. However, the townscape in this area is mixed and somewhat disjointed, with the site between the terrace and the former pub something of a discordant gap in between the two disparate buildings (Appendix 2.6 & 2.8).
- 4.12 There is nothing about this gap site that could be regarded as being of value or significance. Instead the ad hoc ensemble of structures here only serve to reinforce the somewhat fragmented nature of the townscape at the northern end of Queen's Road (Appendix 2.10). The site does not give definition or a sense of enclosure to the street, and neither does it serve as an important gap, being partially developed in a ramshackle way and offering views into an altogether unpleasant backland (Appendix 2.9).

4.13 This area does not facilitate views of any particularly notable aspects of the terrace or the pub or the terrace. In fact the return elevation of the terrace, with an exposed hipped roof instead of a parapet, reveals its inauthenticity in a tangible way to the detriment of the facade (Appendix 2.8).

5.0 IMPACT ASSESSMENT

- 5.1 For the purposes of impact assessment, the proposed development can be broken down into two elements:
- i. the remodelling of the elevations of the former pub at No. 2 Broad Street; and
 - ii. the new infill building in the gap site between the former pub and the terrace at Nos. 1-5 Queen's Road.
- 5.2 The remodelling of the elevations of the former pub would be positive, by virtue of the introduction of traditional sash windows in a logical and coherent fenestration pattern, or rhythm. The fenestration pattern has been revised following the pre-application advice. The heritage significance of the substantially rebuilt Victorian corner pub would be enhanced by the elevational/fenestration changes, which are sympathetic to both the building and the prevalent rhythm of the surrounding area.
- 5.3 The new infill building in the gap site has been designed to be readable is a transition between the corner building and the terrace, although unlike the pastiche design of the terrace an honest, modern design approach was taken. The pre-application feedback recognised that a modern design in this location is appropriate. That said, care has been taken to relate the infill building to its context and its neighbours.
- 5.4 The established building line will be pulled back to align with the Queen's Road terrace, with a pronounced gap separating the two. The positive effect of this is plain to see from the photo at Appendix 2.8, which gives a sense of the existing obscuration. As a result the infill building steps back from the elevational plane of No. 2 Broad Street, and its parapet is lower, to give it a subservient nature. It then continues south, but stops short of the terrace in a stepped-back corner where a frameless glass vertical slot, set back by 900mm to form a gap, creates a distinct break between the new building and the Queen's Road terrace.
- 5.5 The design takes many clues from its neighbours. The height of the ground floor openings align with the ground level storey band of the terrace. The

glazed slot sits just underneath the coping of the terrace, with the parapet of the remainder of the building stepping up slightly but remaining lower than the corner building. The window heads of the first and second floor windows align with those of the corner building, and the sills with those of the terrace. It is an uncomplicated design that avoids being monotonous or dull, but which equally does not stand out as an overt architectural statement.

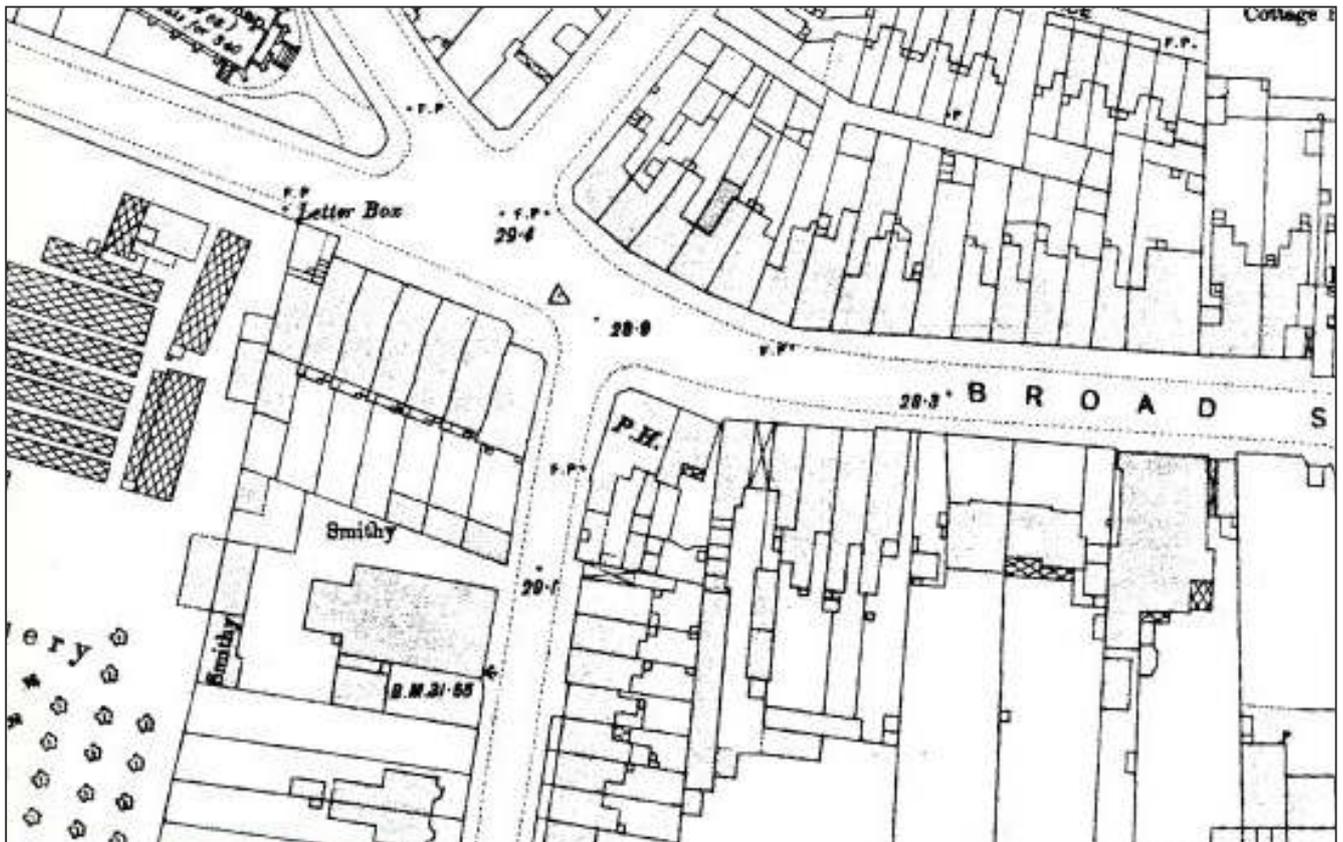
- 5.6 The new block would sit comfortably in between the two existing buildings, and it will help to integrate the discordant townscape by filling the gap in a way that makes a transition between two very different buildings. The use of quality materials, with brick referencing the predominant local material, will help the building to blend into its context despite being recognisably modern in design. It would have the effect of stitching together the presently somewhat fragmented townscape fabric to create a proper sense of enclosure and definition in an unsightly gap site.

6.0 SUMMARY AND CONCLUSIONS

- 6.1 The former pub at No. 2 Broad Street originally would probably have formed part of the Victorian development of the area following the sale of the Manor of Teddington and the arrival of the railway, both in the early 1860s. However, aside from the basic building footprint there is now very little left that predates the early 20th century, with the upper parts of the elevations largely rebuilt and with modern shopfronts at ground level.
- 6.2 Despite the building having been identified as a BTM, it is questionable whether the building does in fact satisfy the council's criteria for inclusion. In any event, it is clear that if it were to be treated as a heritage asset in accordance with the NPPF, the former pub would fall at the lowest end of the spectrum of heritage significance.
- 6.3 The short terrace on Queen's Road appears to be largely modern. The southern end of terrace house, at No. 5, is the only original Victorian building, although it appears that the facade of Nos. 1-3 was built to a reasonable degree of accuracy, so that in general street views it appears much the same as the original 19th century terrace. In townscape terms the terrace is pleasant and it does not stand out as obviously distinguishable from the original Victorian development of the area.
- 6.4 However, it is difficult to see how a modern building such as this could reasonably satisfy the council's criteria for BTMs. In terms of the NPPF, Nos. 1-3, although pleasant, could not reasonably be described as having any notable heritage significance.
- 6.5 The site between the terrace and the former pub is something of a discordant gap in between the two disparate buildings, within a wider context of mixed and somewhat disjointed townscape. There is nothing about the gap site that could be regarded as being of value or significance. Instead the ad hoc ensemble of structures here only serve to reinforce the somewhat fragmented nature of the townscape at the northern end of Queen's Road and offer views into an altogether unpleasant backland.

- 6.6 The remodelling of the elevations/fenestration of the former pub would be positive. The new infill building in the gap site has been designed to be readable is a transition between the corner building and the terrace. The design, although unquestionably modern, takes many clues from its neighbours and the building would sit comfortably between the two existing buildings. It will help to stitch back the discordant townscape by filling the gap in a way that makes a transition between two very different buildings along an unusual building line.
- 6.7 It is a well established concept that new development can play an important role in the on-going evolution of historic areas; the proposed development would not simply be acceptable, but beneficial. It satisfies both national and local policy and there is a clear and compelling case for allowing this development on heritage grounds.

APPENDIX 1: Map regression



Appendix 1.1: 1894 Ordnance Survey map extract.



Appendix 1.2: 1894 Ordnance Survey map extract.



Appendix 1.3: 1898 Ordnance Survey map extract.



Appendix 1.4: 1915 Ordnance Survey map extract.

APPENDIX 2: Photos



Appendix 2.1: General view of No. 2 Broad Street from the east.



Appendix 2.2: North elevation of No. 2 Broad Street.



Appendix 2.3: General view of No. 2 Broad Street from the north-west.



Appendix 2.4: Long view of No. 2 Broad Street from the north-west.



Appendix 2.5: No. 2 Broad Street from the north-west.



Appendix 2.6: General view of No. 2 Broad Street and Nos. 1-5 Queen's Road from the north.



Appendix 2.7: West elevation of No. 2 Broad Street.



Appendix 2.8: The gap site between No. 2 Broad Street and Nos. 1-5 Queen's Road, from the north.



Appendix 2.9: Frontal view of the gap site between No. 2 Broad Street and Nos. 1-5 Queen's Road.



Appendix 2.10: The gap site between No. 2 Broad Street and Nos. 1-5 Queen's Road, from the south.



Appendix 2.11: The gap site, oblique view from the south.



Appendix 2.12: Nos. 1-5 Queen's Road, from the south.