

# **Heritage Statement**

No. 275 Sandycombe Road, Kew, TW9  
3LU

August 2015

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# 1. Introduction

- 1.1 This Heritage Statement has been prepared by Turley Heritage on behalf of ACI Properties Ltd ('the applicant') in support of an application for planning permission for:

*“Demolition of the existing hall and the erection of a new community facility building and 7 flats.”*

- 1.2 The existing building has been identified as a Building of Townscape Merit (BTM) by LB Richmond-upon-Thames (a non-designated heritage asset for the purposes of the National Planning Policy Framework – ‘the Framework’). The Site is also located in close proximity to a wide range of other BTMs on Sandycombe Road and Lawn Crescent (also a conservation area). The Local Authority has also recently consulted on proposed extensions to the Kew Gardens Conservation Area, which would include the Site. It is understood that at the time of preparing this report, that the Site remains outside of the conservation area, although we consider the potential implications arising from conservation area designation within this report for the sake of completeness.

- 1.3 Importantly, the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty upon the local planning authority in determining applications for development affecting conservation areas to pay special attention to the desirability of preserving or enhancing the character or appearance of the area. Importantly, however, the concept of the setting of a conservation area is not enshrined in the legislation and does not attract the weight of statutory protection. Moreover, there is no statutory protection or additional weight afforded to areas proposed for conservation area designation.

- 1.4 By contrast, in considering development affecting non-designated heritage assets, paragraph 135 only requires that the effect of an application on their significance should be taken into account in determining the application. It requires decision makers, in weighing applications that affect directly or indirectly non-designated heritage assets, to make a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.

- 1.5 As outlined in the Planning Statement prepared by Maven Plan, the applicant has had pre-application discussions with the Local Authority during the preparation of the current application, which has been significantly altered in response to the feedback received.

- 1.6 The Framework provides the Government’s national planning policy on the conservation of the historic environment. In respect of information requirements for applications, it sets out 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. 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<sup>1</sup>”*

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<sup>1</sup> DCLG, National Planning Policy Framework 2012 – para. 128

- 1.7 To comply with these requirements, Section 2 of this statement firstly identifies the relevant heritage assets within the Site and its vicinity.
- 1.8 Section 3 then provides statements of significance for the identified designated heritage assets that may be affected by the proposals; proportionate to both the importance of the asset and the likely impacts. This involves assessments of the conservation areas and BTM, and an assessment of the contribution that setting makes to this significance. Assessment is undertaken on the basis of published information, archival research and on-site visual survey.
- 1.9 Section 4 assesses the impact of the proposed development on the significance of the heritage assets, in light of national policy in the Framework, regional and local planning policy (identified in full at *Appendix 3*) for the historic environment and recent planning history for the Site.
- 1.10 The application is accompanied by a number of reports relevant to the assessment contained in this report:
- Planning Statement prepared by Maven Plan;
  - Application drawings prepared by Stiff + Trevillion Architects; and
  - Design and Access Statement prepared by Stiff + Trevillion Architects.
- 1.11 The conclusion at Section 5 summarises the findings of the report.

## 2. The Heritage Assets

### Introduction

- 2.1 The Framework defines a heritage asset as:

*“A building, monument, site, place, area, or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest”<sup>2</sup>*

### Designated Heritage Assets

- 2.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation under relevant legislation and are then subject to particular procedures in planning decisions which involve them.

#### Kew Gardens Conservation Area

- 2.3 The Site is located on a section of Sandycombe Road that is located between, but outside of, the eastern and western sections of the Kew Gardens Conservation Area (see *Appendix 1* for a map of the existing conservation area). The conservation area was designated in January 1969, and subsequently extended four times, most recently in April 2004. The Council prepared a brief Conservation Area Statement in 2007 and a more detailed, joint Conservation Area Study for the Kew Road, Kew Gardens and Lawn Road Conservation Areas the same year.
- 2.4 The Council consulted on the most recent proposed extension to the conservation area, which would include the Site, between May and June 2015. A plan defining the proposed extension to the conservation area is provided at *Appendix 2*. At the time of preparing this report, the Site is currently not located within the Kew Gardens Conservation Area.

#### Lawn Crescent Conservation Area

- 2.5 The Lawn Crescent Conservation Area is located to the north of the Site, and was first designated in September 1974. The boundaries have not been subsequently amended. *Appendix 1* provides a map of the conservation area boundary.

### Non-Designated Heritage Assets

- 2.6 The Framework<sup>3</sup> identifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing). Where non-designated heritage assets are properly identified by a local planning authority, the Framework affords them some degree of protection, proportionate to their particular local heritage significance, and they are treated as material considerations in the planning process<sup>4</sup>.

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<sup>2</sup> DCLG, National Planning Policy Framework (NPPF) 2012 – Annex 2: Glossary

<sup>3</sup> DCLG, National Planning Policy Framework (NPPF) 2012 - Annex 2: Glossary

<sup>4</sup> Planning Practice Guidance

2.7 LB Richmond-upon-Thames identifies non-designated heritage assets as Buildings of Townscape Merit (BTM), although the Council's list provides no detail as to the local heritage significance of such structures.

2.8 No. 275 Sandycombe Road was identified as a BTM in March 2005 (ref: 05/00027/BTM). It is notable that at a previous appeal<sup>5</sup> the Inspector was not provided with any clear explanation as to the local heritage interest of the existing building:

*“The existing club occupies a single storey building clad in corrugated metal sheeting. The building is set back a little from the street frontage. It has a dilapidated appearance. The building is identified as one of Townscape Merit, but it is not listed and is not in a conservation area. There is therefore no statutory control over its demolition relevant to this appeal. I have not seen any clear explanation of why the building is identified as one of Townscape Merit. The Council does not oppose redevelopment in principle and accepts that the building's significance is not because of its visual appearance, but because of its historical and cultural importance. There are references to historical associations, including visits by royalty.”*

2.9 Moreover, there are a large number of BTMs within the vicinity of the Site. These are mostly located within the existing Kew Gardens and Lawn Crescent Conservation Areas or within the proposed extension to the Kew Gardens Conservation Area. Accordingly, for the purposes of this report, given the scale, nature and form of the Proposed Development the impact on the significance of these buildings is likely to be the same as the impact on the conservation area (existing or proposed) in which they are located. It is, therefore, not necessary to consider them on an individual basis.

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<sup>5</sup> APP/L5810/A/11/2152221 - *The development proposed is the redevelopment of the Victoria and St John's Social Club to provide replacement ground floor club accommodation for billiards and recreation and 8 no. 1 bedroom flats on the first and second floors following demolition of the existing building.*

## 3. Significance of the Heritage Assets

### Significance and Special Interest

- 3.1 The Framework defines the significance of a heritage asset 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.”<sup>6</sup>*

### Conservation Areas

- 3.2 Conservation Areas are designated on the basis of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance.
- 3.3 Historic England published guidance in respect of conservation areas and this provides a framework for the appraisal and assessment of the special interest and significance of a conservation area.<sup>7</sup>

### Setting and Significance

- 3.4 Historic England has published advice<sup>8</sup> in respect of the setting of heritage assets, providing detail on understanding setting, managing change within the setting of heritage assets and information for assessing the implications of development proposals affecting setting.

### Appeal Decision

- 3.5 The Inspector’s report<sup>9</sup> for the previous appeal considers the relative heritage significance of the existing building and is a material consideration in determining the current application. Reference has been made to the findings of the Inspector as appropriate within this report.
- 3.6 Together, this guidance provides a framework for assessing the significance of the designated and non-designated heritage assets.

### Assessment

- 3.7 The following assessments of significance are proportionate to the importance of the identified heritage assets and provide a sufficient level of description to understand the potential effect future proposals. The assessments are based on existing published information, archival research and on-site visual survey.

### Kew Gardens Conservation Area (Existing)

- 3.8 The following assessment of the significance of this designated heritage asset is informed by the Kew Gardens Conservation Area Statement and the joint Conservation Area Study for the Kew Road, Kew Gardens and Lawn Road Conservation Areas (both 2007).

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<sup>6</sup> DCLG, National Planning Policy Framework (NPPF) 2012 – Annex 2: Glossary

<sup>7</sup> Historic England. Understanding Place: Conservation Area Designation, Appraisal and Management.

<sup>8</sup> Historic England, Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets, 2015

<sup>9</sup> APP/L5810/A/11/2152221

**Historic Development of Kew Gardens Conservation Area**

3.9 This region of Kew developed relatively late in the process of London's expansion into its wider surroundings. Until the latter decades of the 19<sup>th</sup> century, the area remained as market gardens and agricultural fields, focussed on the relatively few and high-status houses around Kew Green to the north, and the royal residences at the Dutch House (Kew Palace) and the White House within Kew Gardens (Figure 3.1).



Figure 3.1: John Cary's Map of Fifteen Miles Round London (1786)

3.10 Kew Gardens railway station opened to the north-east of the conservation area in 1869; this new transport connection into the city brought with it a phase of rapid suburban growth; particularly between Kew Road and Sandycombe Road, where there was room for expansion close to the station. The 1874 Ordnance Survey (OS) map shows the train line and station immediately prior to this phase of residential expansion, when the area was still largely rural in character and the older, now demolished, dwellings of Ivy Lodge, Rose Cottage and Pagoda Cottage still lined Kew Road at the edge of Kew Gardens (Figure 3.2).





Figure 3.2: 1874 OS map

3.11 By the final years of the 19<sup>th</sup> century, a large part of the conservation area had been built up, though there still remained large areas of open land to the south between Sandycombe Road and Kew Gardens (Figure 3.3). The 1896 OS map shows that the earliest housing development started around the station, before spreading away to the south and north along the linear routes of Kew Road and Sandycombe Road. The 'club' building at No.275 Sandycombe Road is also depicted in this map, in its existing location on the eastern side of the road, opposite Lawn Crescent. The historic development of this building will be described later in this section.

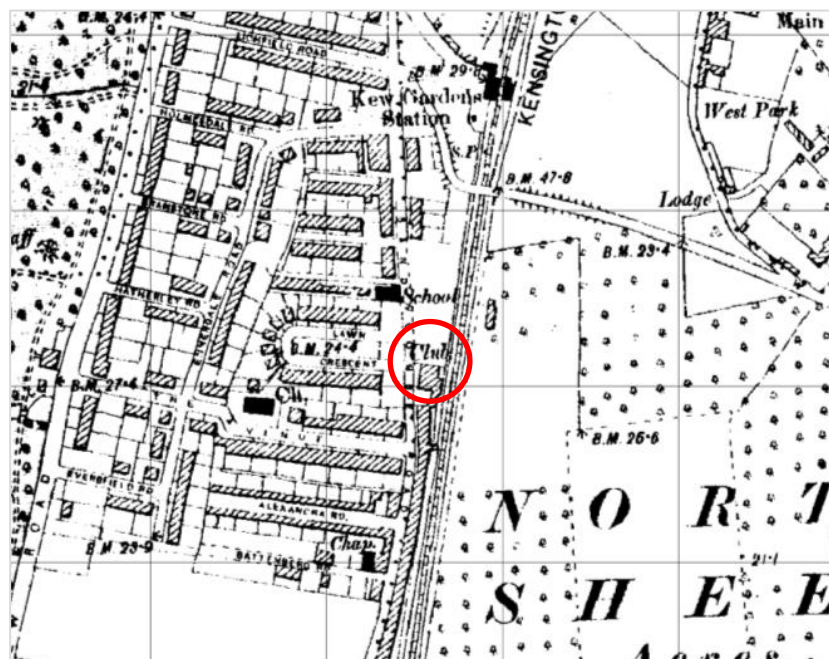


Figure 3.3: 1896 OS map

- 3.12 During the early 20<sup>th</sup> century, further development added to the initial period of suburban growth, and new streets linking Kew Road with Ennerdale Road were constructed to the south, including Walpole Avenue and Fitzwilliam Avenue. A post card photograph dated c.1916-1922, shows these newly-constructed streets, with several plots elsewhere still to be built upon (Figure 3.4).



Figure 3.4: Postcard photograph c.1916-1922<sup>10</sup>

- 3.13 The conservation area sustained very little damage during the Second World War, with only two high explosives hitting the area.<sup>11</sup> The building stock within the conservation area changed relatively little the late-20<sup>th</sup> century, when several infill residential developments of apartment blocks were constructed. There were significant differences between these later interventions and the traditional character, materiality and scale of the conservation area.

***Character and Appearance of the Kew Gardens Conservation Area (Existing)***

- 3.14 The Kew Gardens Conservation Area is focussed around Kew Gardens Station, which is the main transport and commercial hub of the local area, and was the catalyst for the 19<sup>th</sup> century suburban development which grew up in Kew following the construction of the railway. The station precinct includes a variety of architectural scales and styles with several high-quality examples of traditional shop fronts, and has an active and lively

<sup>10</sup> Blomfield, D. *Kew Past*. Phillimore 2004.

<sup>11</sup> [www.bombsight.org](http://www.bombsight.org)

atmosphere arising from its mix of commercial uses and the coming/goings of users of the tube station.

- 3.15 The station is the principal focus of activity within the conservation area, which more widely is characterised by an high-quality townscape of late-19<sup>th</sup> century suburban houses. The linear route of Kew Gardens Road, Sandycombe Road and Ennerdale Road provides a spine through the conservation area, from which numerous smaller residential streets lead.
- 3.16 Late-19<sup>th</sup> century houses are predominant. These are detached and semi-detached villas set within generous, individual garden plots which, along with a plentiful amount of street trees, lend a verdant character to the townscape. More modest terraced houses and cottages are concentrated to the north east of Ennerdale Road, whilst along Ennerdale Road itself and adjoining streets to its west, there are grander, larger scale houses. The conservation area represents a palimpsest of domestic architecture styles of the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, which reflects the iterative process of development following the arrival of the railway.
- 3.17 Though there is some difference in status between houses in the area, there is an overall unity in the material palette and architectural detail found there. Red and yellow London stock brick is overwhelmingly the main building material, with timber window frames, slate and tile roofing, and a small amount of render. As well as materials, elaborate architectural details such as fretted bargeboards, prominent and steep gables, contrasting ridge tiles, bay windows, porches and terracotta detailing feature throughout the conservation area and results in an attractive and comparatively rich townscape character.
- 3.18 As well as the predominant residential use in the conservation area and the focal point of Kew Gardens station, two churches (St Luke's on The Avenue, and Our Lady of Loreto on Leyborne Park) are also landmarks. Leyborne Lodge to the north of the conservation area survives as one of the oldest buildings in the area, pre-dating the suburban expansion, and provides a tangible link to the area's agrarian past.

***Contribution of Setting to Significance of the Kew Gardens Conservation Area (Existing)***

- 3.19 The conservation area is strongly bounded to the east by Sandycombe Road and the railway line, and to the west by Kew Road and the Royal Botanic Gardens. The setting of the conservation area is predominantly residential, though of later origins as the townscape moves away from Kew Gardens station.
- 3.20 To the west, beyond the immediate built townscape, the large, open and verdant space of Kew Gardens spreads west towards the River Thames and beyond. The mature vegetation of Kew Gardens is clearly visible down the lateral streets between Ennerdale Road and Kew Road, which emphasises the verdant character of the conservation area. This is the case particularly at the western end of The Avenue, where entrance gates to the gardens are clearly visible, albeit such views are indirect over and through substantial boundaries.
- 3.21 To the east, the railway line separates the area from the wider built environment of Kew, but generally Kew Gardens Conservation Area is experienced as part of the wider residential (and associated use) townscape of the area. This includes the Kew Road

and Crescent Grove Conservation Areas, which share similar patterns of historic development, character, scale and materiality and contribute positively to the significance of the conservation area.

***Contribution of Site to Significance of the Kew Gardens Conservation Area (Existing)***

- 3.22 No.275 Sandycombe Road is not located within the existing Kew Gardens Conservation Area, but forms a part of its wider townscape setting. The utilitarian materials and design of the building is an anomaly within the wider residential townscape of brick and stucco houses, and its appearance does not contribute to the character or appearance of the conservation area. The building's contribution lies in its continuity of social uses, and historic events and people associated with the building, as opposed to any architectural merit.

**Kew Gardens Conservation Area (Proposed Extension)**

- 3.23 As noted in Section 2, the Council have recently consulted on the proposed extension to the Kew Gardens Conservation Area. A map of the proposed extension area is included at Appendix 2. There appears to be no proportionate assessment of the area's potential special architectural or historic character available to inform this proposed extension. Accordingly, a brief assessment of the character or appearance of this area is included for the sake of completeness of a without-prejudice basis.

***Historic Development***

- 3.24 This small area of terraced and semi-detached housing was developed gradually, with short terraces to the north by the late 19<sup>th</sup> century, and a later phase of infill and addition. As such, by 1920 this small wedge of land between the railway line and Sandycombe Road was fully developed (Figure 3.5).



Figure 3.5: 1896 (L) and 1920 (R) OS maps

***Character and Appearance of Proposed Extension to Kew Gardens Conservation Area***

- 3.25 The character and appearance of this proposed extension is generally consistent with that of the designated conservation area in terms of use, scale and architectural detailing with mature street trees emphasising the suburban qualities of the area. In addition to this, the proposed additional area also has a small amount of associated commercial uses, such as the row of shops in Victoria Parade (at the junction of Sandycombe Road and North Avenue), the small cluster of commercial premises at the junction with Ennerdale Road, the Kew Gardens Hotel, and St Luke's Educational Centre, which reflect the commercial focus by Kew Garden tube station. The vehicular traffic on Sandycombe Road results in a bustling character but at peak rush hours can dominate the experience of this part of the proposed conservation area.

***Contribution of Setting to Significance to Proposed Extension of the Kew Gardens Conservation Area***

- 3.26 The setting of the proposed extension to the Kew Gardens Conservation Area comprises the Lawn Crescent Conservation Area, a high-quality, late 19<sup>th</sup>/early 20<sup>th</sup> century of semi-detached villas. To the east, the area is bounded by poor-quality back-land industrial development, which gives way to the strong boundary of the railway line and does not contribute positively to the significance of the proposed extended conservation area. To the south, the proposed additional area blends into a wider townscape of late-19<sup>th</sup> and early-20<sup>th</sup> century housing, albeit this is of a lesser quality, such that its contribution principally in the continuation of scale and materiality.

***Contribution of Site to Significance to the Proposed Extension of the Kew Gardens Conservation Area***

- 3.27 No.275 Sandycombe Road is consistent with the age and historic pattern of development of this part of the proposed extension to the Kew Gardens Conservation Area. The utilitarian materials and design of the building is, however, an anomaly within the wider residential townscape of brick and stucco houses, and this incongruous contrast results in a harmful juxtaposition with the prevailing with the broadly consistent character and appearance of the building stock of this part of the proposed conservation area. The building's contribution lies in the social uses, and historic events and people associated with the building, rather than any architectural merit.

***Lawn Crescent Conservation Area***

- 3.28 The following assessment of the significance of this designated heritage asset is informed by the Lawn Crescent Conservation Area Statement and the joint Conservation Area Study for the Kew Road, Kew Gardens and Lawn Road Conservation Areas (both 2007).

***Historic Development: Lawn Crescent Conservation Area***

- 3.29 Until the latter decades of the 19<sup>th</sup> century, this very small area remained as part of the wider network of market gardens and agricultural fields, which characterised the area prior to its rapid development. The settlement of Kew was focussed on the relatively few and high-status houses around Kew Green to the north, and the royal residences at the Dutch House (Kew Palace) and the White House within Kew Gardens.
- 3.30 Lawn Crescent was built as part of the suburban growth of Kew in the late-19<sup>th</sup> century. A few buildings to the north and south of the green appear in Stanford's map of 1894

(Figure 3.6), and by 1896 the OS map shows the Lawn Crescent estate complete (Figure 3.7). Whilst the Conservation Area Study and Statement both identify the area as a single residential estate built circa 1900, these historic maps show that it was completed by the closing years of the 19<sup>th</sup> century.<sup>12</sup>



Figure 3.6: Stanford's Map of the County of London (1894)

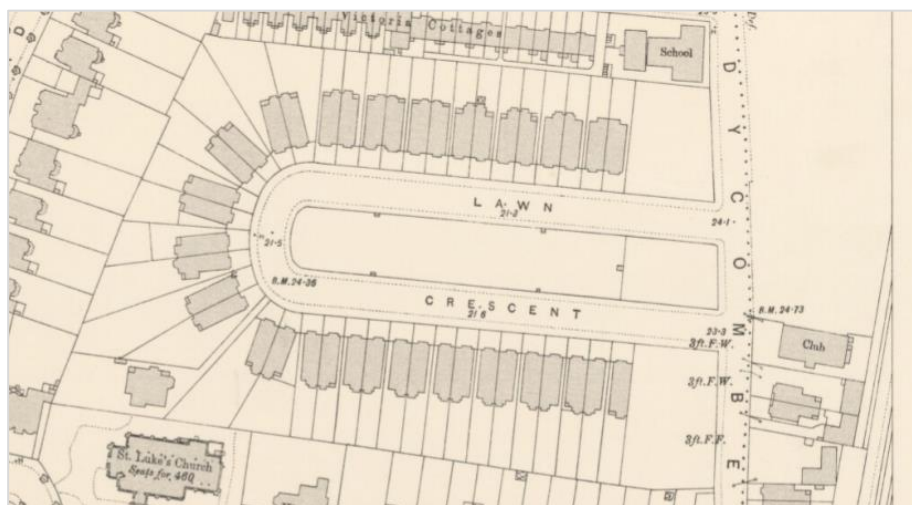


Figure 3.8: 1896 OS map

3.31 By 1913, the houses fronting Sandycombe Road at the two junctions with Lawn Crescent had also been constructed (Figure 3.8). The conservation area has changed very little in terms of its layout and buildings in the intervening years. The Conservation Area Statement written by the Council describes the street as:

*"...an exceptional secluded estate of twenty pairs of unspoilt semi-detached houses enclosing an attractive central green and railings."<sup>13</sup>*

<sup>12</sup> London Borough of Richmond. Lawn Crescent Conservation Area Study, July 2005. And Lawn Crescent Conservation Area Statement, undated.

<sup>13</sup> London Borough of Richmond. Conservation Area Statement for Lawn Crescent. Undated.

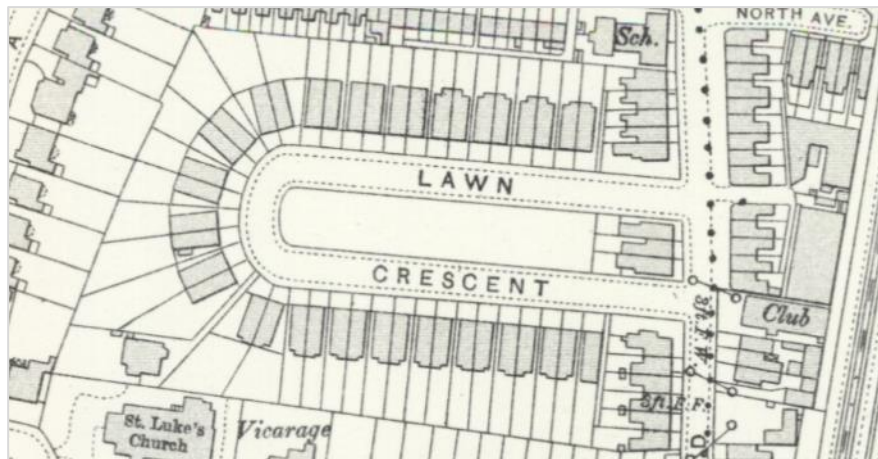


Figure 3.9: 1913 OS map

***Character and Appearance of the Lawn Crescent Conservation Area***

- 3.32 The three small groups of terraced houses, which front Sandycombe Road provide a gateway to the secluded crescent of houses behind. These houses are plainer than the houses on the crescent itself, but are of a scale, materiality and composition which appropriately end-stops the street at its junction with Sandycombe Road.
- 3.33 Within Lawn Crescent, the houses are built in pairs and set within generous garden plots. To the front of the houses, mature planting and vegetation combines with the street trees and central lawn to create a pleasant, verdant, suburban domestic character. This effect is amplified by the central, open space with its mature planting and trees. The rear gardens are also set back-to-back with the rear gardens on neighbouring streets, creating a buffer which adds to the sense of seclusion and removal of this street from the wider residential area.
- 3.34 A mixture of timber gates and brick walls create a strong boundary line between the house plots and the street, though in several places this has been broken down through the creation of off-street parking, involving the removal of boundary walls and the loss of front gardens to hard-standing. The high level of on-street parking also clutters the street scene and detracts from the relationship between the private gardens to the dwelling houses and the shared central green.
- 3.35 The houses are of a unified design and appearance, being consistently two-and-a-half storeys in height, built of red brick with slate mansard roof forms, and timber windows and first floor balconies. Each pair of houses shares a central entrance porch, recessed under a brick archway. To either side, each house has a square bay window and above, a continuous timber balcony with two pairs of French windows.
- 3.36 Terracotta panels featuring floral swags and patterns are set into the first floor elevations, adding attractive visual detail to each house. Within the slate mansard, each house has a central dormer window with gable, fretted bargeboard and finial. Almost all the houses in the conservation area have received piecemeal alterations and additions to their rear elevations over time.
- 3.37 Overall, the character and appearance of the conservation area is derived from street's unified, singular and secluded nature, removed from the rest of the area by nature of the

shape of its layout. Significance is also derived from the high-quality, well-detailed and cohesive nature of the architecture on Lawn Crescent, coupled with the mature, verdant nature of the gardens and public space.

***Contribution of Setting to Significance of the Lawn Crescent Conservation Area***

- 3.38 The conservation area is surrounded on three sides by the rear gardens of houses on the adjacent streets of Victoria Cottages, Ennerdale Road and The Avenue. This buffer zone of private green space contributes to the significance of the conservation area where it emphasises the singularity and self-contained seclusion of the estate.
- 3.39 To the east, the two ends of the crescent adjoin Sandycombe Road, which has a more bustling character with a higher level of both vehicular and pedestrian traffic due to its importance as a spinal route through the area. More broadly, the Lawn Crescent Conservation Area can be appreciated as part of the wider area of late-19<sup>th</sup> century residential development in Kew, which includes the Kew Garden and Kew Road Conservation Areas, where a commonality of scale, materiality and use creates a cohesive setting, which enhances its particular heritage significance.

***Contribution of Site to Significance of the Lawn Crescent Conservation Area***

- 3.40 The corrugated iron building is prominent on the far side of Sandycombe Road, when looking eastwards along the southern arm of the Crescent. The utilitarian materials and design of the building is an anomaly against the consistent, unified architectural character of the Crescent, and bares no relation to the characteristic materials, design, use or overall character of Lawn Crescent Conservation Area. As such, whilst No.275 Sandycombe Road forms part of the setting of the conservation area, it has a strong, incongruous relationship and does not contribute positively to its significance.

**No.275 Sandycombe Road (Non-Designated Heritage Asset)**

- 3.41 As noted in Section 2, whilst No.275 Sandycombe Road has been identified as a BTM by the Local Authority there appears to be no assessment of the building's particular, local heritage significance. Accordingly, a proportionate summary of significance is provided here for the sake of completeness.

***Corrugated Iron Structures: Historic Context***

- 3.42 As established later in this Section, the existing structure has its origins as amid-19<sup>th</sup> century corrugated iron church. As such, prior to considering the historic development and its particular heritage significance, a broad summary of the context in which this type of structure was developed.
- 3.43 Corrugated iron structures are a product of the 19<sup>th</sup> century's confidence in the technical performance of new industries. The use of corrugated iron sheets as a roofing system for large spans was first patented by Henry Robinson Palmer in 1829<sup>14</sup>. Initial difficulties in ensuring adequate long-term performance of corrugated metal sheets meant that technology developed rapidly during the 1830s and 40s (both in England and the Continent) to allow more efficient production and galvanising of the metal sheets to improve longevity.
- 3.44 The inherent flexibility and robustness of this new material was quickly exploited for a range of building types, including churches (the 'tin tabernacles'), temporary residential

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<sup>14</sup> Thomson, J, (2011). *Corrugated Iron Buildings*. Shire Publications Ltd: Oxford



accommodation, community halls, schools, mission rooms, theatres, ball rooms and hospitals. Latterly, the material was used to construct the 'Nissan huts' of the Second World War. As such structures were readily demountable and easily distributed they were soon exported around the world, often associated with short-lived ventures where temporary accommodation was required i.e. the American and South African 'gold rush' but equally provided permanent houses/structures, notably in Australia.

- 3.45 For the purposes of this report it is only necessary to consider churches constructed using this method but it is important to note that such structures form part of a broader building tradition.
- 3.46 The rapid rise in the construction of temporary, corrugated iron churches arose from the complex and changing social and religious life of England during the mid-late 19<sup>th</sup> century. With the development of industry and the associated rapid growth of urban centres there was increasing concern about the moral and spiritual well-being of the urban population in particular. Accordingly, along with the social reforms associated with improving building stock, working and conditions and hygiene, there was also rapid growth in church attendance with the spread of non-Conformism and the fracturing of various sects resulting in a diverse range of denominations and congregations<sup>15</sup>. These new and expanding congregations needed to be accommodated and corrugated iron structures provided an affordable, pragmatic and readily available solution.
- 3.47 The majority of corrugated iron churches were intended to provide short-term accommodation whilst the pastor and his congregation collected sufficient funds to the construction of a permanent place of worship<sup>16</sup>. Similar concerns were often the driving factor for paternalistic/philanthropic foundation of churches<sup>17</sup>. The structures were designed to be flexible and easily constructed/disassembled to allow them to be transported great distances and provide users with flexibility to adapt and/or extend in response to changing circumstances.
- 3.48 The 'tin tabernacles' were generally constructed on a rudimentary brick/rubble/mortar foundation. The construction of corrugated iron churches was relatively simple and consisted of a simple bolt-together frame, with a roof structure normally consisting of purlins spanning between exposed, principal trusses<sup>18</sup>. The internal walls would be clad with tongue and groove match board pine with a range of flooring methods.
- 3.49 Manufacturers were aware that corrugated iron buildings might be seen as utilitarian and unattractive, and were keen to promote aesthetically pleasing products<sup>19</sup>. This is particularly evident in the design of prefabricated churches, which had to be practical, cheap and ecclesiastical in character. One firm, Francis Morton & Company, were sufficiently concerned that they established a special department for the manufacture of iron churches, under the direction of the firm's architect, in the mid-1860s<sup>20</sup>. As a consequence, many prefabricated churches of the period were quite elaborate, incorporating Gothic windows, porches, clerestories, steeples and bell towers as well as

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<sup>15</sup> Smith, I. (2004). Tin Tabernacles: Corrugated Iron Mission Halls, Churches and Chapels of Britain. Camrose Organisation: Wiltshire

<sup>16</sup> Smith, I. (2004). Tin Tabernacles: Corrugated Iron Mission Halls, Churches and Chapels of Britain. Camrose Organisation: Wiltshire

<sup>17</sup> Thomson, J. (2011). Corrugated Iron Buildings. Shire Publications Ltd: Oxford

<sup>18</sup> Smith, I. (2004). Tin Tabernacles: Corrugated Iron Mission Halls, Churches and Chapels of Britain. Camrose Organisation: Wiltshire

<sup>19</sup> Thomson, J. (2011). Corrugated Iron Buildings. Shire Publications Ltd: Oxford

<sup>20</sup> Thomson, J. (2011). Corrugated Iron Buildings. Shire Publications Ltd: Oxford

decorative elements such as barge boards and ridge ventilators. The interiors of such churches were varied and could often be quite austere with the whitewashed match boarding left exposed or, on occasion, grand and verging on the opulent (Figure 3.10).

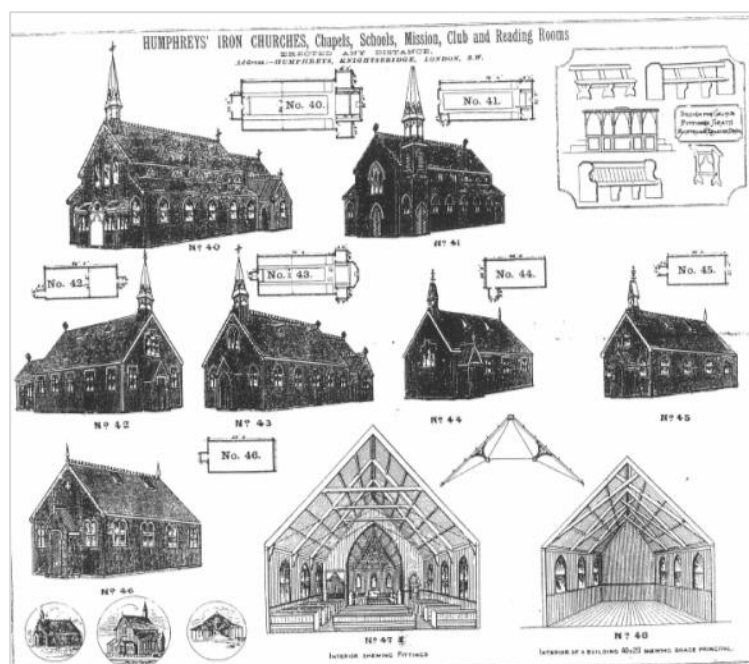


Figure 3.10: Sample page of a J C Humfrey's Catalogue

3.50 The last decades of the 19<sup>th</sup> century were the peak period of corrugated iron construction. The maturing industry was now capable of extensive and rapid production with an improved quality of product. Associated with this increased level of production was a significant reduction in price. This allowed the early promise of corrugated iron building technology to be fully realised<sup>21</sup>. Corrugated iron structures continued to be constructed into the 20<sup>th</sup> century, however, their popularity declined in the face of broader societal changes and the development of new materials and building technology<sup>22</sup>.

#### ***Historic Development of Site***

3.51 The existing building was originally used as a church to serve the rapidly burgeoning population in the area. It was erected in 1876, on the opposite side of Sandycombe Road, to house St Luke's Church and School. In 1889, the current St Luke's Church was built in The Avenue, which catered for the vastly expanded population. The redundant corrugated iron building was moved to its current location, and reopened as The Victoria Working Men's Club in 1892.<sup>23</sup> The original site of the corrugated iron church was used to build a school, which remains extant today as the St Luke's Educational Centre. The OS map of 1896 shows the school, newly-built church, and 'club' building following this period of rearrangement, and this is how the three buildings are found today (Figure 3.11).

<sup>21</sup> Thomson, J. (2011). Corrugated Iron Buildings. Shire Publications Ltd: Oxford

<sup>22</sup> Smith, I. (2004). Tin Tabernacles: Corrugated Iron Mission Halls, Churches and Chapels of Britain. Camrose Organisation: Wiltshire

<sup>23</sup> Blomfield, D. *Kew Past*. Phillimore 2004.

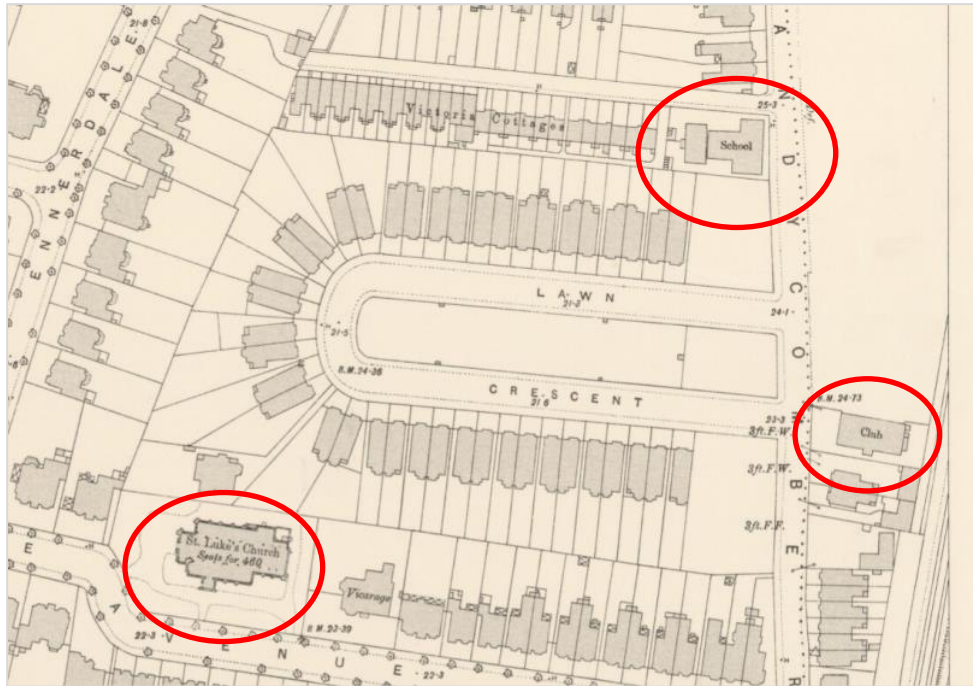


Figure 3.11: 1896 OS map

3.52 The principal part of the building was last used as a working men's club and snooker hall. The social club gained a wide reputation as "a mecca for ministers, Bishops, prime ministers, and innumerable members of the royal family".<sup>24</sup> According to Blomfield, this association began when a club member, who had worked as a builder at Buckingham Palace, persuaded the Prince of Wales to attend the club's annual dinner. During the First World War, a large amount of money was raised to send cigarettes to soldiers fighting in France and other theatres, and these efforts also attracted the attention of the higher echelons of government and royalty (Figure 3.12).<sup>25</sup>



Figure 3.12: Photograph of a royal visit by the Duke and Duchess of York

<sup>24</sup> Blomfield, D. *Kew Past*. Phillimore 2004.

<sup>25</sup> Blomfield, D. *Kew Past*. Phillimore 2004.

- 3.53 The club hosted local concerts and dances, and provided an important local venue for leisure and entertainment during its active years (Figure 3.13). However, the building ceased to function as a working men's club in 1980 and the building has been vacant since.<sup>26</sup> The later rear addition has is in use as a popular martial arts club.

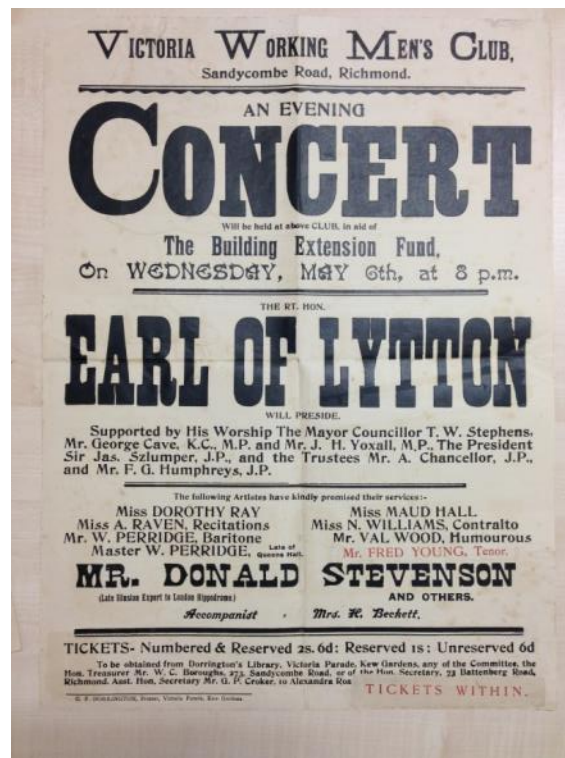


Figure 3.13: Undated early-20<sup>th</sup> century concert poster

#### ***Architectural Character***

- 3.54 Historic plans dating from the building's relocation to its existing position show it as it was originally conceived (Figures 3.14 and 3.15). It is clear that the design of the church considered aesthetics, and included typical features of ecclesiastical architecture such as a bellcote, Gothic windows with tracery, large east and west windows, and an entrance porch. This is typical of 19<sup>th</sup> century corrugated iron churches of the period (Figure 3.10).

<sup>26</sup> Blomfield, D. *Kew Past*. Phillimore 2004.

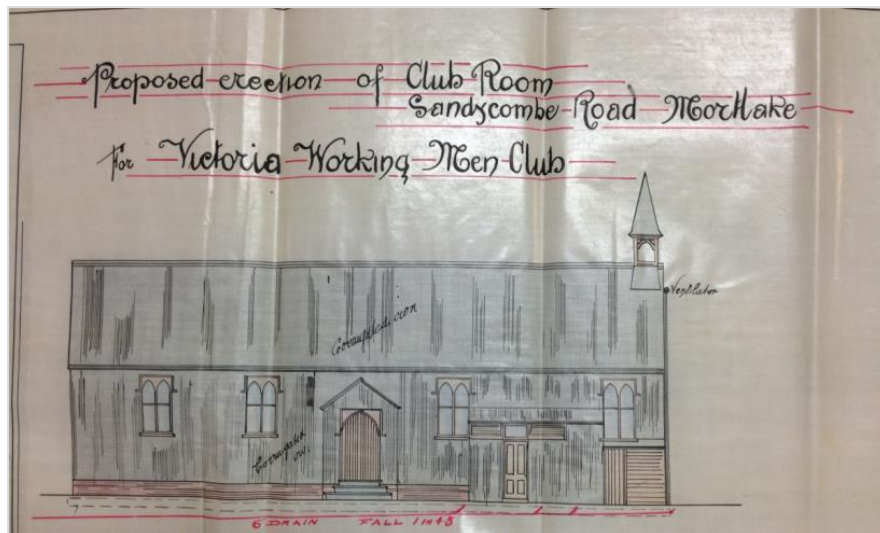


Figure 3.14: Original south elevation

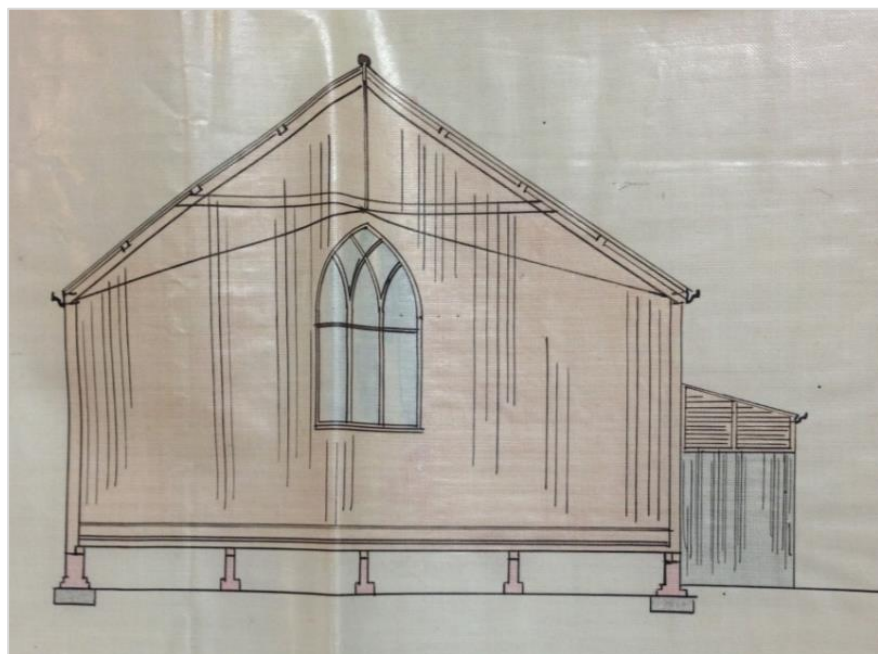


Figure 3.15: Original section through the building looking east

- 3.55 As found today, there is no evidence that these original external features remain. These key design features, which expressed the original function as a place of worship, have been lost and this has diminished the aesthetic value of the building and the legibility of its original purpose (Figure 3.16).



*Figure 3.16 – Existing elevations*

- 3.56 A photograph from the early-20<sup>th</sup> century, shows the west window facing Sandycombe Road as still extant (Figure 3.17). As found today, this window is no longer present and the main entrance to the building is located in this elevation. This is an extremely plain, utilitarian and diminutive entrance, of a much poorer quality than the original porch (Figure 3.18). The front elevation is now non-descript with no articulation or architectural detailing that would elevate it above the utilitarian.



*Figure 3.17: Photograph of front elevation<sup>27</sup>*

<sup>27</sup> Blomfield, D. *Kew Past*. Phillimore 2004.



*Figure 3.18: Entrance to the building in the west elevation*

- 3.57 All external features associated with the original function of the building (and its subsequent use as a social club) have now been removed; resulting in the existing plain and utilitarian appearance. The only decorative features that remain, albeit of no particular value, are two simple ventilation cupolas (Figure 3.19). These features are not original to the church use of the building (Figures 3.14 and 3.15) and must be subsequent additions with no firm date. They are minor elements and do not enliven or enrich the overarching mass and bulk of this plain building.



*Figure 3.19: Ventilation cupolas*

- 3.58 Finally, the historic photograph (Figure 3.17) shows the original boundary consisted of a low brick wall, with iron railings above, and entrance gates. Today, the street boundary is defined by a concrete post and chain link fence, which is unsightly and a negative element of the townscape. The pair of iron gates is of no particular age or rarity value and in poor condition (Figure 3.20). Overall, the boundary treatment is of poor quality and detracts from the streetscene through their appearance and condition.



Figure 3.20 – Concrete post and chain link face around the site boundary

- 3.59 Historic plans show that a small addition to the site was proposed in 1907, though as found today, the late-20<sup>th</sup> century rear and side extensions occupy the building plot to the extent of its boundaries. It is unclear whether the 1907 was ever received permission and/or erected (Figure 3.21). The 1907 plan does depict the entrance porch to the south elevation, and it is clear that the alterations to remove this feature and other external elements had not yet been executed.

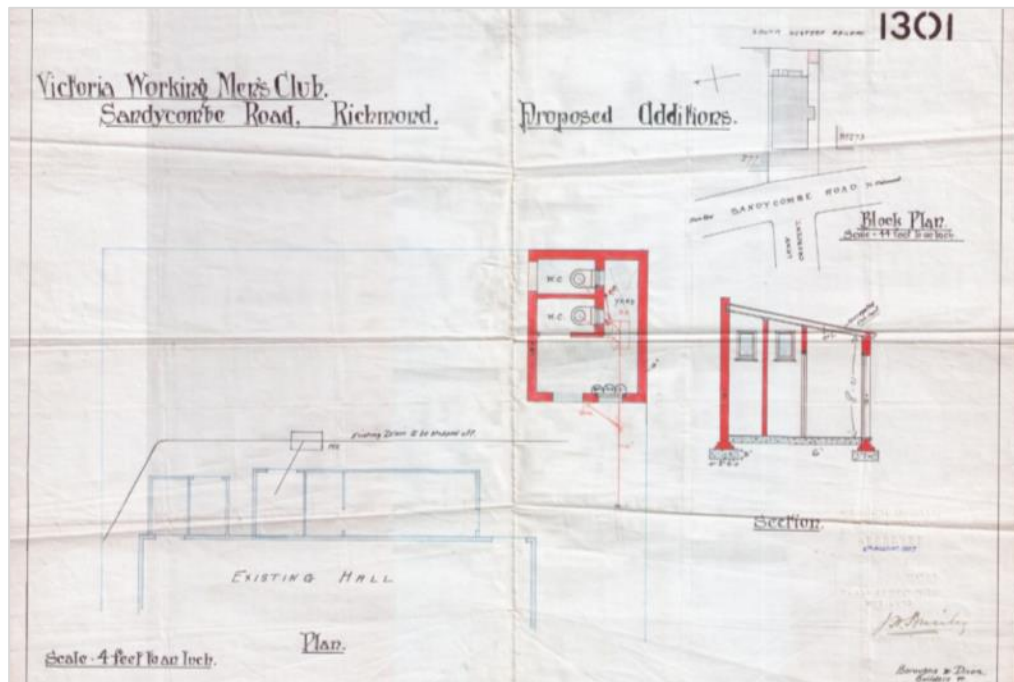


Figure 3.21: Proposed plans for a small addition to the rear corner of the building plot

- 3.60 The rear of the building has been extended with a single-storey lean-to corrugated iron addition, seemingly of late-20<sup>th</sup> century date (Figure 3.22). To the south-eastern corner, there is a smaller single-storey breeze block addition, also thought to date from the late 20<sup>th</sup> century (Figure 3.23).





*Figure 3.22: Later, lean-to extension at rear*



*Figure 3.23: Late-20<sup>th</sup> century breeze block addition*

- 3.61 The later extensions to the side and rear of the principal building are utilitarian structures of 20<sup>th</sup> century date. These parts of the site are of no particular heritage significance and are not considered further as part of this report, except to note that they do not contribute to the potential heritage interest of the principal building.

### **Heritage Significance**

- 3.62 Given the age and nature of the existing building on Site, it does not derive any significance from archaeological/evidential value. The building may have some very limited communal value arising from their former use as a community facility; however, the value associated with this former use has been reduced by the long term vacancy of the former snooker club. Without wishing to lessen any potential social value ascribed to the site by this community of interest, this necessarily relates more to its former use rather than the building itself, and does not amplify any minor local heritage interest it may have.

- 3.63 The corrugated iron building at No.275 Sandycombe Road has been described as “*the least prepossessing building in the whole of Kew.*”<sup>28</sup> Though originally designed with some limited architectural and aesthetic interest as part of the late-19<sup>th</sup> century peak period of corrugated iron construction, the original features of ecclesiastical architecture have all been removed and the building now appears extremely plain and utilitarian and is in a dilapidated condition, with no hints as to its original appearance or purpose. There is no architectural detailing or articulation that would raise the quality of the building beyond non-descript.
- 3.64 Moreover, the building now does not compare favourably with other examples of pre-fabricated churches of the period (Figure 3.24). By the time the building was originally constructed the design of corrugated iron churches were well-advanced and had developed into a well-defined building typology<sup>29</sup> (Figure 3.25). The existing building could easily be mistaken for any number of prefabricated building types and there are no readily perceptible external diagnostic features to indicate its age or origins.
- 3.65 Moreover, in the local townscape, the building contrasts strongly with the late 19<sup>th</sup> and early 20<sup>th</sup> century building stock, which is generally attractive, albeit entirely standard for the period. The difference in materiality, form, scale and character is incongruous; amplified by the building’s dilapidated appearance. This is most noticeable from within the Lawn Crescent Conservation Area, where the building is prominent on the far side of Sandycombe Road when looking eastwards along the lower arm of this crescent.



Figure 3.24: No.275 Sandycombe Road

<sup>28</sup> Blomfield, D. *Kew Past*. Phillimore 2004.

<sup>29</sup> Thomson, J, (2011). *Corrugated Iron Buildings*. Shire Publications Ltd: Oxford



Figure 3.25 - View eastwards from Lawn Crescent

- 3.66 The building's external appearance has also changed markedly from its most intensive and famous period of use, during the very late-19<sup>th</sup> and 20<sup>th</sup> century as a Working Men's Club, when it was the focus of a high level of social activity. Accordingly, the structure is not considered to be of any particular architectural interest. This assessment was confirmed by the Inspector at the previous appeal and seemingly accepted by the Council at the same appeal<sup>30</sup>:

*"The existing club occupies a single storey building clad in corrugated metal sheeting. The building is set back a little from the street frontage. It has a dilapidated appearance. The building is identified as one of Townscape Merit, but it is not listed and is not in a conservation area. There is therefore no statutory control over its demolition relevant to this appeal. I have not seen any clear explanation of why the building is identified as one of Townscape Merit. **The Council does not oppose redevelopment in principle and accepts that the building's significance is not because of its visual appearance, but because of its historical and cultural importance** [our emphasis]. There are references to historical associations, including visits by royalty."*

- 3.67 It is therefore necessary to consider the building's potential historic interest. It has an unusual and varied history, first as a place of worship (albeit on a different site), then as an active social club, and latterly as a snooker hall. Through all of these uses, the building has had a role a social venue for community gatherings, and local leisure and entertainment. During the two World Wars and the inter-war years, due to significant contributions to the war effort, the social club attracted relatively long-standing associations with the higher echelons of society, including members of government and the royal family. The building's historic interest is therefore derived from its varied history as a local community venue for a diverse range of social functions.
- 3.68 This historic value is of only limited local interest and, more importantly, is no longer legible from the building's existing appearance, which has significantly changed from that associated with these events. This has significantly reduced the weight to be attached to this historic value.

<sup>30</sup> APP/L5810/A/11/2152221

## 4. Impact Assessment

- 4.1 The relevant heritage policy and guidance context for consideration of the proposed development is set out in full in *Appendix 3*. This includes:
- the statutory duties of the Planning (Listed Buildings & Conservation Areas) Act 1990 including the requirement to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas;
  - national policy set out in the Framework; and
  - local policy for the historic environment and other relevant material considerations.
- 4.2 In accordance with the requirements of the Framework the significance, including the contribution made by setting to the significance of the identified heritage assets, has been described at Section 3.
- 4.3 The Framework sets out that local planning authorities should identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the effect of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.
- 4.4 Importantly, account should be taken 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.
- 4.5 The Framework also highlights that when considering the impact of proposals on the significance of designated heritage assets great weight should be given to their conservation, and the more important the asset the greater the weight should be.
- 4.6 In considering development affecting non-designated heritage assets, paragraph 135 requires that the effect of an application on their significance should be taken into account in determining the application. It requires decision makers, in weighing applications that affect directly or indirectly non designated heritage assets, to make a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.
- 4.7 Local planning authorities are also encouraged to look for opportunities for new development within conservation areas and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of a heritage asset should be treated favourably.

## Demolition of No. 275 Sandycombe Road (Building of Townscape Merit)

- 4.8 The 2011 planning appeal<sup>31</sup> provides relevant context in which the proposed development should be considered. A detailed summary of the findings of the Inspector's decision letter is contained within the Planning Statement prepared by Maven Plan, however, those elements relevant to the consideration of demolishing the existing building are summarised here for ease of reference.
- 4.9 An application for planning permission<sup>32</sup> for the redevelopment of the site to provide replacement ground floor club accommodation for billiards and recreation and 8 x 1 bed flats on first and second floors following demolition of the building was appealed against a failure to the local authority to determine the application within the prescribed period.
- 4.10 The appeal decision clearly demonstrates that the demolition of the existing building is acceptable as a matter of principle, subject to securing an appropriate replacement building and sufficient mitigation i.e. preservation by record. Moreover, the Inspector clearly states that the aim of Development Management Plan Policy DM HD3 (Buildings of Townscape Merit) i.e. to preserve or enhance BTMs, does not appear realistic in this case:
- “The building contrasts with the mainly Edwardian style buildings in the vicinity and appears rather incongruous in the street scene. UDP policy BLT4 and DMP policy HD3 apply to buildings of Townscape Merit and their aim is primarily the preservation and enhancement of such buildings. Such an aim does not appear realistic in this case. Subject to a condition to require documentation of the building for archiving and the preservation of any historic artefacts, I consider that the loss of the building would not harm the character or appearance of the area or materially conflict with the policies for such buildings.”*
- 4.11 Whilst the appeal decision dates from 2011, and thus before the introduction of the Framework in 2012, there has been no material change in heritage policy with regard to non-designated heritage assets; a concept introduced by Planning Policy Statement 5. There was, as a matter of fact, a policy basis in place 2011 to resist the demolition of the existing building as a matter of principle, if the Inspector had considered that its significance warranted such resistance to have been appropriate. The Inspector's decision demonstrates that he was satisfied that, all other matters being satisfactory, that whatever local significance the buildings may have could be sustained through the preparation of a building record and the preservation of any historic artefacts of value<sup>33</sup>.
- 4.12 This proportionate approach to balancing the effects of proposals against the particular significance of a heritage asset remains a consistent 'thread' running through national policy from PPG15, PPS5 and latterly through to the Framework.
- 4.13 Accordingly, subject to a condition requiring the preparation of a building record (to a level agreed with the Local Authority and in accordance with the relevant Historic England guidance) salvage of any features of historic interest the demolition of this

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<sup>31</sup> APP/L5810/A/11/2152221

<sup>32</sup> 11/0609/FUL

<sup>33</sup> APP/L5810/A/11/2152221

building would mitigate its demolition in accordance with paragraph 135 of the Framework and Development Management Plan Policy DM HD3.

#### **Existing Kew Gardens Conservation Area**

- 4.14 Notwithstanding the Council's stated intention to extend the Kew Gardens Conservation Area to include the Site (as part of a broader stretch of townscape), the existing building is currently not located within a conservation area. Accordingly, there are no statutory controls restricting its demolition. The Inspector, in the context of the previous appeal, confirmed that the demolition of the building would not harm the character or appearance of the area.
- 4.15 Though within the setting of Kew Gardens Conservation Area, it has been established in Section 3 that the building's architecture and aesthetic makes no contribution to its significance, and rather any contribution is limited to the social uses, and historic events and people which are associated with the site.
- 4.16 Accordingly, the proposed mix of uses, including residential and community will sustain the traditional pattern of use in this part of the conservation area's setting in accordance with paragraphs 131, 132 and 137 of the Framework and Policy DM HD 1 of the Development Management Plan.

#### **Proposed Extended Kew Gardens Conservation Area**

- 4.17 Even were the building to be located in the extended Kew Gardens Conservation Area, it has been established in Section 3 of this report that any positive contribution to its significance would be derived from the building's historic associations rather than its architectural character or fabric. In this regard, subject to securing an appropriate replacement scheme then there would be no harm caused to the character and appearance of the conservation area, or the overall significance of this heritage asset.
- 4.18 As an additional level of appropriate mitigation, a programme of building record (to a level agreed with the Local Authority and in line with Historic England's guidance) and salvage of any items of historic interest prior to demolition. Together with an appropriate replacement building such a building record would be sufficient to offset the impact arising from the proposed development given the building's particular contribution to the character or appearance of the proposed, extended conservation area.
- 4.19 In this regard, the application proposals adopt a considered approach to the design that responds to the character and appearance of the surrounding townscape in terms of materiality, scale and character. It also ensures that an appropriate transition in scale between No.277 Sandycombe Road (a BTM) and No.273 Sandycombe Road and will integrate successfully into the streetscape. This will also provide an appropriate, subservient relationship to the high-quality, commercial scale of No.277 Sandycombe Road.
- 4.20 The application proposals are set back from the street edge by a low brick wall and front garden. This is consistent with the character of the residential elements of the proposed, extended conservation area and is a significant enhancement upon the existing situation.
- 4.21 To the rear of the site, where the context is more varied and includes structures of light-industrial character, contemporary residential dwellings and the rail line a simpler, more

contemporary approach has been adopted. This approach is considered to be an appropriate approach to the varied context of the Site and will sustain the significance of the proposed, extended conservation area.

- 4.22 The proposed mix of uses is consistent with the character of the proposed conservation area. This includes the retention of the long-standing community use. This mix of uses provides active frontages to Sandycombe Road, an improvement upon the existing situation of a largely blank frontage, in a manner that responds appropriately to the character of the conservation area. Accordingly, the proposed mix of uses is considered to be appropriate and will sustain the significance of the proposed, extended conservation area.
- 4.23 In the event that the extended conservation area is extended, the application proposals will sustain and better reveal its particular significance (preserve or enhance its character or appearance) in accordance with the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990, paragraphs 131, 132 and 137 of the Framework and Policy DM HD 1 of the Development Management Plan.

#### **Lawn Crescent Conservation Area**

- 4.24 It has been established in Section 3 of this report that, though the Site is located within the setting of the conservation area, it makes no contribution to the significance of the designated heritage asset.
- 4.25 The proposed replacement scheme will deliver a high-quality interpretation of the traditional, local townscape in terms of materiality, scale and architectural character. The proposed building will terminate views out of the conservation area in a more appropriate manner than the existing, utilitarian structure. When considered in conjunction with the improved boundary treatment and soft landscaping, the proposed development is considered to be a significant enhancement to the setting, and therefore significance, of the conservation area.
- 4.26 Accordingly, the proposed development will enhance the character and appearance of the Lawn Crescent Conservation Area in accordance with paragraphs 131, 132 and 137 of the Framework and Policy DM HD 1 of the Development Management Plan.

## 5. Summary and Conclusions

- 5.1 This Heritage Statement has been prepared by Turley Heritage on behalf of ACI Properties Ltd in support of an application for planning permission for:
- “Demolition of the existing hall and the erection of a new community facility building and 7 flats.”*
- 5.2 The existing building has been identified as a Building of Townscape Merit (BTM) by LB Richmond-upon-Thames (a non-designated heritage asset for the purposes of the Framework). The Site is also located in close proximity to a wide range of other BTMs on Sandycombe Road and Lawn Crescent (also a conservation area). The Local Authority has also recently consulted on proposed extensions to the Kew Gardens Conservation Area, which would include the Site. It is understood that at the time of preparing this report that the Site remains outside of the conservation area, although we consider the potential implications arising from conservation area designation as part of this report for the sake of completeness.
- 5.3 Importantly, the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty upon the local planning authority in determining applications for development affecting conservation areas to pay special attention to the desirability of preserving or enhancing the character or appearance of the area. Importantly, however, the concept of the setting of a conservation area is not enshrined in the legislation and does not attract the weight of statutory protection. Moreover, there is no statutory protection or additional weight afforded to areas proposed for conservation area designation.
- 5.4 By contrast, in considering development affecting non-designated heritage assets, paragraph 135 only requires that the effect of an application on their significance should be taken into account in determining the application. It requires decision makers, in weighing applications that affect directly or indirectly non designated heritage assets, to make a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.
- 5.5 As outlined in the Planning Statement prepared by Maven Plan, the applicant has had extensive pre-application discussions with the Local Authority during the preparation of the current applications, which have been refined in response to the feedback received.
- 5.6 The proposals have been considered in response to a proportionate understanding of the character and appreciation of the Kew Road Conservation Area (as existing and proposed) and the Lawn Crescent Conservation Area and the contribution made by the existing buildings to its significance. A description of the significance of the conservation area is set out in Section 3 of this Statement, based on proportionate archival research and visual inspection.
- 5.7 The existing building has been identified as a BTM by the Local Authority, albeit without an available assessment of its particular heritage significance. Accordingly, Section 3 contains an assessment of its particular heritage significance as a much-altered corrugated iron chapel latterly used for a range of commercial uses. This assessment of heritage interest is set in the context of a summary of the broader context of corrugated iron structures.



- 5.8 Given the degree of alteration to the building it is now a utilitarian structure of poor architectural quality that has a run down and dilapidated appearance. Its heritage interest, and contribution to the significance of the conservation areas, as existing and as proposed, is derived from its historic associations during the First and Second World Wars and visits by foreign dignitaries and members of the royal family. This historic value has been eroded by the condition of the building and removal of any external architectural features that were in situ at the time of these events.
- 5.9 The heritage interest of the existing building was considered as part of a previous appeal where the Inspector concluded that there was no objection to its demolition subject to the preparation of an appropriate Building Record and salvage of any historic artefacts and a replacement building of suitable quality.
- 5.10 Section 4 undertakes a review of the proposals and their impact on the significance of the heritage assets, in light of the relevant statutory duty and heritage policy and guidance. In light of the history of the particular heritage interest of the existing building, and its contribution to the character or appearance of the conservation areas (as existing and proposed) i.e. associative historic interest but no architectural value, it is considered that its demolition will not result in a loss of heritage significance, subject to securing an appropriate Building Record and salvage strategy. The proposed replacement building will enhance the character and appearance of the existing and proposed conservation areas.
- 5.11 The application proposals will therefore, overall, satisfy the objectives of the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the Framework (paragraphs 131, 132 and 137), policy 7.8 of the London Plan, and relevant local policy and guidance for the historic environment set out in the Local Authority's Core Strategy, Development Management Policies and relevant supplementary planning documents/guidance.

# **Appendix 1: Map of Existing Kew Gardens and Lawn Crescent Conservation Areas**

# Kew Road, Kew Gardens & Lawn Crescent

The Royal Botanic Gardens, Kew is now a World Heritage Site  
 "Buffer Zones" around a World Heritage Site are recommended by UNESCO for the proper conservation of the cultural property.  
 Application for development or changes of use in this Buffer Zone will need to demonstrate they are compatible with the primary aim of safeguarding the outstanding universal value of the World Heritage Site

**KEY**

- Conservation Area boundary
- Conservation Area boundary extension
- Listed Building
- Building of Townscape Merit
- New Building of Townscape Merit
- Article 4(2) Direction
- New Article 4(2) Direction
- World Heritage Site Buffer Zone

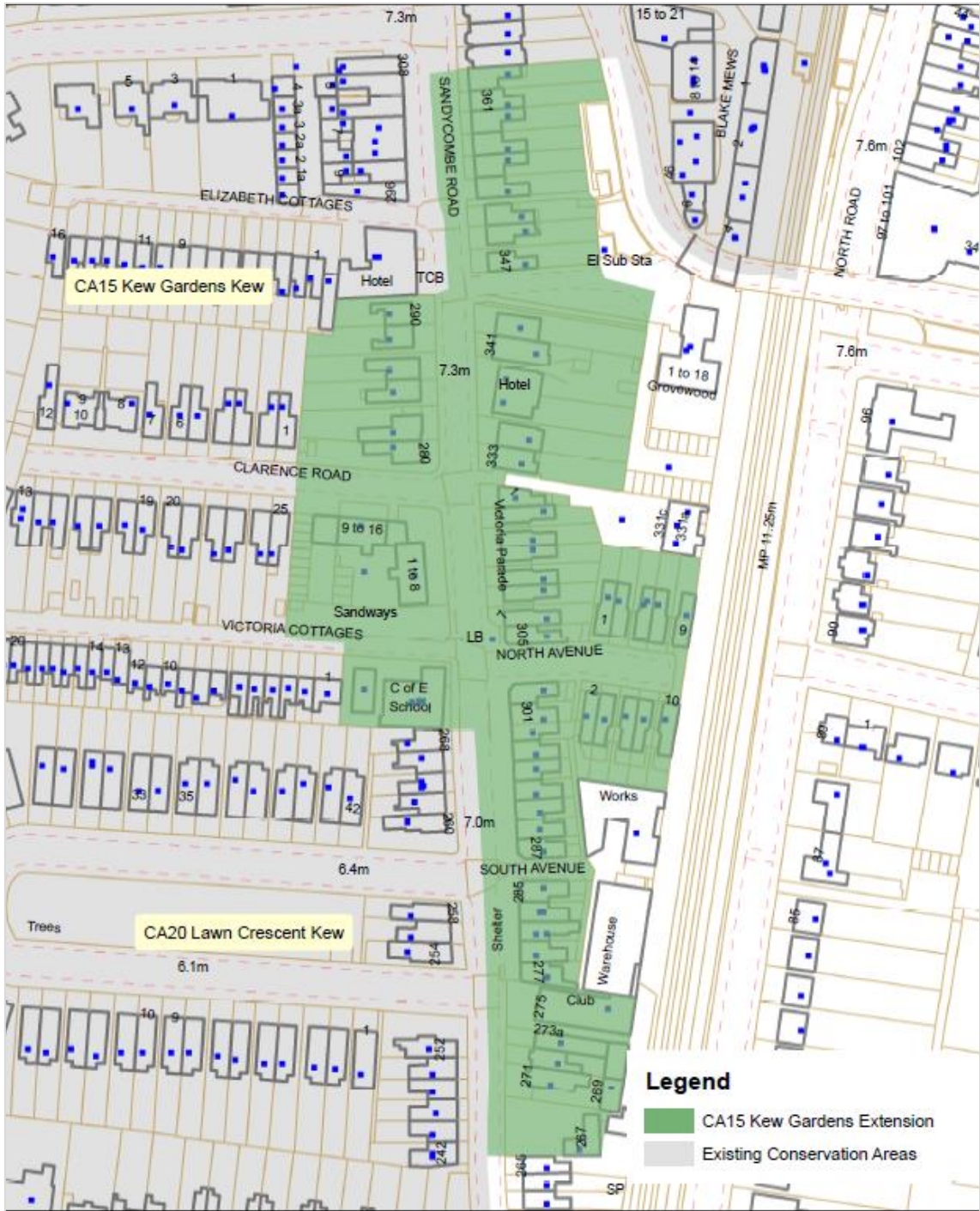


## CONSERVATION AREAS

- 19 Kew Gardens
- 20 Lawn Crescent
- 66 Kew Road

not to scale  
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**Appendix 2: Map of Proposed Extension  
(2015) to Kew Gardens  
Conservation Area**



**Legend**

- CA15 Kew Gardens Extension
- Existing Conservation Areas

## **Appendix 3: Heritage Legislation, Policy and Guidance**

## Introduction

The application proposals for the site should be considered in light of policy and guidance in respect of heritage assets. The statutory duties, national policy and guidance, regional and local plan policies relevant to proposals on the site are summarised below:

## Statutory Duty

### **The Planning (Listed Buildings and Conservation Areas) Act 1990**

With regard to applications for planning permission within conservation areas, the Planning (Listed Buildings & Conservation Areas) Act 1990 outlines in Section 72 that:

*“s.72(1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”*

Recent case law<sup>34</sup> has confirmed that Parliament’s intention in enacting section 66(1) of the 1990 Act was that decision-makers should give “considerable importance and weight” to the desirability of preserving the setting of listed buildings, where “preserve” means to “to do no harm” This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. Case law has confirmed that this weight can also be applied to the statutory tests in respect of conservation areas<sup>35</sup>. The Secretary of State has confirmed<sup>36</sup> that ‘considerable importance and weight’ is not synonymous with ‘overriding importance and weight’.

Importantly, however, the concept of the setting of a conservation area is not enshrined in the legislation and does not attract the weight of statutory protection<sup>37</sup>. Moreover, there is no statutory protection or additional weight afforded to areas proposed for conservation area designation.

### **The National Planning Policy Framework, 2012**

The National Planning Policy Framework was introduced in March 2012 as the full statement of Government planning policies covering all aspects of the planning process. Chapter 12 (pg.30) outlines the Government’s guidance regarding conserving and enhancing the historic environment.

Paragraph 128 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 129 sets out the principles guiding the determination of applications affecting designated and non-designated heritage assets, and states that:

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<sup>34</sup> Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18<sup>th</sup> February 2014

<sup>35</sup> The Forge Field Society v Sevenoaks District Council [2014] EWHC 1895 (Admin); North Norfolk District Council v Secretary of State for Communities and Local Government [2014] EWHC 279 (Admin)

<sup>36</sup> APP/H1705/A/13/2205929

<sup>37</sup> APP/H1705/A/14/2219070

*'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal . . . They 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.'*

Paragraph 131 elaborates that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

### ***Designated Heritage Assets***

Paragraph 132 regards the determination of applications affecting designated heritage assets. It outlines that great weight should be given to the asset's conservation when considering the impact of a proposed development on the asset's significance. The more important the heritage asset, the greater the weight should be.

Paragraph 132 goes on to specify that any harm or loss should require clear and convincing justification. It states that;

*'Substantial harm to or total loss of significance of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.'*

Paragraph 133 outlines that Local Planning Authorities should refuse consent where a proposed development will lead to substantial harm or total loss of significance of a designated heritage asset, unless it can be demonstrated that this is necessary to deliver substantial public benefits that outweigh such harm or loss or all of the following apply:

- The nature of the heritage asset prevents all reasonable uses of the site; and
- No viable use of the heritage asset can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant funding or some form of charitable or public ownership is demonstrably not possible; and
- The harm or loss is outweighed by bringing the site back into use

Paragraph 134 concerns proposed development which will lead to less than substantial harm to the significance of a heritage asset. It outlines this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

### ***Non-Designated Heritage Assets***

By contrast, in considering development affecting non-designated heritage assets, paragraph 135 only requires that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. It requires decision makers, in weighing applications that affect directly or indirectly non designated heritage assets,



to make a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.

### ***Setting***

Paragraph 137 states that proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of a heritage asset should be treated favourably. It outlines that local planning authorities should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance.

### **Planning Policy Guidance (2014)**

Planning Practice Guidance (PPG) 2014 has been issued by the Government as a web based resource. This is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the Framework.

The PPG provides guidance on the implementation of the Framework. At Section 2.0, it is noted that the delivery of development within the setting of heritage assets has the potential to make a positive contribution to, or better reveal, the significance of that asset.

### **The Development Plan**

There is no statutory requirement to have regard to the provisions of the development plan in the consideration of applications for listed building consent. However, it is likely that the objectives of national policy and the development plan, with regard to the protection of heritage assets, will be closely aligned. Local authorities should also ensure that aspects of conservation policy that are relevant to development control decisions are included in the local development plan.

The development plan for the City of Westminster comprises the London Plan (2015) and the London Borough of Richmond-upon-Thames Core Strategy (2009), Development Management Plan (2011) and the saved policies of the Unitary Development Plan 2005.

### **The London Plan – Incorporating Further Alterations to the London Plan (2015)**

The London Plan was adopted by the Greater London Authority in July 2011 and sets out the Spatial Development Strategy for all Boroughs within Greater London. It replaces the London Plan (consolidated with alterations since 2004), which was published in February 2008. The Plan has been subsequently revised to ensure consistency with the Framework and other changes since 2011. The plan has been amended through the publication of Revised Early Minor Alterations (October 2013) and Further Alterations to the London Plan (FALP) were published for consultation in January 2014. An Examination in Public (EiP) in respect of the FALP was opened on 1<sup>st</sup> September 2014. On 15<sup>th</sup> December 2014, the Mayor published the report of the planning inspector who undertook the EiP of the Draft FALP.

On 10<sup>th</sup> March 2015, the Mayor published (i.e. adopted) the Further Alterations to the London Plan (FALP). From this date, the FALP are operative as formal alterations to the London Plan (the Mayor's spatial development strategy) and form part of the development plan for Greater London.

The London Plan has been updated to incorporate the Further Alterations. It also incorporates the Revised Early Minor Alterations to the London Plan (REMA), which were published in October 2013.

The London Plan sets out policies regarding the historic environment in London, including Policy 7.8 (Heritage assets and archaeology), which states that:

*“Strategic*

*A London’s heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.*

*B Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site’s archaeology.*

*Planning decisions*

*C Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.*

*D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.*

*E New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset ...”*

**LB Richmond-upon-Thames Core Strategy (2009)**

The London Borough of Richmond upon Thames Core Strategy was formally adopted by the Council in April 2009. The document outlines the high-level policy for heritage within the city, and has full weight as part of the development plan in taking planning decisions.

Core Policy CP7 (Maintaining and Improving the Local Environment) states that:

*“7.A Existing buildings and areas in the Borough of recognised high quality and historic interest will be protected from inappropriate development and enhanced sensitively, and opportunities will be taken to improve areas of poorer environmental quality, including within the areas of relative disadvantage of Castlenau, Ham, Hampton Nurserylands, Heathfield and Mortlake.*

*7.B All new development should recognise distinctive local character and contribute to creating places of a high architectural and urban design quality that are well used and valued. Proposals will have to illustrate that they:*

*(i) are based on an analysis and understanding of the Borough’s development patterns, features and views, public transport accessibility and maintaining appropriate levels of amenity;*

*(ii) connect positively with their surroundings to create safe and inclusive places through the use of good design principles including layout, form, scale, materials, natural surveillance and orientation, and sustainable construction.”*

Core Policy CPS (Town and Local Centres) identifies Kew Gardens Station as a Local Centre. The policy sets out that:

*“The Borough’s town and local centres have an important role, providing shops, services, employment opportunities, housing and being a focus for community life.*

*Retail and town centre uses will be supported providing that it is appropriate to the role in the hierarchy of the centres, and respects the character, environment and historical interest of the area. It should be of an appropriate scale for the size of the centre and not adversely impact on the vitality and viability of any existing centre. Out of town retail development is not usually considered appropriate in this Borough in line with The London Plan consolidated with Alterations since 2004.*

*The Council will improve the local environment to provide centres which are comfortable, attractive and safe for all users. The historic environment and river frontage will be protected.”*

With regard to Local Centres, the overarching objective is to:

*“Strengthen neighbourhood and local centres by encouraging a range of shops, services and other uses consistent with meeting people’s day to day needs. Encourage other uses of a scale appropriate to the centre.”*

### **LB Richmond-upon-Thames Development Management Plan (2011)**

This document was adopted by the Council on 1st November 2011, and builds on the Core Strategy by providing more detailed policies for the management of development within the London Borough of Richmond.

Policy DM HD 1 (Conservation Areas – Designation, Protection and Enhancement), outlines the Council’s intention to protect areas of special significance by designating Conservation Areas and extensions to existing boundaries, preparing Conservation Area Appraisals and Management Plans. The policy states that:

*“... buildings or parts of buildings, street furniture, trees and other features which make a positive contribution to the character, appearance or significance of the area should be retained. New development (or redevelopment) or other proposals should conserve and enhance the character and appearance of the area.”*

Under Policy DM HD 3 (Buildings of Townscape Merit), 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 significance, character and setting through 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 significance of the asset including 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;*

*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."*

Policy DM DC 1 (Design Quality) outlines that new development must be of a high architectural and urban design quality which, amongst other things, respects local character including the nature of a particular road, and contributes positively to its surroundings based on a thorough understanding of the site and its context. Proposed schemes should have regard to:

- *"compatibility with local character including relationship to existing townscape and frontages, scale, height, massing, proportions and form*
- *sustainable development and adaptability, subject to aesthetic considerations*
- *layout and access*
- *space between buildings and relationship to the public realm*
- *detailing and materials"*

#### **Saved Policies of LB Richmond-upon-Thames Unitary Development Plan (2005)**

This document has been largely superseded by the Core Strategy and Development Management Plan. Only one policy remains extant within the UDP, which is not relevant to this report.

#### **Other Material Considerations**

##### **Historic England, Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (2015)**

This document provides advice on the implementation of historic environment policy in the Framework and the related guidance given in the PPG. For the purposes of this report, the advice includes: assessing the significance of heritage assets; using appropriate expertise; historic environment records; and design and distinctiveness.

It provides a suggested staged approach to decision-making where there may be a potential impact on the historic environment:

1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;
3. Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;
4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;

6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

The document also confirms the importance of design quality and with regard to the historic environment notes that some, or all of the following factors, may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

- The history of the place
- The relationship of the proposal to its specific site
- The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept
- The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size
- The size and density of the proposal related to that of the existing and neighbouring uses
- Landmarks and other built or landscape features which are key to a sense of place
- The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces
- The topography
- Views into, through and from the site and its surroundings
- Landscape design
- The current and historic uses in the area and the urban grain
- The quality of the materials

### **Historic England Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (2015)**

GPA Note 3 provides information to assist in implementing historic environment policy with regard to the managing change within the setting of heritage assets. This also provides a toolkit for assessing the implications of development proposals affecting setting. A series of stages are recommended for assessment, these are:

- Step 1: identifying the heritage assets affected and their settings
- Step 2: assessing whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)
- Step 3: assessing the effect of the proposed development

- Step 4: maximising enhancement and minimising harm
- Step 5: making and documenting the decision and monitoring outcomes.

### **Historic England: Understanding Place: Conservation Area Designation, Appraisal and Management (2011)**

This document sets out a series of conservation principles and guidance regarding the management of conservation areas. It outlines the fundamentals of designation, and, importantly, puts in place processes for character appraisals which may be used to manage development in the area moving forward. It sets an over-arching objective for character appraisals as documents which understand and articulate why the area is special and what elements within the area contribute to this special quality and which don't. Having done this, it outlines an approach to assessments of special interest which uses desk and field-based inquiry.

### **LB Richmond-upon-Thames Kew Village Planning Guidance (2014)**

This document sets out an overarching vision and planning policy aims for maintaining and enhancing the character of Kew Village. The report carries out assessments for the different character and conservation areas in Kew, and identifies the key features of the village which contribute to its local character. It is intended to act as guidance for new development within the area.

### **Planning Information for Conservation Areas 2005**

This brief document sets out the legislation and planning processes surrounding new works in conservation areas within the Borough and nationally.

### **Buildings of Townscape Merit Supplementary Planning Document (2015)**

This newly adopted guidance document sets out an explanation of Buildings of Townscape Merit, the national policy context for their designation, the criteria for identification and designation, and the Council's approach to dealing with these heritage assets.

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