
Heritage Statement

Land at Barnes
Hospital, South
Worple Way, Barnes,
Richmond, London,
SW16 8SU

October 2018

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01: QUEENS ROAD (MORTLAKE) CONSERVATION AREA APPRAISAL

1.0

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Introduction

1.0 INTRODUCTION

1.1 Montagu Evans have prepared this Heritage Statement on behalf of the South West London and St George's Mental Health NHS Trust (hereafter 'the Applicant') in support of the application for outline planning permission to redevelop Barnes Hospital (the 'Site').

1.2 The description of development is as follows:

"Outline planning permission for the demolition and comprehensive redevelopment (phased development) of land at Barnes Hospital to provide a mixed use development comprising a health centre (Use Class D1), a Special Educational Needs (SEN) School (Use Class D1), up to 80 new build residential units (Use class C3), the conversion of two of the retained BTMs for use for up to 3no. residential units (Use Class C3), the conversion of one BTM for medical use (Use Class D1), car parking, landscaping and associated works. All matters reserved save for the full details submitted in relation to access points at the site boundaries."

1.3 Our instruction has involved heritage advice throughout the design development process, including early analysis and engagement with the local planning authority on the heritage significance of the Site.

1.4 The instruction has been discharged by qualified specialist professionals (MRTPI and IHBC).

The Site

1.5 Barnes Hospital is located in the suburban area between Mortlake and Barnes, to the south of the Richmond-Waterloo railway line on South Worple Way. The Site is adjacent to the Old Mortlake Burial Ground which forms its western boundary. To the south and east the Site is bounded by residential development from the early 20th century.

1.6 A location plan for the Site is provided at **Figure 1.1** and an aerial view at **Figure 1.2**.



Figure 1.1 Site location plan for the Barnes Hospital proposals.



Figure 1.2 Aerial view of the Barnes Hospital with the Site boundary identified in red.

Heritage Considerations

- 1.7 There are no statutorily listed buildings on the Site, or within 250m of the Site boundary.
- 1.8 The Site contains a number of red brick buildings ranging in date from 1889-2001. Eight of the earliest buildings on the Site are identified as Buildings of Townscape Merit (BTMs) by the London Borough of Richmond Upon Thames, who are the local planning authority (the 'Council'). The Council's planning policy is clear that status as a BTM is equivalent to a locally listed building.
- 1.9 A locally listed building is a non-designated heritage asset in accordance with the definition provided in the National Planning Policy Guidance (NPPG):
"Local planning authorities may identify non-designated heritage assets. These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as 'locally listed'." (Paragraph: 039 Reference ID: 18a-039-20140306)
- 1.10 The Site is not located within a conservation area (CA). It lies adjacent to the Queen's Road (Mortlake) CA, however, which includes the Old Mortlake Burial Ground. The east boundary of the CA, which follows the line of the cemetery wall, forms the western boundary of the site.

The Proposals

- 1.11 The Site is subject of an allocation in the Local Plan to deliver social and community infrastructure uses. The Site Allocation (SA 28) is clear that any redevelopment proposal is required to provide a new SEN school.
- 1.12 Accordingly, the proposals will realise the comprehensive redevelopment of the Site to deliver a SEN school, health centre and high quality residential accommodation. The proposals involve the provision of public realm and open space, as well as improved pedestrian routes.

- 1.13 The application seeks outline planning permission with all matters reserved (including appearance, landscaping, layout and scale) except for access.
- 1.14 The parameter plans submitted with the application set out the extent of demolition required on the Site and the configuration of new buildings and uses. The Design and Access Statement presents the evolution of the design and the rationale for the final parameters.
- 1.15 The residential uses will be located in the western half of the Site to the boundary with the Old Mortlake Burial Ground (and CA). The health centre will be located in the north east corner of the Site, with the SEN school at the south east corner.
- 1.16 The Block Plans show the arrangement of five new buildings within the Site as well as three buildings retained at the existing access from South Worple Way. The three building are BTMs which will be refurbished and reused for residential accommodation.
- 1.17 In order to provide the range of new uses on the Site in suitable accommodation it is necessary to demolish the majority of existing structures on the Site, including five of the less significant BTMs.
- 1.18 The significance of all the BTMs as non-designated heritage receptors has been carefully considered during the preparation of the proposals.
- 1.19 A full assessment of the effect of the proposals on the heritage assets relating to the Site is presented in this report,
- 1.20 The assessment has regard to the heritage benefits which arise from the proposals, including:
- The improvement to the setting of the CA;
 - The restoration and reuse of the most important BTMs on the Site which are currently derelict. The new uses will secure their long-term conservation; and
 - The repair and restoration of other historic features within the Site (the boundary wall and gates).

Purpose and Structure of the Report

- 1.21 The purpose of this report is to provide an assessment of the effect of the proposals on heritage assets in accordance with legislation and policy. This report is intended to assist the decision maker in determining the application.
- 1.22 The report is structured as follows:
- **Section 2.0** sets out the legislative and planning policy framework.
 - This is followed at **Section 3.0** with an account of the historical development of the Site and its environs.
 - **Section 4.0** provides a description of the existing buildings on the Site which, together with **Section 3.0**, informs the assessment of significance presented at **Section 5.0**.
 - There is a description of the proposals at **Section 6.0** with an analysis of the impact on the heritage assets identified at **Section 5.0**.
 - The report is concluded at **Section 7.0** is a conclusion.

2.0

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Legislation and Planning Policy Framework

2.0 LEGISLATION AND PLANNING POLICY FRAMEWORK

2.1 This section sets out the statutory and planning policy context for the proposals at Barnes Hospital. An assessment of the proposals is provided in **Section 6.0** of this report.

Legislation

Planning (Listed Buildings and Conservation Areas) Act 1990

2.2 The Planning (Listed Buildings and Conservation Areas) Act 1990 ('the 1990 Act') sets out legislative duties of the decision maker for proposals which affect listed buildings and conservation areas.

2.3 In this case, the Site does not contain any statutorily listed buildings and it is not located within a CA, nor is there potential to affect the setting of any listed buildings in the wider area. This means that the provisions contained within the 1990 Act, in particular Sections 16, 66 and 72 which cover development proposals involving listed building and CAs, are not applicable. There are no provisions within the 1990 Act which protect the setting of CAs, which is borne out in policy.

Town and County Planning (General Permitted Development) (England) Order 2015

2.4 Schedule 2, Part 11 of the Town and County Planning (General Permitted Development) (England) Order 2015 ('GPDO 2015') extends permitted development rights for the demolition of non-designated heritage assets which do not fall within a CA.

Case Law

2.5 Notwithstanding the above considerations, in preparing our analysis we are mindful of the considerable weight attached to the preservation or enhancement of the setting of designated heritage assets, which has been clarified by the Court of Appeal judgement in *Barnwell Manor Wind Energy vs East Northamptonshire et al* [2014]. This is relevant because there is potential for the proposals to affect the setting of Queens Road (Mortlake) CA. The protection of non-designated heritage assets does not have the same weight in the planning process.

2.6 The Court held that "to make an assessment of the indirect impact of development or change upon an asset it is first necessary to make a judgement about the contribution made by its setting". The decision ruled there is a "strong presumption" against granting planning permission for development which would cause harm to designated heritage assets precisely because the desirability of preserving the special interest is of "considerable importance and weight".

2.7 *Palmer vs Herefordshire Council & ANR* [2016] also confirmed that where a development would affect a designated heritage asset or its settings in different ways, some positive and some negative, the decision maker may legitimately conclude that, although each of the effects has an impact, the overall effect is taken on the basis of the development as a whole.

Development Plan

2.8 Section 38(6) of the Planning and Compulsory Purchase Act 2004 stipulates that where in making any determination under the Planning Acts, regard is to be had to the development plan, the determination must be made in accordance with that plan unless material considerations indicate otherwise.

2.9 The statutory development plan is identified for this assessment as follows:

- London Plan consolidated with alterations since 2011 (March 2016);
- London Borough of Richmond Upon Thames Local Plan (July 2018);
- and
- London Borough of Richmond Upon Thames Local Plan Policies Map (July 2015).

London Plan consolidated with alterations since 2011 (March 2016)

2.10 The London Plan, originally published in 2011, is "the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years".

2.11 On 10 March 2015 the Mayor published the 'Further Alterations to the London Plan' in a consolidated version that incorporates the previous 'Revised Early Minor Alterations' published in October 2013. In March 2016, further Minor Alterations to the London Plan (MALP) were incorporated.

2.12 The policies in Chapter 7 relate to design and the historic environment. **Policy 7.6 (Architecture)** states that architecture should be of the highest quality and "comprise details and materials that complement, not necessarily replicate, the local architectural character".

2.13 **Policy 7.8 (Heritage Assets and Archaeology)** advises that development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

London Borough of Richmond Upon Thames Local Plan (July 2018)

2.14 The Council adopted the current Local Plan in July 2018. The document sets out the policies and guidance for development in the borough for the period to 2033. We have identified the salient policies regarding the Site, and heritage and design considerations for development proposals.

Site Allocation 28 Barnes Hospital, East Sheen

2.15 The Site is identified in the Local Plan as **Site Allocation (SA) 28 Barnes Hospital, East Sheen**. The supporting text for SA 28 identifies that "the mix of uses on this site will depend on the Mental Health Trust's decision on how much of the site they need to retain for their own future needs".

2.16 We understand that the buildings are no longer fit for purpose and the redevelopment proposals have come forward based on the redundancy and inefficiencies of the facilities on the Site.

2.17 SA 28 goes on to state that:
"If the site is declared surplus to requirements, appropriate land uses include social and community infrastructure uses. Any redevelopment proposal for this site will be required to prioritise the provision of a new Special Education Needs school."

- 2.18 SA 28 acknowledges the heritage interest of the Site, explaining that:
“The Council expects that the most important existing Buildings of Townscape Merit are retained. Any proposal should respond positively to the adjoining Queens Road Conservation Area and the relationship with Mortlake cemetery.”
- 2.19 Montagu Evans were instructed to provide advice on the interest of the BTMs during design development. The assessment presented in this report describes the Applicant’s approach to the BTMs in line with policy and guidance.
Relevant policies to heritage and design
- 2.20 **Policy LP 1 (Local Character and Design Quality)** sets out that development should be of high architectural and urban design quality. This includes the maintenance and enhancement of the *“high quality character and heritage of the borough and its villages”*. At part A, the policy provides six aspects of high quality design which will be considered when assessing development proposals. The fourth aspect of design includes relationship with heritage assets.
- 2.21 The proposals will take place in an area of established residential character where the prevailing building height is 2-3 storeys. This character forms part of the heritage assets in the area surrounding the Site, and so we have had regard to **Policy LP 2 (Building Heights)**. The policy states that *“The Council will require new buildings, including extensions and redevelopment of existing buildings, to respect and strengthen the setting of the borough’s valued townscapes and landscapes, through appropriate building heights”*.
- 2.22 At part 2 of the policy on building heights, reference is made to the preservation and enhancement of the significance and setting of heritage assets.
- 2.23 The Site does not contain any designated heritage assets, but it lies adjacent to the Queens Road (Mortlake) CA and forms part of its setting. We have therefore had regard to **Policy LP 3 (Designated Heritage Assets)**. The policy gives great weight to the conservation and enhancement of the significance, including setting, of designated heritage assets.
- 2.24 The relevant provisions of this policy to the impact of the proposals on the CA are set out at part C, which states:
“All proposals in Conservation Areas are required to preserve and, where possible, enhance the character and appearance of the Conservation Area.”
- 2.25 And at part E it states that:
“The Council’s Conservation Area Statements, and where available Conservation Area Studies, and/or Management Plans, will be used as a basis for assessing development proposals within, or where it would affect the setting of, Conservation Areas, together with other policy guidance, such as Village Planning Guidance SPDs.”
- 2.26 The CA Statements are also considered at **Policy LP 5 (Views and Vistas)** which states that improvements will be sought to views within, into and out of CAs, including those views which are affected by *“development on sites within the setting of, or adjacent to, Conservation Areas”*.
- 2.27 At paragraph 4.3.5 of the Local Plan the Council sets out the information that an applicant must provide for development which affects designated heritages or their setting. This report fulfils these requirements.
- 2.28 For the avoidance of doubt, there will be no direct (physical) works to designated heritage assets as part of the proposals. The only impact on a designated heritage asset arising from the proposals is the change to the setting of the Queens Road (Mortlake) CA.
- 2.29 There are eight BTMs within the Site boundary which are equivalent to a locally listed building. The BTMs are non-designated heritage assets and **Policy LP 4 (Non-Designated Heritage Assets)** is an important consideration to the proposals. The policy states that:
“The Council will seek to preserve, and where possible enhance, the significance, character and setting of non-designated heritage assets, including Buildings of Townscape Merit, memorials, particularly war memorials, and other local historic features. There will be a presumption against the demolition of Buildings of Townscape Merit.”
- 2.30 In presenting proposals, paragraph 4.4.4 of the policy’s supporting text sets out the Council’s requirements for non-designated heritage assets. Applicants will be required to:
*“1. retain the character of Buildings of Townscape Merit, war memorials and any other non-designated heritage assets;
2. submit a Heritage Statement to assess the potential harm to, or loss of, the significance of the non-designated heritage asset, including from both direct and indirect effects;
3. describe the significance of the non-designated heritage asset affected, including any contribution made by their setting; the extent of the relevant setting will be proportionate to the significance of the asset. Appropriate expertise should be used to assess a non-designated heritage asset; and
4. retain or restore the structures, features and materials of the asset, which contribute to its architectural integrity and historic interest.”*
- 2.31 This report represents the Heritage Statement required at part 2 and fulfils the requirements of part 3.

- 2.32 In terms of part 4, the proposals involve the retention and refurbishment of three of the BTMs on the Site. The assessment presented at **Section 6.0** of this report describes the proposals in detail, and should be read alongside the Design and Access Statement.
- 2.33 The remaining five BTMs on the Site will be demolished. Further information on the demolition of BTMs is provided in the policy's supporting text at paragraph 4.4.2:
- "The policy sets out a presumption against the demolition of BTMs unless structural evidence has been submitted by the applicant, and independently verified at the cost of the applicant. Should demolition prove necessary, a high standard of design that complements the surrounding area will be required in any replacement building. Locally specific guidance on design and character is set out in the Council's Village Planning Guidance SPDs, which applicants are expected to follow for any alterations and extensions to existing BTMs, or for any replacement structures."*
- 2.34 The assessment of the demolition of the BTMs in terms of Policy LP 4 is set out at **Section 6.0**.
- 2.35 We have had regard to the Council's Policies Map which shows that the Site falls within a viewing corridor from Sawyer's Hill in Richmond Park (**Figure 2.1**). From this viewpoint, it is possible to appreciate the silhouettes of tall buildings in central London above the tree canopies. The proposals for Barnes Hospital will have no effect on this local view because of the separating distances and their low-rise scale. This assessment satisfies the requirement of **Policy LP 5 (Views and Vistas)** and is not taken further.
- 2.36 It is worth confirming that this local view is **not** Strategic View 9A.1 (King Henry VIII's Mound) which is identified in the London View Management Framework (LVMF) (2012).



Figure 2.1 Representation of the view from Sawyer's Hill in Richmond Park, identified as a local view in Policy LP 5 of the development plan. The proposals for Barnes Hospital will not appear in this view.

Emerging Policy

The new London Plan

- 2.37 On the 13th August 2018 the Mayor of London published a version of the new London Plan which incorporated changes following a review of consultation responses. The changes consist of clarifications, corrections and factual updates to the draft Plan that will inform the Examination in Public.
- 2.38 The Examination is scheduled for the January 2019 leading to its anticipated adoption in late 2019. We have had regard to the emerging policies of the new London Plan which are relevant to heritage.
- 2.39 The policies for design are contained in Chapter 3: Design. Broadly, the policies advocate a high quality of design for new development which is inclusive, efficient and responds to local contexts. The wording of Policy D1 (London's form and characteristics) refers directly to the requirement of development to respect heritage assets.
- 2.40 The heritage policies are included in Chapter 7: Heritage and Culture. The plan advocates the identification, understanding and protection of designated and non-designated heritage assets. In particular, Policy HC1 (Heritage conservation and growth) states that new development should *"seek to avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process"*.
- 2.41 Given that the draft London Plan has only undergone one round of consultation, it currently carries limited weight in terms of decision making, but its provisions have been taken into account for these applications.

Material Considerations

National Planning Policy Framework (2018)

- 2.42 The new National Planning Policy Framework (NPPF) was adopted in July 2018 and supersedes the previous NPPF which had been adopted in 2012. The NPPF sets out the government's approach to planning matters and it is a material consideration in the determination of planning applications.
- 2.43 At paragraph 117 the NPPF is clear that local authorities should promote effective use of land. It states that *"Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land"*.
- 2.44 The Site is identified on the Council's Brownfield Register under reference RBR/17/0044. Site allocation SA 28 provides that strategy for Barnes Hospital, and the proposals will maximise the effect use of the land for multiple uses which meet policy requirements.

Design

- 2.45 Chapter 12 outlines the policy regarding design. At paragraph 124 it is emphasised that *"good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities"*.
- 2.46 In particular, paragraphs 127, 130, and 131 express support creativity in the design of buildings which incorporate the highest standards of sustainable design and technology. Thus the NPPF encourages local planning authorities to look for opportunities to permit development which promotes high quality design which incorporates the highest levels of sustainable construction and operation.

Heritage

- 2.47 Chapter 16 of the NPPF sets out the policies relating to the conservation and enhancement of the historic environment. At the outset, paragraph 189 states that:
- "In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. 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."*

- 2.48 The proposals will have direct and indirect effects on the eight BTMs within the Site boundary which are considered as non-designated heritage assets.
- 2.49 Non-designated heritage assets are defined as:
- "buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as 'locally listed.'" (National Planning Practice Guidance, Paragraph: 039 Reference ID: 18a-039-20140306)*
- 2.50 As before, a BTM is equivalent to local listing.
- 2.51 In terms of the effect of development proposals on **non-designated** heritage assets, paragraph 197 of the NPPF states that:
- "The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."*
- 2.52 There is also the potential for indirect effects to designated heritage assets in the surrounding area arising from the change to their setting as a result of the proposals.
- 2.53 In accordance with paragraph 189, we have identified the designated heritage assets which may experience effects from the proposals, and their significance is assessed at **Section 4.0** of this report.
- 2.54 In terms of the effect on the **designated** heritage assets, paragraph 193 states that:
- "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."*

- 2.55 Paragraphs 194 and 195 clarify the approach that should be taken on harm to a designated heritage asset. The policy at paragraph 194 is clear that:
- "Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification."*
- 2.56 At **Section 5.0** we provide an assessment of the development proposals on the significance of the designated heritage assets we have identified. We do not find any harm arising from the proposals, and so neither paragraph 194 or 195 are engaged.
- 2.57 The Site forms part of the setting of the Queens Road (Mortlake) CA. Paragraph 200 of the NPPF states that proposals which preserve the elements of the setting of a CA which make a positive contribution to, or better reveal, the significance of the asset should be treated favourably.
- National Planning Practice Guidance (2014) (online)**
- 2.58 The NPPF is supported by National Planning Policy Guidance (NPPG) which was published on 6 March 2014 (and is regularly updated) as a web-based resource to provide online guidance on the policies in the NPPF. It reflects the existing statute, policies in the NPPF, Circulars and best practice guidance.
- 2.59 The section of the NPPG dealing with the historic environment reflects the policies in the NPPF and other best-practice guidance such as Historic England's guidance on the setting of heritage assets.
- 2.60 On significance the NPPG states:
- "Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals."*

- 2.61 On setting, the NPPG states that “A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration”. Setting is defined as:
“The surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.”
- 2.62 The NPPG goes on to clarify that an assessment of the impact of proposals on the setting and significance of heritage assets should take into account that:
“The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.” *Guidelines for Landscape and Visual Impact Assessment Third Edition (GLVIA) (2013)*
- Historic England, Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (2015)**
- 2.63 Managing Significance in Decision-Taking in the Historic Environment (GPA2) was published by Historic England on 27 March 2015. The purpose of GPA2 is to provide information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the NPPF and the related guidance given in the NPPG.
- Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Second Edition, December 2017) (GPA3)**
- 2.64 The Setting of Heritage Assets (Second Edition) (GPA3) was published in December 2017. It supersedes the first edition of the guidance (March 2015) and also the Historic England views guidance, ‘Seeing History in the View’ (2011).
- 2.65 The guidance provides advice on understanding and interpreting the setting of heritage assets, and how setting may contribute to significance or allow it to be appreciated. It draws a distinction between views which contribute to an asset’s significance, and those which present the asset in an incidental but attractive way, where the latter may be a planning consideration only.
- 2.66 Historic England provide a staged approach to assessing the contribution of setting on heritage assets which have had regard to in forming this assessment.
- London Borough of Richmond Upon Thames Supplementary Planning Document (SPD): Buildings of Townscape Merit (May 2015)**
- 2.67 The Council adopted the SPD on BTMs in May 2015. It sets out the process for identifying BTMs as well as guidance for their management as non-designated heritage receptors.
- 2.68 The criteria for identifying a building as a BTM is set out as follows:
*“a) Have important historic associations, in terms of famous people or events;
 b) Illustrates an important aspect of social or economic history or use;
 c) Represent an exceptionally good example of a specific and distinctive architectural style;
 d) Demonstrate excellence in building craftsmanship, use of materials, technical innovation, architectural features and detailing;
 e) Form part of a distinctive and cohesive group of buildings;
 f) Retain its original architectural interest and integrity, and not subject to insensitive alterations;
 g) Have landmark quality or make a unique and positive contribution to the quality of the townscape or an open space.”*
- 2.69 The assessment at **Section 6.0** will describe how the BTMs on the Site meet parts a), b) and e).
- 2.70 At paragraph 4.2 the guidance is clear that:
“It must always be borne in mind that these buildings and structures are not the same as listed buildings and that unless they are within a designated conservation area they enjoy no legal protection from demolition. There will always be a presumption against the demolition of Buildings of Townscape Merit. Consent for demolition will only be granted when the Council is assured that retention and adaptation is not possible and where the proposed replacement is consistent with other policies and exhibits a high standard of design that would complement the surrounding area. Indeed the Council will endeavour to protect the character and setting of all Buildings of Townscape Merit through negotiation of a sympathetic scheme, as far as possible treating proposals for works to or close to them as if they were listed buildings.”
- 2.71 The proposals for Barnes Hospital have been the subject of pre-application discussions with the Council, in which the opportunity to retain and adapt the BTMs on the Site has been considered in detail. The demolition of five of the BTMs is discussed in detail at **Section 6.0**.
- London Borough of Richmond Upon Thames SPD: Planning Information for Conservation Areas (September 2002)**
- 2.72 The Council’s CA SPD was adopted in 2002. It provides general advice on the designation of CAs, and identified the CAs in the borough. The document provides some guidelines for managing development but none of which apply to changes to the setting of CAs. The SPD refers to the development plan for detailed policy regarding CAs, which we have set out earlier in this section.

3.0

// LAND AT BARNES HOSPITAL, SOUTH WORPLE WAY, BARNES, RICHMOND, LONDON, SW16 8SU

Historical Development

3.0 HISTORICAL DEVELOPMENT

3.1 In this section we provide an account of the historical development of the Site and its immediate environs.

3.2 This account is based on archival research, a review of historical maps, secondary sources and site visits. We have also reviewed previous written feedback on the Site provided by the Council.

Barnes in the 19th century

3.3 The area in which the Barnes Hospital Site is located remained open until the mid-19th century. It was part of the belt of agricultural land which separated the historic, small settlements of Mortlake (west), Barnes (north east) and East Sheen (south). This is demonstrated in Davies's map of 1844 which is reproduced at **Figure 3.1**.

3.4 The incremental development of this area occurred as part of the growth of London from the 1860s. The areas of open land were gradually infilled to create an amorphous suburban area. The early development to the south of the London and South Western Railway (Richmond branch, 1846) comprised residential terraces constructed perpendicular (north-south) to South Worple Way. A similar structure of development took place to the north of the area in the late 19th and early 20th century.

3.5 One of the earliest developments to take place in the land on the outskirts of Mortlake was the development of a cemetery, now known as Old Mortlake Burial Ground. The cemetery lies adjacent to the Site.

3.6 The cemetery was established in 1854, pre-dating the residential development, and it was enlarged in 1877. The cemetery comprised formal paths and planting on north-south, east-west axes and its boundaries were formally planted with specimen trees and enclosed by low rubble or stock brick walls.

3.7 Historic map evidence shows that Queens Road, to the west of the Site, was the first residential development to take place to take place in this area. It was laid out and populated with a row of terraced properties by 1865 (**Figure 3.2**). By 1891 there was development to the south, east and west of Queens Road, but the land to the north and south of the Site remained open, coming forward for speculative development slightly later.

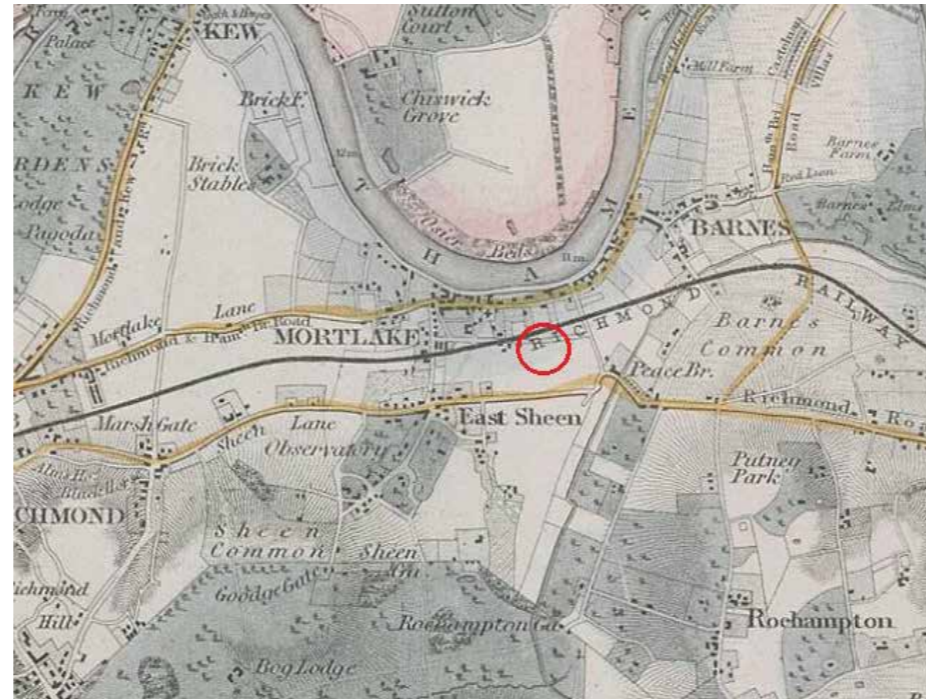


Figure 3.1 Davies map of London in 1844 showing the extent of development at Mortlake and Barnes. The indicative location of the Site is shown in red.



Figure 3.2 1865 OS Map showing the location of the Old Mortlake Burial Ground. The indicative location of the Site is shown in red.

Historical development of Barnes Hospital

The early Isolation Hospital (1888-9)

- 3.8 In the late 1880s the open land adjoining the cemetery to the east was developed to accommodate an Isolation ('Fever') Hospital. The Isolation Hospital was enabled by the Public Health Act of 1875 which created a network of sanitary authorities across the country, and deferred to local authorities the power to provide the hospital facilities needed by means of government loans.
- 3.9 The construction of the Isolation Hospital at Mortlake was overseen by the Local Government Board, which had replaced the Poor Law Board in 1871. It was opened in 1889 by the Rural Sanitary Authority for Barnes. The nature of the hospital's governance meant that admissions of pauper cases were high.
- 3.10 It is understood that residents in the local area opposed the creation of the hospital, and historic map evidence shows how the hospital was positioned far away from the nearby population centres (see the 1895 OS map at **Figure 3.3**).
- 3.11 It is assumed that the positioning of the hospital next to the cemetery was designed to give residents some comfort that there would be a permanent buffer between them and the infectious diseases of the destitute within.
- 3.12 The earliest hospital buildings at Barnes occupied the western part of the current Site, with the entrance in the north-west corner adjacent to the cemetery (**Figure 3.4**). This initial phase of development comprised:
 - A ward-block (known as the 'Fever Hospital') extending across the south of the site (demolished);
 - A detached administration building designed to combine a matron's office, dispensary and kitchen (the 'Administration Block');
 - A laundry block ('the Laundry'); and
 - A mortuary in the north east corner (demolished).

- 3.13 The ward-block conformed to model plans that had been published by the Local Government Board in its 1888 memorandum entitled 'On the Provision of Isolation Accommodation by Local Sanitary Authorities'. The four model plans provided in the memorandum, labelled A-D, reflected a progression in thought on the architecture of sanitary provision.
- 3.14 It is evident that the early ward-block at the hospital replicated plan D, a new type of ward block characterised by the male and female wards facing opposite directions with the duty room recessed (**Figure 3.5**).
- 3.15 This design for the construction of ward-blocks for the treatment of infectious diseases remained an established plan form until the First World War. The principal advantage of such wards was the provision they made for the economical way of accommodating different disease cases amongst a small number of patients.
- 3.16 The early Ordnance Survey (OS) maps of the hospital record the numerous subsequent alterations and extensions to the southern ward-block until its eventual demolition in 1999, reflecting the evolving medical requirements of the 20th century.

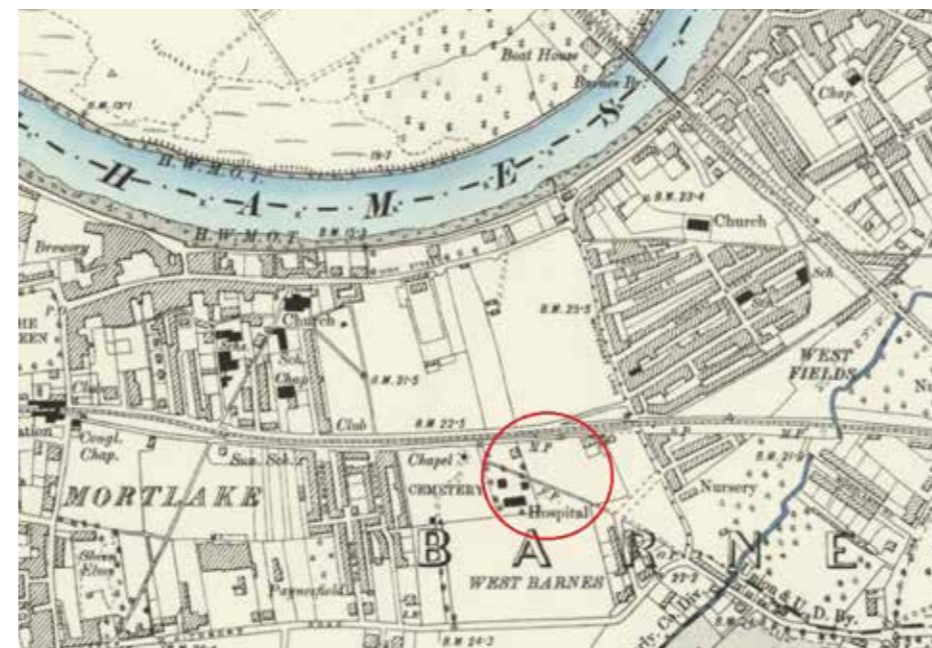


Figure 3.3 c.1895 OS Map showing the location of the Isolation Hospital relative to Mortlake and Barnes. The indicative location of the Site is shown in red.

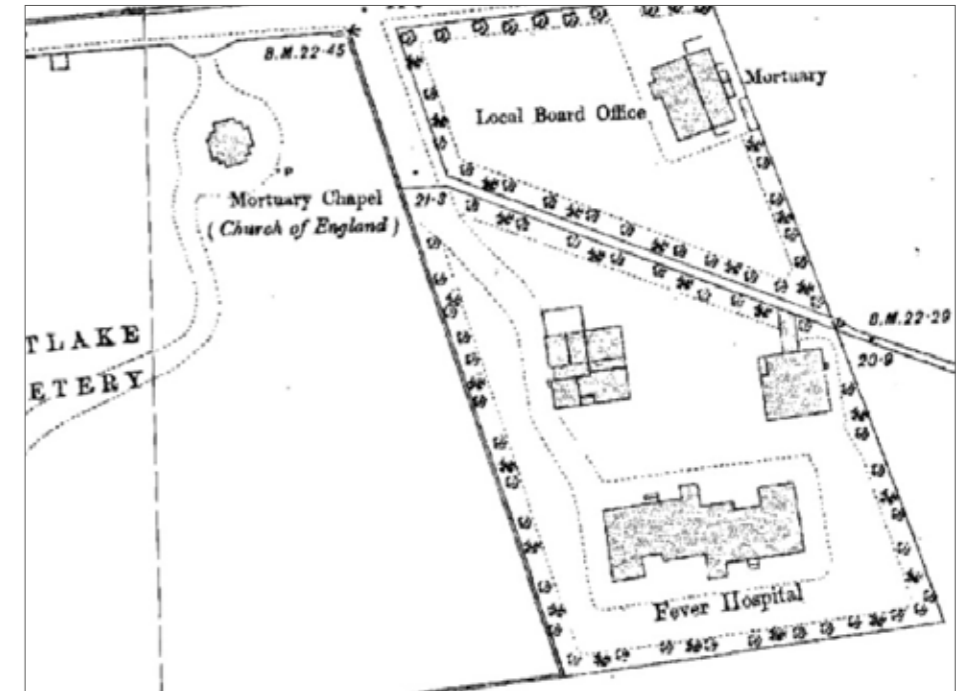


Figure 3.4 The 1895 OS Map showing the detail of the early Isolation Hospital. The indicative Site boundary is identified in red.

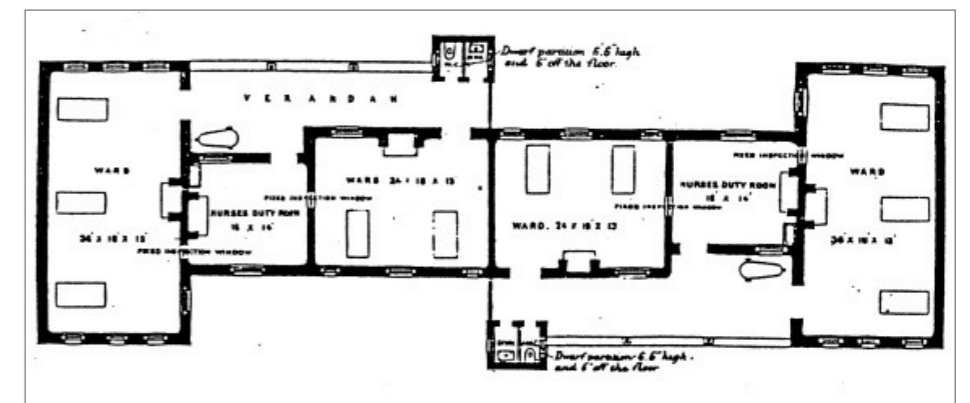


Figure 3.5 The Local Government Board model plan D for ward-blocks, 1888.

Edwardian redevelopment (1903-4)

3.17 The second major phase of development at the hospital took place in 1903-4. The site was extended to the east which effectively doubled the sanitary provision that could be accommodated. The development on the Site during the Edwardian period comprised:

- The creation of a new principal entrance to South Worple Way, although the original entrance at the north-west of the site was retained;
- The new entrance was flanked by a two-storey Entrance Lodge and a single-storey Gatehouse;
- The whole site was enclosed by a six feet tall, yellow stock brick wall;
- A single-storey 'Recreation Hall' was constructed to the rear of the entrance lodge; and
- Two new ward blocks were erected in the north-west and south-east corners of the site respectively. Only one of the ward blocks survives (Elizabeth Lodge).

3.18 The north-west ward block (now known as Elizabeth Lodge) was designed to a Local Government Board model devised in 1900. It comprised a two-storey central section flanked by single-storey wings, which provided the male and female wards. As with the model D ward-block, the sanitary facilities took the form of annexes at the outer ends of the wards, and the entrance and duty room at ground floor level in the central block. Staff accommodation was at the first floor level.

3.19 The south-east ward (now demolished) reflected a new plan type first established in 1902. This constituted separate male and female wards flanking a shared day room, with two single isolation rooms located to the south of the block. The internal arrangement of this distinctive plan type is illustrated in an article in *'The Builder'* in 1902, which included the plans for the infectious diseases hospital at Bucknall Staffs (**Figure 3.6**). The plan form of the south-east ward shown on the 1913 Ordnance Survey map of Barnes clearly reflects the '18 Bed Pavilion' design of the Bucknell ward (**Figure 3.7**).

3.20 During this phase of development the 1889 mortuary was demolished and the original administration and laundry blocks were extended. The alterations to the laundry block appear to reflect a floorplan similar to that shown on the Bucknell plans.

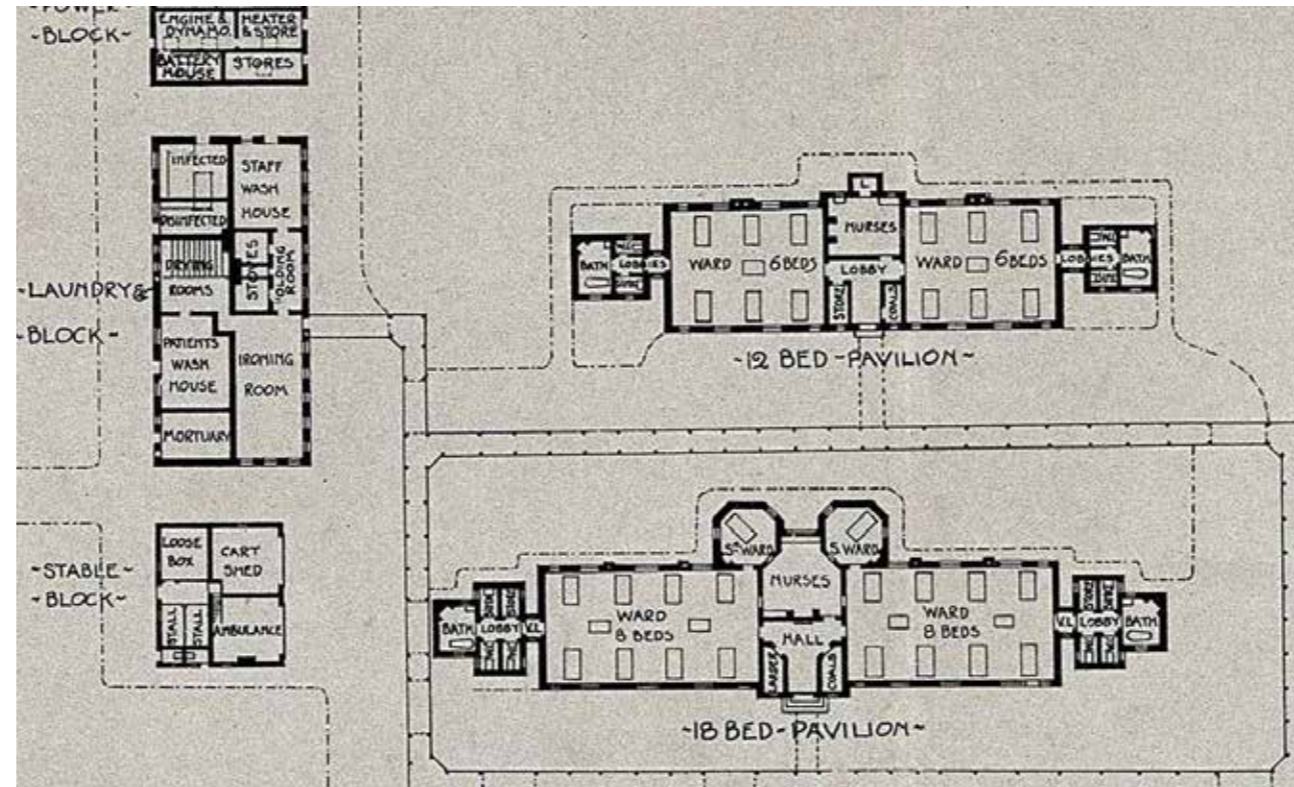


Figure 3.6 Plans for ward provision at Bucknall, Staffordshire. From *The Builder* in 1902.

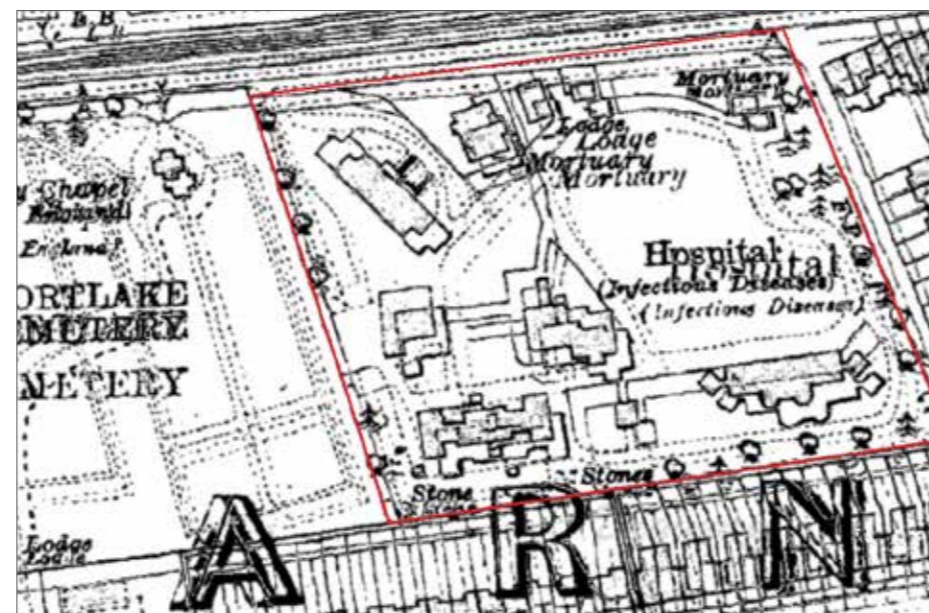


Figure 3.7 1913 OS map of the Site. Despite duplicated survey data, the footprint of the buildings on the site in this period are clear. The indicative Site boundary is identified in red.

The interwar period (1918-38)

- 3.21 Admissions to the hospital increased throughout the First World War, particularly for cases of German measles. The war was followed in 1919 by the Spanish Influenza epidemic, leading to further rises in patient numbers. In response to the crisis, the Local Government Board was superseded by the Ministry of Health. Amongst the first actions of the new body was to encourage local authorities to create programmes aimed at the rationalisation of infectious disease treatment facilities.
- 3.22 The result of this was a national improvement in the treatment of patients, leading to larger and higher-quality fever hospitals. The Isolation Hospital at Mortlake was no exception.
- 3.23 To improve the provision of care, four new ward blocks were constructed on the site: three long, single storey detached structures located along the eastern half of the site, and a long, two-storey block attached to the 1904 administration building.
- 3.24 The single storey ward blocks (including Fleming and Beatrice Wards) followed a design which had been popular from 1900. They were arranged with open wards on either side of the centrally placed entrance and duty room, which projected slightly from the front and rear elevations. The sanitary facilities were located at the outer ends of the wards.
- 3.25 The two-storey ward-block (now part of the administration building) had a double-pile plan form and a long, central corridor. It followed the standard ward-block design of the period.
- 3.26 The interwar period also saw the alteration and extension of the existing buildings on the site, including further alterations to the laundry (1889), as well as the Recreation Hall (1903-4). The changes to the buildings are shown on the 1934 OS Map at **Figure 3.8**.

Development in the mid-late 20th century

- 3.27 The Site appears to have remained in use as a fever hospital throughout the Second World War. It was affected by aerial bombing in October and November 1940: the first bomb destroyed the smallest 1920s ward block, positioned towards the south of the site, the second fell in the hospital grounds. No casualties were recorded.
- 3.28 In 1948 the National Health Service (NHS) was created, and the Isolation Hospital was absorbed under control of the Kingston Medical Group Committee. At this time there were with 90 beds recorded at the hospital.
- 3.29 The successes of antibiotics meant that the hospital was largely unoccupied by 1949, and the Committee was responsible for the reconditioning of the buildings for use as a hospital for chronic long-term patients. The remaining fever patients were transferred to Tolworth Hospital and the site was renamed 'Barnes Hospital'.
- 3.30 Barnes Hospital became associated predominately with geriatric care in the second half of the 20th century. A geriatrician was appointed in 1954 and by 1956 only geriatric patients were being admitted. The number of beds increased and the mid-1950s saw 114 beds with 98% occupancy. The OS map at **Figure 3.9** shows the configuration of the Site in 1952.
- 3.31 Towards the end of the 20th century the number of beds decreased, however, and by 1991-3 the main provision of care had shifted to mental health services, with only one ward dedicated to the continuing care of physical health patients.
- 3.32 Throughout the 1990s the hospital continued to be used for mental health services – mainly for older patients – with inpatient units, a day hospital and outpatients. In addition, the site included a 12-bed rehabilitation ward. The site also began to accommodate a number of independent clinics.

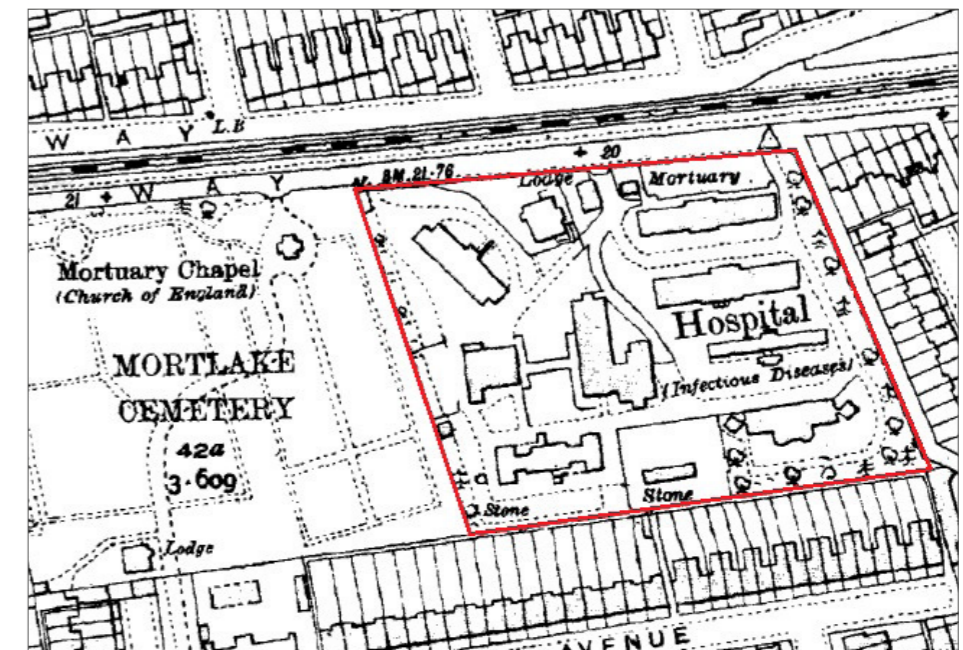


Figure 3.8 1934 OS Map. The indicative Site boundary is identified in red.



Figure 3.9 1952 OS Map of Barnes Hospital, showing the clearance of the south eastern ward following bomb damage. The indicative Site boundary is identified in red.

Regeneration in 1999-2001 to present

- 3.33 In 1999 the regeneration of the Barnes Hospital site began with the demolition of the 1889 ward positioned at the south of the site. In 2001, the Kingston and District Community Trust, which managed the site, was disbanded. The management of the hospital passed to the South West London and St Georges Mental Health Trust, which continues to manage the site today.
- 3.34 The regeneration in 2001 involved the development of a new four-bed ward and associated conservatory, and throughout the first decade of the 21st century further alterations and extensions were undertaken.
- 3.35 Of the eight BTMs on the site, only the administration block remains in active use as part of the hospital. The remaining seven buildings are disused.

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Description of the buildings on the site

4.0 DESCRIPTION OF THE BUILDINGS ON THE SITE

4.1 In this section we provide a description of the buildings on the Site which will inform the assessment of significance at **Section 5.0**.

Buildings of Townscape Merit

Recreation Hall (map ref. A)

4.2 The Recreation Hall was constructed as part of the Edwardian phase of development in 1903-4. It is contemporary with the Entrance Lodge and Gatehouse.

4.3 The Recreation Hall is a single storey building with a square plan-form. It is constructed in red brick and has a gabled entrance porch on the west elevation, and a later lean-to on the rear. Images of the building are reproduced at **Figures 4.1 and 4.2**.

4.4 The building has a chamfered brick plinth and moulded brick eaves cornice, and the window and door openings are set under splayed gauged flat brick arches. The windows are composed on four and six light mullion and transom casements with poor-quality replacement concrete sills.

Entrance Lodge (map ref. B)

4.5 The Entrance Lodge was also constructed as part of the Edwardian expansion of the site in 1903-4. It is situated to the west side of the new entrance which was created during this phase of development. It is contemporary with the Recreation Hall and Gatehouse.

4.6 The lodge is a two-storey brick building is aligned on a north-south axis and is of double pile plan form (**Figure 4.3**). It has a dual-pitched slate roof with gabled ends to the north and south, and wide projecting eaves over a moulded brick cornice.

4.7 To the rear and sides, the elevations display little architectural detail. The principal elevation to the east, however, is more decorative. At first floor level, pairs of sash windows flank a moulded brick date panel, whilst at ground floor level a projecting bay flanks a recessed entrance doorway.



Figure 4.1 West elevation of the Recreation Hall (1903-4).



Figure 4.2 The later additions and alterations to the east elevation of the Recreation Hall (1903-4).



Figure 4.3 The principal eastern elevation of the Entrance Lodge (1903-4). The Lodge stands opposite the Gatehouse, which dates from the same period.

4.8 The two windows on the front of the ground floor bays comprise mullion and transom small-paned casements separated by an arched timber spandrel panel to the front of the central porch. Additional decorative work to the front elevation comprises of a moulded brick string band at window transom level which runs over the top of the window openings, which also have scalloped brick aprons below the terracotta sills.

Gatehouse (map ref. C)

- 4.9 The Gatehouse stands opposite the Entrance Lodge and also dates from the 1903-4 phase of development. The structure is a small single-storey building faced with fine quality red brick, with a hipped, slate covered roof and wide projecting eaves (**Figure 4.4**). Detailing comprises a chamfered brick plinth, moulded eaves cornice and flat arched rubbed brick heads to the two windows and two door openings.
- 4.10 The doors are modern replacements of poor quality and the original mullion and transom small paned casement windows have been altered. The cills to the windows are of buff coloured terracotta.
- 4.11 The building has been extended to the north elevation with a small red brick addition with a mono-pitched roof, detracting from the character of the early 20th century building.

Elizabeth Lodge (map ref. H)

- 4.12 Elizabeth Lodge was constructed in 1903-4 at the north-west corner of the Site. It comprises three parts: a narrow, two storey central section which is flanked by four-bay, single storey male and female wards. At the end of the wards are narrow two bay wings at right angles (**Figures 4.5 and 4.6**).
- 4.13 Elizabeth House is constructed of finely textured red brick with a chamfered brick plinth and moulded brick eaves cornice. The window and door openings to the flanking wings have flat gauged brick arches and those to the central section have cambered brick arches. The slate covered roofs to each of the three elements of the building are hipped with a wide projecting eaves and on the ridges to the roofs of the wards paired copper clad ventilators survive.

- 4.14 The building has been subject to later alterations and extensions:

- The original sanitary wings at the ends of the wards were extended in the 1920s by the infilling of the north-east and south-west corners of the building.
- There was a substantial extension to the rear in c.1999 comprising a single storey with a flat roof to provide a connection to the new ward.
- More recently, the fenestration of the two sanitary wings has been altered in that the original window openings have been infilled or reduced in size and some historic timber windows have been replaced with UPVC casements.
- The main entrance on the west elevation has been partly infilled and converted into a window.



Figure 4.4 The Gatehouse at Barnes Hospital, 1903-4



Figure 4.5 The west elevation of Elizabeth Lodge (1903-4).



Figure 4.6 Elizabeth Lodge, 1903-4, east elevation, showing alterations to the access to the central bay to provide a new access and connection to the later building to the east.

Laundry (map ref. G)

- 4.15 The Laundry at the west boundary of the Site was part of the original Fever Hospital. It was constructed in 1888-9 and substantially remodelled in 1903-4.
- 4.16 The present building is a broad, single storey building in finely textured red brick with a chamfered brick plinth and moulded brick eaves cornice. The six-over-six sash windows have flat arched rubbed brick heads and stone cills.
- 4.17 The Laundry was originally configured with two parallel ranges with gabled ends linked by a flat roofed corridor. In 1903-4 the east elevation was given a low pitched hipped roof and a small wing was added at right angles to the south-west corner. The new wing was also given a hipped roof, and that resulted in the removal of the west gable to the south range.
- 4.18 In the 1920s the Laundry was further altered by the addition of a small flat roofed extension at the north-west corner of the building. More recently, five windows have been modified and converted into doors.
- 4.19 Considerable sections of brickwork have evidently been remodelled to form large double width openings along the east elevation.
- 4.20 The interiors, although not fully inspected, appear to have undergone considerable alteration to create a modern facility.



Figure 4.7 The Laundry, 1888-9 with later alterations in the 1900s, 1920s and modern day.

Administration Building (map ref. F)

- 4.21 The Administration Building was originally built as part of the original fever hospital in 1888-9, but it is one of the most altered historic buildings on the Site.
- 4.22 The original building served as the combined matron's house, dispensary and kitchen. In the Edwardian phase of development the building was converted into the Administration Block and it was extended to the east, effectively doubling the footprint of the building.
- 4.23 In the 1920s the original 19th century matron's house was demolished and replaced with a large two-storey ward block, and the 1904 part of the building was extended northwards. This extension, however, was demolished and replaced in the 1970s with a large single storey kitchen that now occupies the angle between the two storey 1904 and 1920s buildings.
- 4.24 In 1999 the Administration Block was linked to the newly constructed Reception, ESM Unit and Pembroke and Sheen Lodges.
- 4.25 The oldest surviving part of the building is the two storey block to the south-east corner which dates from 1903-4 (**Figure 4.8**). This part of the building displays the characteristic features of the other buildings of this phase of development at the Site, namely a chamfered brick plinth, moulded brick eaves cornice and flat arched rubbed brick heads to the windows. In the case of the Administration Block, however, the windows are of a late 19th century domestic style consisting of double-hung timber sashes each with a single vertical glazing bar.
- 4.26 The two storey 1920s ward block, aligned on a north-south axis to the west of the early building, has a twin gable to the north, and features the same decorative elements as many of the 1904 buildings in the form of the chamfered plinth, moulded brick eaves cornice, flat arched rubbed brick window heads and late 19th century style sash windows (**Figure 4.9**).
- 4.27 The large single-storey kitchen extension that occupies the angle between the 1904 and 1920s buildings and which dates from the 1970s, is of much simpler design and omits all of the decorative features apart from the flat arched brick heads to the windows.



Figure 4.8 The south east corner of the Administration Building, the oldest surviving part of the structure (1903-4).



Figure 4.10 Interior of the Administration Building, showing modern suspended ceilings, fittings and fixtures associated with its current office use.



Figure 4.9 Administration Building, originally part of the 19th century hospital site and significantly altered in 1903-1904, 1920, 1977 and 1999.

Fleming and Beatrice Wards (map refs. D and E)

- 4.28 The Fleming and Beatrice Wards were built in the 1920s as part of the third phase of development of the hospital. They represent two of the four ward blocks that once occupied the eastern half of the site. The remaining blocks to the south were demolished as a result of bomb damage during the Second World War, and the creation of the NHS which lead to changes on the Site.
- 4.29 The wards comprise single storey buildings set across 17 bays. They are arranged as open wards flanking centrally placed entrance lobbies and duty rooms, which are expressed externally by flat roofed projections on both the north and south elevations. Sanitary facilities are located in cross wings at the outer ends of the wards (**Figure 4.11**).
- 4.30 The design of the Fleming and Beatrice Wards represents a standardised plan from which had been popular from c.1900. The wards have a simpler architectural style compared with the buildings from the 1899 and 1904 phases of development.
- 4.31 The wards are constructed in a fine quality red brick with chamfered brick plinths and flat headed brick arches to the windows. The original windows (pairs of double hung sashes set under a horizontal transom with casements above) only survive on the north elevation of Fleming Ward. The remainder have been replaced with UPVC fixed lights and casements.
- 4.32 The wards have hipped roofs with wide projecting eaves and narrow lead flats over the central seven window projections on the north and south elevations.
- 4.33 Internally, the Beatrice Ward retains some of the high-ceilinged ward spaces, although modern fittings such as flooring, a kitchenette and partition walls detract from its legibility (**Figure 4.12**). An internal inspection of the Fleming Ward was not possible during our Site visit.
- 4.34 The 1960s addition is in a poor condition and detracts from the aesthetic of the ward blocks (**Figure 4.13**).



Figure 4.11 The southern elevation of the Beatrice Ward (1920s).



Figure 4.13 The link between Fleming Ward and Beatrice Ward.



Figure 4.12 The interior of the Beatrice Ward.

Other buildings within the Site

Reception, ESM Unit, Pembroke Lodge and Sheen Lodge

- 4.35 The remainder of the buildings on the Site, at the southern boundary, were constructed in the late 20th and early 21st century. These modern buildings are not identified as BTMs and are of no historical or architectural interest.

5.0

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Assessment of Heritage Assets' Significance

5.0 ASSESSMENT OF HERITAGE ASSETS' SIGNIFICANCE

- 5.1 This section provides an assessment of the significance of the heritage assets which may experience effects arising from the development proposals at Barnes Hospital.
- 5.2 In accordance with paragraph 189 of the NPPF, the assessment is proportionate to the significance of the heritage assets, and no more than is necessary to understand the impact of the proposals.
- 5.3 There is only one designated heritage receptor which is likely to be affected by the proposals: the Queens Road (Mortlake) CA. There are eight non-designated heritage receptors within the Site boundary (BTMs) and two BTMs which may experience a change to their settings.

Designated heritage assets

Queens Road (Mortlake) Conservation Area

- 5.4 The Site lies adjacent to the Queen's Road (Mortlake) CA which was first designated in 1982 and extended in 1998. No part of the Site falls within the CA and so this assessment is primarily concerned with the setting of the designated heritage asset.
- 5.5 The CA is comprised of the Old Mortlake Burial Ground and four streets of residential development to the west of it (Queens Road, Prince's Road, Rock Avenue and Trehern Road). A plan of the CA is provided at **Figure 5.1**.
- 5.6 We have had regard to the adopted CA appraisal (the CA Statement) in preparing this assessment. It is reproduced at **Appendix 1.0**. It is not known when the document was published and it does not include any commentary on setting.
- 5.7 The CA covers the area of earliest development in this part of Mortlake which, until the late 19th century, had been a belt of open landscape between the settlements of Mortlake, Barnes and East Sheen.
- 5.8 The burial ground was established in 1854 and enlarged to its current size in 1877. It appears to have been deliberately located away from residential areas, but it was eventually absorbed by suburban expansion and its 'remote' character has been lost. The residential area to the west of the cemetery was laid out in the 1870-80s as part of the early expansion of Mortlake to the east. There is also a disused graveyard at the west end of Prince's Road.

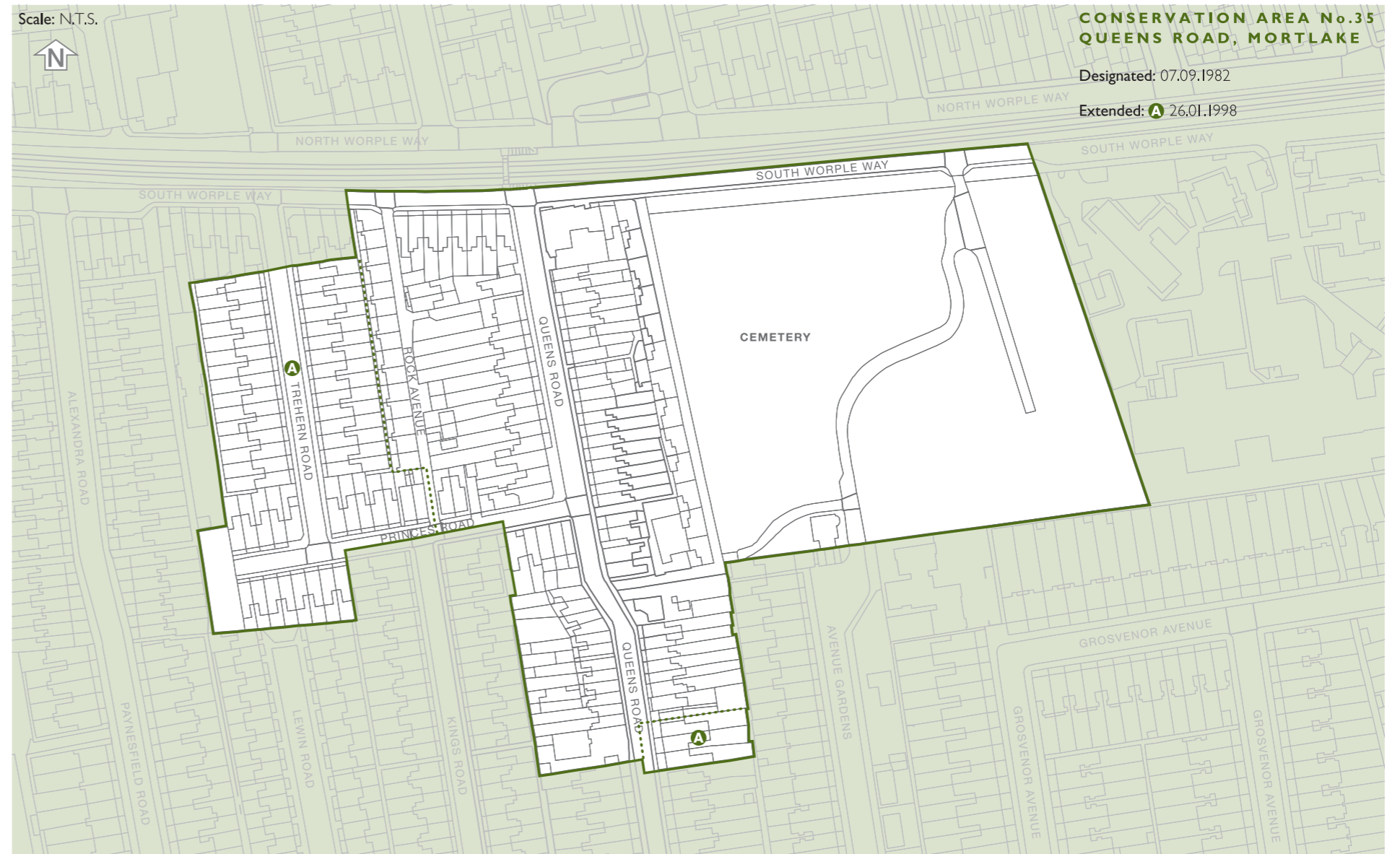


Figure 5.1 Plan of the Queens Road (Mortlake) CA.

- 5.9 The burial ground/cemetery should not be confused with the later Mortlake Cemetery in Kew which was created in 1925.
- 5.10 According to the CA appraisal, an aspect of the CA's character is the contrast between the long streets of terraced cottages and the secluded greenery of the cemetery.
- 5.11 The residential development comprises terraces of two storeys with a mix of exposed brickwork, painted brickwork and render. The individual properties are generally two bays, but the architectural detailing is varied. The earliest development along Queens Road is plain in comparison with the development to the west, which incorporates features such as bay windows and porches.
- 5.12 The residential area is interspersed with small pubs and shops, often at corner sites, which add to the visual interest and character of the CA.
- 5.13 The burial ground is a good example of an early Victorian cemetery which includes attractive mature trees and a large number of headstones. Its western boundary is formed by Lodge Avenue which provides a buffer to the residential area beyond.
- 5.14 The properties along Lodge Avenue are more decorative to create an attractive edge to the cemetery. The terrace is double storey with central doors, with open triangular pediments in red brick, paired sash windows with ornate mullions and a dogtooth stringcourse.
- 5.15 The significance of the CA is derived from its historical and architectural interest as an enclave of early Victorian development in the area. This expressed in the architectural character of the residential development which creates a strong sense of place.
- 5.16 The burial ground has historical interest as a typical Victorian cemetery which represents the growth of London in this period, and the way that the necessities of civic and suburban life manifested in the built environment.
- 5.17 The same is true of the disused graveyard in Prince's Street which represents the history of non-conformist worship in the area.



Figure 5.2 Residential development in the Queens Road (Mortlake) CA - Queens Road.



Figure 5.4 Old Mortlake Burial Ground.



Figure 5.3 Residential development in the Queens Road (Mortlake) CA - Trehern Road.



Figure 5.5 Residential development in the Queens Road (Mortlake) CA - Lodge Avenue.

Contribution of setting to significance

- 5.18 The setting of the CA can be broadly defined as the suburban area immediately surrounding the CA between Sheen Lane to the west and White Hart Lane to the east. This area includes residential development dating to the late 19th and early 20th century arranged in parallel streets aligned on a north-south axis.
- 5.19 The contrast in the architectural styles between the CA and later residential development, particular to the south, emphasises the age and interest of the properties within the CA. The views provided by the long street patterns allow this contrast to be appreciated.
- 5.20 The CA is bounded by the railway line to the north which creates a physical barrier to the development between the CA and the River Thames.
- 5.21 The Site forms the immediate setting to the east of the CA. The Site forms the east boundary of the Old Mortlake Burial Ground between the railway and the rear gardens of the residential properties along Grosvenor Avenue.
- 5.22 The first hospital on the Site was established in 1889, and so the remaining, original features on the Site are not contemporary to the CA. There is no historical setting relationship between the CA and the Site.
- 5.23 There is no design or architectural relationship between the CA and the later built form on the Site, which detracts from its significance by presenting low quality features to the edge of the burial ground.
- 5.24 In accordance with GPA3, we have also considered views in and out of the CA. No views are identified in the development plan or the CA Statement. We have, however, identified views from within the CA that are likely to be affected by the changes to the Site, and considered the contribution they make to the significance of the CA.

- 5.25 The viewpoints are located along the pedestrian pathway through the burial ground, which runs from south-west to north-east corner.
- 5.26 The first viewpoint (**Figure 5.6**) is taken as one enters the burial ground from the south-west gateway. Notwithstanding that the photograph is taken in winter, it demonstrates that there is dense tree cover from a number of mature trees along the eastern and southern boundaries of the cemetery, which effectively screen much of the Barnes Hospital site. Nonetheless, elements of the Site are visible, and the viewer is aware of the bulk and massing of the 1999 Pembroke Lodge to the southwest and the lower rise buildings behind the cemetery wall. As before, these features on the Site detract from the experience of the CA.
- 5.27 The viewpoint shown in **Figure 5.7** is taken from further along the path, as it starts to bear east towards the Site. Here, the varied rooflines of the modern buildings on the site are more prominent, and a gap in the trees affords a clear view over the low cemetery wall. Elizabeth Lodge is also visible to the left of the view, alongside the modern accretions that abut the wall. The view of the built form is not especially attractive and does not relate with any features in the burial ground.
- 5.28 Overall, the Site makes a neutral contribution to the significance of the CA. It does not have a relationship to the residential development, and does not provide a particularly attractive outlook from the burial ground. The built form within the Site has no associational relationship to the CA, where the features within the CA pre-date the earliest buildings which survive from the Isolation Hospital by 20 years.



Figure 5.6 View towards the Barnes Hospital site from the south-west corner of the cemetery.



Figure 5.7 View from the footpath as it bears east, showing the late 20th century buildings currently on the Barnes Site.

Non-designated heritage assets

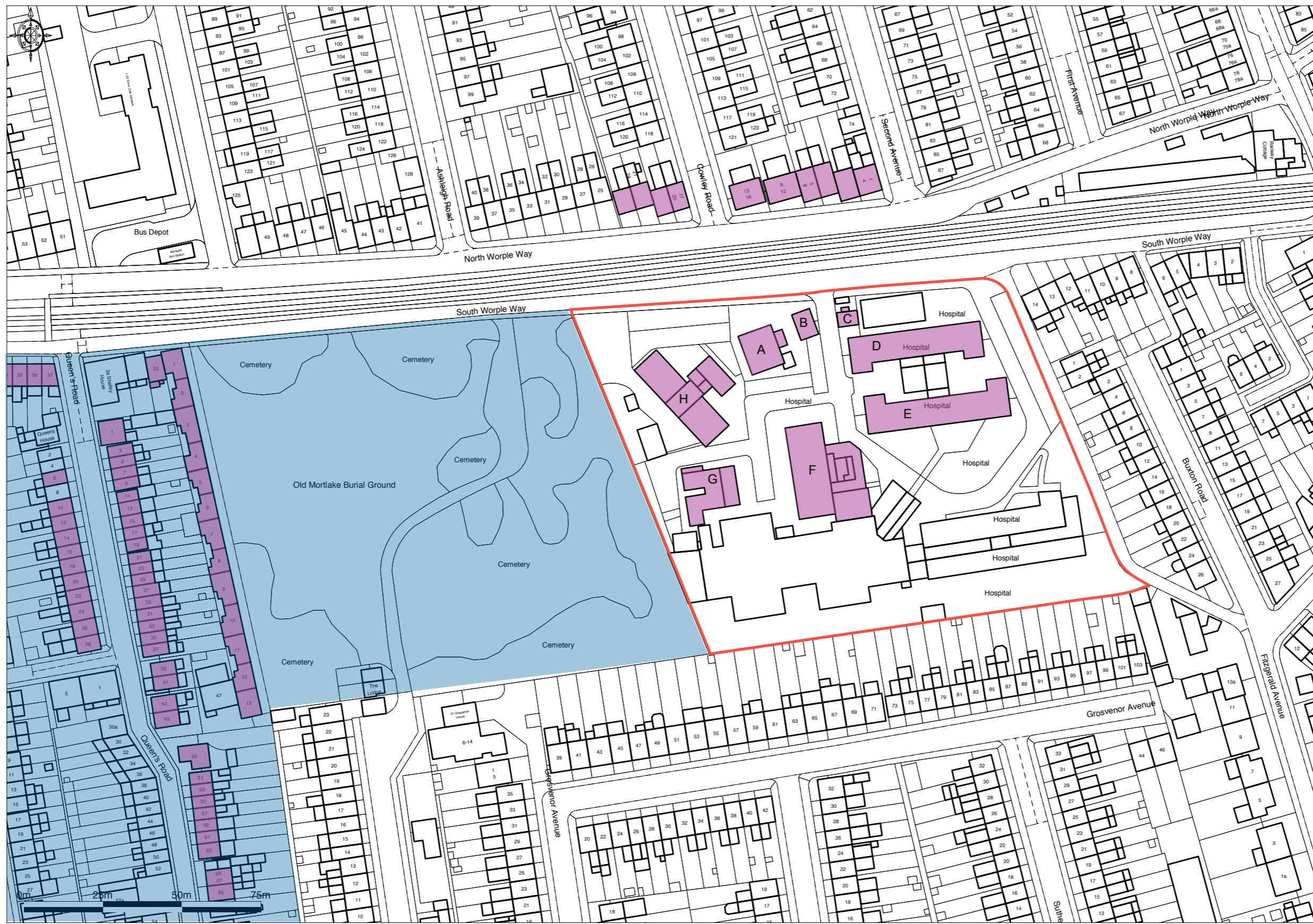
Barnes Hospital (the Site)

- 5.29 The Site has local historical and architectural interest for its evolution as a medical facility in the late 19th and 20th centuries. The eight buildings associated with the early use of the site as an isolation (fever) hospital are identified as BTMs.
- 5.30 A plan of the buildings on the Site is presented at **Figure 5.8**, which identifies the BTMs. A description of the Site is provided at **Section 4.0** and is not repeated here.
- 5.31 The architectural development and enlargement of the hospital site from its foundation in 1888 reflects the evolution of the medical and architectural approaches to the provision of treatment facilities, for fever patients in particular, and the management of such institutions under a series of government bodies.
- 5.32 The original use of the site as an isolation hospital has been lost and it is not possible to appreciate the operation of the early hospital in its most recent use for mental health services.
- 5.33 The original isolation hospital is the most historically interesting period of the Site's history, and this is recognised in identification of the BTMs, whose significance is derived from their association with the isolation hospital. The later buildings on the Site post-date the fever hospital and are not of any architectural quality.
- 5.34 The BTMs are as follows:
- The first Isolation Hospital (1888-9) comprised four buildings. The buildings to survive from this period are **the Laundry** and **Administration Block**.
 - The Isolation Hospital was enlarged in 1903-4 and a new entrance was created. The Edwardian buildings to remain on the Site include the **Entrance Lodge** and **Gatehouse**, as well as a **Recreation Hall** and the **Elizabeth Lodge**.
 - The **Fleming Ward** and **Beatrice Ward** which were built during the interwar period in the 1920s.

- 5.35 The architectural interest of the BTMs is derived from the period architectural features which survive, including detailing to the fenestration, slate roofs, chimney stacks and air vents. These features, as well as the shared palette of materials and proportion, give these buildings architectural and aesthetic value, especially when experienced as a group. This is particularly true of those buildings dating from the Edwardian phase of development.
- 5.36 Each of the BTMs have been subject to later alterations, however, which diminishes their heritage interest.
- 5.37 The Edwardian buildings are the most intact - both physically and as a group - compared with BTMs from the first and third phases of development (initial and interwar).
- 5.38 Very little fabric associated with the original isolation hospital survives and this is not legible from the building from this period which remain. The number of late 20th century additions and alterations to the undesignated heritage assets detracts from the buildings' integrity, and from the architectural value of the site as a whole.
- 5.39 The interior condition of the Recreation Hall, Entrance Lodge, Gatehouse, Elizabeth Lodge and Fleming Ward is unknown because the buildings were not available for inspection when Montagu Evans conducted its site visit. The internal spaces of the Laundry, Administration Block and Beatrice Ward retain no fabric of historic or architectural value due to the 20th century modernisation of the buildings.
- 5.40 With the exception of the Fleming and Beatrice Wards, the BTMs have been derelict for a number of years. The loss of their active, historic use as medical facilities diminishes their interest further still. It is no longer possible to appreciate their original functional character in the townscape.

Summary of significance

- 5.41 The significance of the BTMs can be summarised as follows:
- The significance of the BTMs within the Site is derived from their group value as a collection of historic buildings which represent the evolution of the isolation hospital at Mortlake.
 - The majority of the BTMs are redundant and currently vacant. They have lost their original use.
 - The surviving original features and shared architectural characteristics contributes to this significance and the legibility of the historic hospital, although this has been diluted by the later alterations and additions to the Site.
 - In a national context, isolation hospitals were common across the country, and the example at Barnes is relatively late and altered. The designs of the wards were part of a standardised pattern. Its significance is therefore local only.
 - The BTMs have been subject to later alterations and extensions which have removed historic fabric and character, diminishing their overall significance. The most altered BTMs are the Laundry and Administration Block (1888) which have all but lost their original character. Their significance is primarily derived from historical associations.
 - Similarly, the extent of change to the Fleming and Beatrice Wards (1920s) limits their significance to historical association with the hospital, and its development in the interwar period.
 - The Edwardian BTMs on the Site (the Recreation Hall, Entrance Lodge, Gatehouse and Elizabeth Lodge) are the most interesting in terms of their architectural character and group value, which is the most intact. That said, the Edwardian buildings have also been subject to later alteration.
 - The Edwardian buildings are not of listable quality and they are not included within a CA. Their status as non-designated heritage assets carries less weight in the planning balance than designated heritage assets.



KEY:

- Buildings of Townscape
- Barnes Hospital Buildings Identified on Plan**
- A. Recreation Hall
- B. Entrance Lodge
- C. Gatehouse
- D. Fleming Ward
- E. Beatrice Ward
- F. Administration Building
- G. Laundry
- H. Elizabeth Lodge
- Queen's Road (Mortlake) Conservation Area 35
- Site

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Barnes Hospital Heritage Assets Plan

Figure 5.8 Plan showing the BTMs on the Site.

Do Not Scale

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Contribution of setting to significance

- 5.42 The setting of the individual BTMs within the Site is defined by the Barnes Hospital complex. The significance of the BTMs is primarily derived from their value as a group, and so the setting relationship between the BTMs makes a positive contribution to their significance.
- 5.43 That said, the later accretions to the BTMs detracts from their significance by compromising the original architectural character of the buildings. The original functional relationship has also been lost, which also detracts from the positive setting relationship.
- 5.44 The hospital site also includes later infill development, in the setting of the BTMs, comprising:
- The Riverside Lodge (c.1978);
 - ESM Unit (c.1999);
 - Sheen and Pembroke Lodges (c.2001); and
 - The buildings along the western boundary (including the c.1976 chapel, mortuary and generator house).
- 5.45 These later developments express a modern character and appearance which is not complementary to the BTMs. The infill reduces the open space within the hospital site and represents the shift from isolation hospital to the later mental health services. It is for these reasons that the later infill makes a negative contribution to the significance of the BTMs because it dilutes an appreciation of their historical and architectural interest.
- 5.46 We have had also regard to other elements historic fabric within the Site which make a positive contribute to the significance of the BTMs as a group. These include:
- The historic wall which forms the boundary between the hospital site and the burial ground which is likely to pre-date the hospital (**Figure 5.9**); and
 - The wrought iron gates in the north-eastern corner of the Site which formed the original hospital entrance (**Figure 5.10**).



Figure 5.9 The boundary wall between the Site and the Old Mortlake Burial Ground. The wall is broken down in places and in a low to poor overall condition.



Figure 5.10 The wrought iron gates of the original hospital entrance.

- 5.47 The wider setting of the BTMs comprises the area of early 20th century suburban development on either side of the railway line, which runs east-west immediately north of the hospital. The residential setting make a neutral contribution to the BTMs.
- 5.48 The view of the Edwardian BTMs from South Worple Street make a positive contribution to their significance because this is the main public vantage point from which their architectural character can be appreciated (see **Figure 5.11**).
- 5.49 To the west, the immediate setting of the BTMs comprises the Old Mortlake Burial Ground. The burial ground is identified as part of the Queens Road (Mortlake) CA. We have already described the setting relationship between the hospital and the burial ground in the CA assessment above. The burial ground makes a neutral contribution to the significance of the BTMs because the historical associations between the features is limited, and the views of the buildings are obscured by the planted edge.



Figure 5.11 The view of the Edwardian BTMs provided by South Worple Street.

Buildings of Townscape Merit

5.50 We have identified the following BTMs as non-designated heritage assets which may experience a change to their setting as a result of the proposals.

Nos. 1-13 Lodge Avenue

5.51 Nos. 1-13 Lodge Avenue is a terrace of Victorian cottages which form the west boundary of the Old Mortlake Burial Ground (**Figure 5.12**). They have local heritage interest as a Victorian residential development with decorative detailing which reflects their relationship to the cemetery. The burial ground makes a positive contribution to the significance of the non-designated heritage asset.

5.52 The Site makes a neutral contribution to the significance of the non-designated heritage receptors because of the separation provided by the burial ground.

Nos. 3-24 North Worple Way

5.53 Nos. 3-24 North Worple Way is a group of semi-detached, Edwardian properties which have the same architectural characteristics (**Figure 5.13**). The buildings have local heritage interest as a group of attractive, Edwardian family homes. The repetition of architectural features in the streetscape adds to their interest, which contrasts to the terraced development to the north.

5.54 The Site is separated from nos. 3-24 North Worple Way by the railway line to the south. The Site is not read as part of their residential setting or together with the view of primary elevations. The Site therefore makes a neutral contribution to their significance.



Figure 5.12 Nos. 1-13 Lodge Avenue.



Figure 5.13 Nos. 17-24 North Worple Way which form part of the group of BTMs identified at nos. 3-24 North Worple Way.

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6.0 ASSESSMENT OF PROPOSALS

- 6.1 In this section we assess the effect of the proposals on the significance of the heritage assets identified at **Section 5.0** against the legislation and planning policy framework presented at **Section 2.0**.
- 6.2 The proposals comprise the redevelopment of the Site with a mixed use scheme to provide a health centre, SEN school and approximately 80 new residential units. Three of the BTMs will be converted for residential/ancillary use for the health centre (the early 20th century Entrance Lodge, Gatehouse and Recreation Hall).
- 6.3 The delivery of the proposals will require the demolition of the 21st century buildings on the Site as well the remaining five BTMs on the Site.
- 6.4 The full details of the proposals are provided in the Design and Access Statement and drawings prepared by Squire and Partners.
- 6.5 National and local planning policy requires an applicant to describe the effects of a development on the significance of heritage assets. The heritage assets that have been identified are:
- The Queens Road (Mortlake) CA;
 - The eight BTMs within the Site (non-designated heritage assets); and
 - Two BTMs within the immediate vicinity of the Site.
- 6.6 The DAS explains how the proposals are based on 'garden square' design principles and the proposed landscaping is an important aspect of the scheme. The outline architectural and landscape design is of a high quality by a leading practice.
- 6.7 We have had regard to the Design Code which is submitted with the application in forming this assessment.
- 6.8 An illustration of the proposals is presented at **Figure 6.1**. The new buildings on the Site will be arranged around a central garden square. The residential uses will be located in the western part of the Site, with the medical centre and school to the east.
- 6.9 This assessment should also be read alongside the Planning Statement prepared by Montagu Evans.



Figure 6.1 Illustration of the proposals presented in an aerial view from the south east.

Queens Road (Mortlake) CA

- 6.10 There will be no direct effects (physical changes) to the CA as a result of the proposals. The proposals will change the character of the Barnes Hospital Site in the setting of the Queens Road (Mortlake) CA.
- 6.11 The proposals will replace the existing built form within the Site and introduce a new architectural character and uses to the setting of the CA, east of the Old Mortlake Burial Ground.
- 6.12 Paragraph 200 of the NPPF encourages the local authority to seek opportunities for new development within the setting of CAs which will enhance or better reveal their significance.
- 6.13 The proposals will replace the existing Mental Health Trust buildings with a new mixed use development. The buildings which currently address the CA at the western boundary of the Site will be replaced with residential development. Illustrative imagery of the residential blocks is reproduced from the Design and Access Statement at **Figure 6.2**.
- 6.14 The CA is contained within an area of suburban residential development and the proposed uses are consistent and complementary to the prevailing character of the CA and its setting.
- 6.15 The new development will be of a high architectural quality which responds to the existing context. The effect on the CA arising from the new residential development is considered in more detail in terms of the views out from the burial ground.
- 6.16 The assessment at **Section 5.0** identifies two views from the burial ground to the Site which include Pembroke Lodge (1999) and the lower rise buildings behind the cemetery wall, including Elizabeth Lodge (a BTM which dates to 1903-4).
- 6.17 Pembroke Lodge is not a building of architectural distinction and it is considered to detract from the significance of the CA as an unattractive feature in its setting, where it is visible at the boundary of the burial ground.
- 6.18 The upper parts of Elizabeth Lodge are also present in views from within the burial ground views. Although Elizabeth Lodge is identified as a BTM, it makes no particular contribution to the significance of the CA: it does not address the open space or present an attractive architectural element in the overall experience of the CA.

- 6.19 The redevelopment of these buildings would not result in the removal of any elements of the setting of the conservation area that make a positive contribution to the significance of the asset. Furthermore, the redevelopment of Pembroke Lodge, which detracts from the setting of the conservation area, provides an opportunity to enhance the setting of the heritage asset as encouraged by policy.

- 6.20 Consequently, it is considered that the proposals will enhance the setting of the CA through the introduction of new buildings of a higher architectural quality than the existing buildings. The new uses will contribute to the vitality and appreciation of the CA, in particular the Old Mortlake Burial Ground.
- 6.21 The proposals will also provide funding for the repair of the boundary walls around the Site, including the wall between the Site and the burial ground.



Figure 6.2 Illustrative west elevations of the proposed residential blocks (Blocks A and B) which will face the Old Mortlake Burial Ground.

The impact on Buildings of Townscape Merit

Barnes Hospital (the Site)

- 6.22 The proposals will affect the eight BTMs which fall within the Site boundary. In accordance with paragraph 197 of the NPPF, a balanced judgement is required to determine applications which affect non-designated heritage assets.
- 6.23 The balanced judgement should have regard to the scale of any harm or loss, as well as the significance of the heritage asset. The judgement should also be taken on the basis of the development *as a whole*.
- 6.24 The proposals seek to deliver a medical centre and SEN school alongside new residential development. The effects on the BTMs will be as follows:
- The Entrance Lodge, Gatehouse and Recreation Hall will be retained and refurbished for new uses. Their setting will also change as a result of the new development.
 - The Laundry, Administration Block, Elizabeth Lodge and the Fleming and Beatrice Wards will be demolished to achieve the new uses on the Site.
- Assessment of the proposals on the BTMs*
- 6.25 This assessment will explain how the proposals for the BTMs are necessary to realise the Site's redevelopment in line with the Council's policy objectives, which are as follows:
- The Site has been identified for social and community infrastructure uses in the adopted Local Plan as part of site allocation SA 28 Barnes Hospital, East Sheen.
 - The need for a new SEN school in the borough has been identified by the Council in their School Place Planning Strategy, and SA 28 expects the delivery of the school as part of the Site's redevelopment.
- 6.26 In terms of the non-designated heritage assets, the policy wording for SA 28 is clear that:
- "The Council expects that the most important existing Buildings of Townscape Merit are retained."* (Our emphasis)
- 6.27 Notwithstanding development plan Policy LP 4 which contains the presumption against demolition of BTMs, the likelihood that it would not be possible to retain all of the BTMs on the Site whilst securing the new uses is implicit in the wording of SA 28.

- 6.28 Nevertheless, the Applicant considered the whether it would be possible to retain and reuse all the BTMs on the Site.
- 6.29 In their current condition, however, the BTMs are not fit for purpose as healthcare facilities, and it would not be possible to upgrade or retrofit the BTMs for the new uses which are sought for the Site because of their awkward volumes and nature of the previous uses.
- 6.30 Accepting that the retention of all the BTMs would not be possible, the proposals seek the retention of the most important existing buildings on the Site in accordance with SA 28, as explained as follows.
- 6.31 Montagu Evans were instructed at the early stages of design development to understand the significance of the BTMs on the Site to help inform the proposals. The assessment of significance is presented at **Sections 4.0 and 5.0** of this report. The assessment demonstrates that the level significance is varied across the BTMs.
- Demolition of the least important BTMs*
- 6.32 The buildings identified for demolition represent the least significant BTMs on the Site because they are the most altered and do not have strong legibility as a group.
- 6.33 Notwithstanding their age, the extent of alteration to the Laundry and Administration Block has eroded their original character as structures dating from the first phase of the hospital's development, as well as compromising the buildings' historic fabric.
- 6.34 Similarly, the relatively late date and extent of alteration to the Fleming and Beatrice Wards also puts them at the low end of the scale of significance on the Site.
- 6.35 The supporting text of Policy LP 4 states that there is a presumption against the demolition of a BTM unless structural evidence is submitted to the Council. Presumably, the structural evidence is requested on the assumption that the demolition of the BTM is required because of an issue with its structural integrity.
- 6.36 In this case, we understand that the BTMs proposed for demolition are structurally sound. The purpose of their demolition is to facilitate the redevelopment of the Site with a medical centre, school and residential uses.

- 6.37 As before, the need for such facilities has been identified by the Council, and the option studies show that the new uses cannot be delivered through the adaptation of the existing buildings on the Site.
- 6.38 In this case, therefore, structural evidence has not been provided because their structural integrity is not the basis for their removal. The justification is predicated on the need to provide the new uses, and the necessity to demolish some of the BTMs is implicit in the policy wording for SA 28.
- 6.39 In order to mitigate the loss of the BTMs, the Applicant intends to instruct a scheme of Historic Building Recording (HBR) for the buildings which will be demolished.
- 6.40 In order to comply with the policy wording of LP 4, it is anticipated that the Written Scheme of Investigation (WSI), which will be agreed with the Council, could include structural details. It is anticipated that the WSI and HBR will be secured via Condition.
- 6.41 The text which supports LP 4 goes on to state that:
- "Should demolition prove necessary, a high standard of design that complements the surrounding area will be required in any replacement building."*
- 6.42 The proposals for the Site are of a demonstrably high design by a leading architectural practice. The Parameters Plans and Design Code ensure that the new development will respect the scale and materiality of the historic buildings, including the earlier residential developmental the surrounding area.
- 6.43 The 'garden square' principles will create an attractive area of public space with high quality landscaping in which the character of the historic buildings will be revealed and enjoyed.
- Retention and enhancement of the most important BTMs*
- 6.44 The BTMs which will be retained as part of the proposals all date from the 1903-4 expansion of the former Isolation Hospital - the Entrance Lodge, Gatehouse and Recreation Hall. They form a small group at the main entrance of the Site and make a positive contribution to the townscape along South Worple Way.
- 6.45 They are the most interesting BTMs on the Site because of their individual integrity (though they are altered they are the most intact) and their surviving value as group. The group value is legible in their physical proximity to each other and shared architectural characteristics.

- 6.46 The Entrance Lodge, Gatehouse and Recreation Hall have greater visual prominence than the other BTMs because they address South Worple Way and form part of the way the character of the area is appreciated. The BTMs which will be demolished are located within the Site, set back from the main public routes, so are not visible in public views.
- 6.47 It is, however, proposed to demolish the Elizabeth Lodge which also forms part of the 1904 group. This building does derive significance from its group value with the other Edwardian buildings, and there will be some harm the local historic environment as a result of its demolition, as well as its loss in the setting of its contemporary BTMs.
- 6.48 Due to its larger footprint, position on the Site, layout and volume, its retention and reuse as part of the residential development would not be possible.
- 6.49 The Entrance Lodge and Recreation Hall will be converted for residential use. The Gatehouse will be integrated with the health hub. The works to refurbish and reuse the BTMs will preserve and enhance their special interest by ensuring their conservation through a long-term, viable use and restoring their historic character and appearance.
- 6.50 The Design Code sets out the Applicant's commitment to the restoration and enhancement of the BTMs which will be retained on the Site. The buildings will be restored using like-for-like materials, including handmade and gauged bricks and lime mortar, and traditional building techniques.
- 6.51 The later, machine-made structures which have been attached to the Gatehouse and Recreation Hall will be removed and the existing structure made good.
- 6.52 The details of the proposals to the BTMs will be secured as part of Reserved Matters applications.
- 6.53 The configuration of the new buildings on the Site has also been given careful consideration in terms of the setting of the BTMs.
- 6.54 The garden square to the south of the main entrance will enhance the setting in which the BTMs are appreciated.
- 6.55 In response to pre-application advice, the new buildings have been set away from the historic buildings as far as possible to ensure that they remain read as standalone buildings.
- Other Buildings of Townscape Merit**
- 6.56 We have also identified two BTMs which might experience effects of the proposals arising from the change to their setting.
- 6.57 Nos. 1-14 Lodge Avenue form the west boundary of the Old Mortlake Burial Ground. They form part of the Queens Road (Mortlake) CA. The proposals will have no effect on the ability to appreciate the BTMs character or special interest as an attractive terrace of mid-19th century dwellings. The important relationship between the BTMs and the burial will not change.
- 6.58 Nos. 3-24 North Worple Way are located opposite the Site on the north side of the railway line. The proposals will have no effect on an ability to appreciate the BTMs character of special interest as a group of identical, Edwardian semi-detached properties. The proposals will not introduce a new scale, use or form of development in the wider suburban setting, and the preservation of the BTMs at the entrance to the Site will preserve the historic character of the Site.
- Summary of Assessment**
- 6.59 The proposals will enhance the setting and significance of the Queens Road (Mortlake) CA and therefore comply with paragraph 200 of the NPPF, and development plan policies LP 3, LP 5 and SA 28.
- 6.60 The BTMs do not benefit from statutory protection. Harm to non-designated heritage assets is of lesser weight than that to listed buildings or CAs; it is merely another consideration in the planning balance, of no greater weight than other planning matters.
- 6.61 In terms of the non-designated heritage assets, we return to the wording of paragraph 197 of the NPPF which requires a balanced judgement which has regard to the scale of any harm or loss, as well as the significance of the heritage asset.
- 6.62 The scale of the harm is reduced by the relative significance of the BTMs which are proposed for demolition. The five BTMs are the most altered on the Site and they are no longer in use. The harm will be mitigated through HBR and a scheme of interpretation which will be delivered as part of the development.
- 6.63 The presumption against demolition in policy does not preclude the demolition of BTMs, providing the evidence and circumstances can justify the demolition. The necessity for demolition of some of the BTMs is implicit in the policy wording for SA 28 and it has been demonstrated in design development that retaining all eight buildings would not be possible.
- 6.64 In accordance with Policy LP 4, the replacement buildings proposed as part of the development are of a high architectural quality. The replacement buildings will facilitate the reuse of the Site for social and community uses, as required by the Site's allocation (SA 28), as well as new residential provision.
- 6.65 The loss of the BTMs is also balanced against the heritage benefits of the proposals.
- 6.66 In accordance with SA 28, the proposals which will retain the most important BTMs on the Site and refurbish them for new use. The buildings are currently derelict, and the new uses will secure their long-term maintenance and conservation.
- 6.67 The setting of the remaining BTMs will be enhanced, including the refurbishment of other historic features within the Site boundary (boundary wall and gates).
- 6.68 It is considered that the selection of buildings to be demolished is appropriate in terms of the balanced judgement on their significance. The proposals are therefore acceptable in the terms of paragraph 197 of the NPPF and policies LP 4 and SA 28 of the development plan.
- 6.69 In the consideration of the balanced judgement, the Council are also invited to consider the considerable public benefits of the proposals, including the heritage benefits that have been identified.

7.0

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Conclusion

7.0 CONCLUSION

- 7.1 Montagu Evans have prepared this Heritage Statement on behalf of the South West London and St George's Mental Health NHS Trust in support of the application for outline planning permission to redevelop the Site at Barnes Hospital.
- 7.2 The proposals will realise the comprehensive redevelopment of the Site to deliver the Council's objectives which are set out in Site Allocation, SA 28.
- 7.3 SA 28 seeks the delivery of a health centre and SEN school on the Site. To maximise the effective use of the land the Applicant is also proposing high quality residential accommodation in three new buildings at the Site's western boundary. The proposals involve the provision of public realm and open space, as well as improved pedestrian routes.
- 7.4 The proposals will maximise the effective use of the land, an identified brownfield site, in accordance with paragraph 117 of the NPPF and development plan policy.
- 7.5 The application seeks outline planning permission with all matters reserved (including appearance, landscaping, layout and scale) except for access.
- 7.6 The heritage considerations relevant to the proposals arise from the eight BTMs within the Site boundary (non-designated heritage assets) and the effect of the proposals on the setting of the Queens Road (Mortlake) CA.
- 7.7 We have also identified two further BTMs within the proximity of the Site: nos. 1-13 Lodge Avenue and nos. 3-24 North Worple Way. There will be no effect on the two BTMs in proximity of the Site as a result of the change to their setting.
- 7.8 For the avoidance of doubt, the Site does not contain any statutorily listed buildings, and there are no statutorily listed buildings within 250m of the Site boundary. The Site is not located within CA but it lies adjacent to the Queen's Road (Mortlake) CA.
- Effect on the Queens Road (Mortlake) CA*
- 7.9 The CA designation adjacent to the Site recognises the area of early-mid 19th century development south of South Worple Way. This area represents the earliest development in this part of Mortlake. It comprises the residential development between Trehern Road and Lodge Avenue and the Old Mortlake Burial Ground.
- 7.10 The proposals will enhance the setting of the CA by replacing the low quality, undistinctive buildings which are visible from within the CA (from the burial ground) with buildings of a high quality of architecture.
- 7.11 The new development closest to the CA will be set back from the boundary of the burial ground by a private access road and associated landscaping.
- 7.12 The architectural character of the buildings which address the CA will have a traditional style which respects the materiality and scale of the historic development in the surrounding area.
- 7.13 The new uses adjacent to the CA will enhance the overall townscape character in the setting of the CA and its vitality.
- 7.14 Overall, the proposals are considered to enhance the setting and significance of the Queens Road (Mortlake) CA and therefore comply with paragraph 200 of the NPPF, and development plan policies LP 3, LP 5 and SA 28.
- Effect on the Buildings of Townscape Merit*
- 7.15 The BTMs on the Site represent the historical development of the former Isolation Hospital at Mortlake between 1889 and the 1920s. The hospital was developed incrementally in response to changing socio-political conditions and the evolution of medical care and practices.
- 7.16 There are three main phases of the hospital's development captured by the BTMs: its establishment by the Victorians (1888-9), Edwardian expansion (1903-4) and finally expansion after the First World War (1920s ward-blocks).
- 7.17 Each BTM has been subject to later alteration and extension. With the exception of the interwar Fleming and Beatrice Wards, the BTMs are all vacant, being redundant in their use as part of the existing Mental Health Trust.
- 7.18 It is not possible to retain all the BTMs on the Site and achieve the Council's policy objectives. The existing buildings are no longer fit for purpose for use by the NHS and their form and layout prevents adaptation.
- 7.19 In accordance with the wording of SA 28, the most important BTMs on the Site will be retained. The most important buildings have been identified as the buildings from the Edwardian phase of development because they are the most intact physically and as a group. They are also located at the main entrance from the Site and therefore make the most contribution to the local townscape.
- 7.20 The refurbishment and reuse of the Entrance Lodge, Gatehouse and Recreation Hall at the entrance to the Site will enhance their significance. The landscape proposals will improve their setting and the ability to appreciate the historic buildings.
- 7.21 The BTMs which will be demolished represent the least important BTMs on the Site because the extent of later alteration has eroded their historic character and diminished their legibility as a group.
- 7.22 The demolition of the five BTMs will cause a degree of harm to the significance of the retained BTMs because they derive historical interest from their value as a group, representing the former Isolation Hospital.
- 7.23 The loss of the five BTMs will be mitigated by a scheme of HBR to be agreed with the Council through a WSI. The Applicant would also be willing to arrange a scheme of interpretation to present the history of the Site on the Site.
- 7.24 In accordance with policy, the proposals for the replacement buildings represents high quality, integrated architectural and landscape design by a leading practice.

- 7.25 There will also be heritage benefits arising from the refurbishment and reuse of the Edwardian BTMs and the repair of the historic boundary wall and entrance gates.
- 7.26 It is considered that the selection of buildings to be demolished is appropriate in terms of the balanced judgement on their significance. The proposals are therefore acceptable in the terms of paragraph 197 of the NPPF and policies LP 4 and SA 28 of the development plan.
- 7.27 As part of the balanced judgement on the proposals to demolish some of the BTMs, the Council are also invited to consider the considerable public benefits of the proposals, including the heritage benefits that have been identified.
- 7.28 It is our judgement that the wider public benefits offered by the Site's allocation for a medical centre and new SEN school outweigh the loss of the BTMs.

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APPENDIX 1: Queens Road Conservation Area

Queens Road (Mortlake) Conservation Area 35

Designation

Conservation Area designated:
07.09.1982

Conservation Area extended:
26.01.1998

Location

OS Sheets: 2075, 2175

The conservation area lies immediately south of the railway line and to the west of Mortlake Cemetery.

History and Development

The area was developed in the latter half of the 19th century.

Character

Mortlake is a good example of a Victorian cemetery with some fine mature trees. The adjoining terraces of small Victorian cottages, some of which face onto narrow alleyways and have unusual embellishments, possess a charming sense of space. This area forms one of the earliest settlements in Mortlake, evidenced by the historic street pattern. The area was extended to include properties in Trehern Road, Prince's Road and Queen's Road and the disused graveyard at the end of Prince's Road. The disused graveyard is a historically significant remnant of non-conformist worship in the area.

The character of the area is determined by its long streets of terraced cottages, (with corner pubs forming intermittent foci) contrasted with the secluded greenery of the cemetery with Lodge Avenue as its western boundary.

Queen's Road's original architectural character was of simple slate roofed houses with brick detailing some cottages have sash windows with red brick flat arches and doors with red brick round arches; pairs of houses share a stack. There are some dentil eaves detailing. Many houses have had features added and the proportions and glazing pattern of their windows changed which has affected the area's consistency and detracted from its simple unaffected character. Small pubs and shops, often at corner sites, focus interest and the Queen's Arms has a fine ceramic tiled frontage with lettering and decorations also in ceramic. The small shops opposite the Queen's Arms are also very important in providing points of interest in the street and have retained good shop-fronts.

Lodge Avenue in the cemetery has more decorative features than the surrounding streets, as befits its position. This, together with its single sided layout opposite the cemetery's eastern boundary and pedestrian only access, gives it its unusual character. The terrace is double storey with central doors, having open triangular pediments in red brick, paired sash windows with ornate mullions and a dogtooth stringcourse.

An attractive group of three roughcast cottages at nos. 67-71 Queen's Road, remain virtually unaltered and relate more to the properties to the north than those to the south outside the conservation area. The properties in Trehern Road and Prince's Road continue the form of long terraces of modest cottages containing a number of interesting architectural details, including a continuous ground floor porch to the properties in Trehern Road.

Problems and Pressures

- Development pressure which may harm the balance of the landscape-dominated setting, and the obstruction or spoiling of views, skylines and landmarks
- Loss of traditional architectural features and materials due to unsympathetic alterations
- Loss of front boundary treatments and front gardens for car parking
- Lack of coordination, clutter and poor quality of street furniture and flooring

Opportunity for Enhancement

- Improvement and protection of landscape setting
- Preservation, enhancement and reinstatement of architectural quality and unity
- Retain and enhance front boundary treatments and discourage increase in the amount of hard surfacing in front gardens
- Coordination of colour and design, rationalisation and improvement in quality of street furniture and flooring

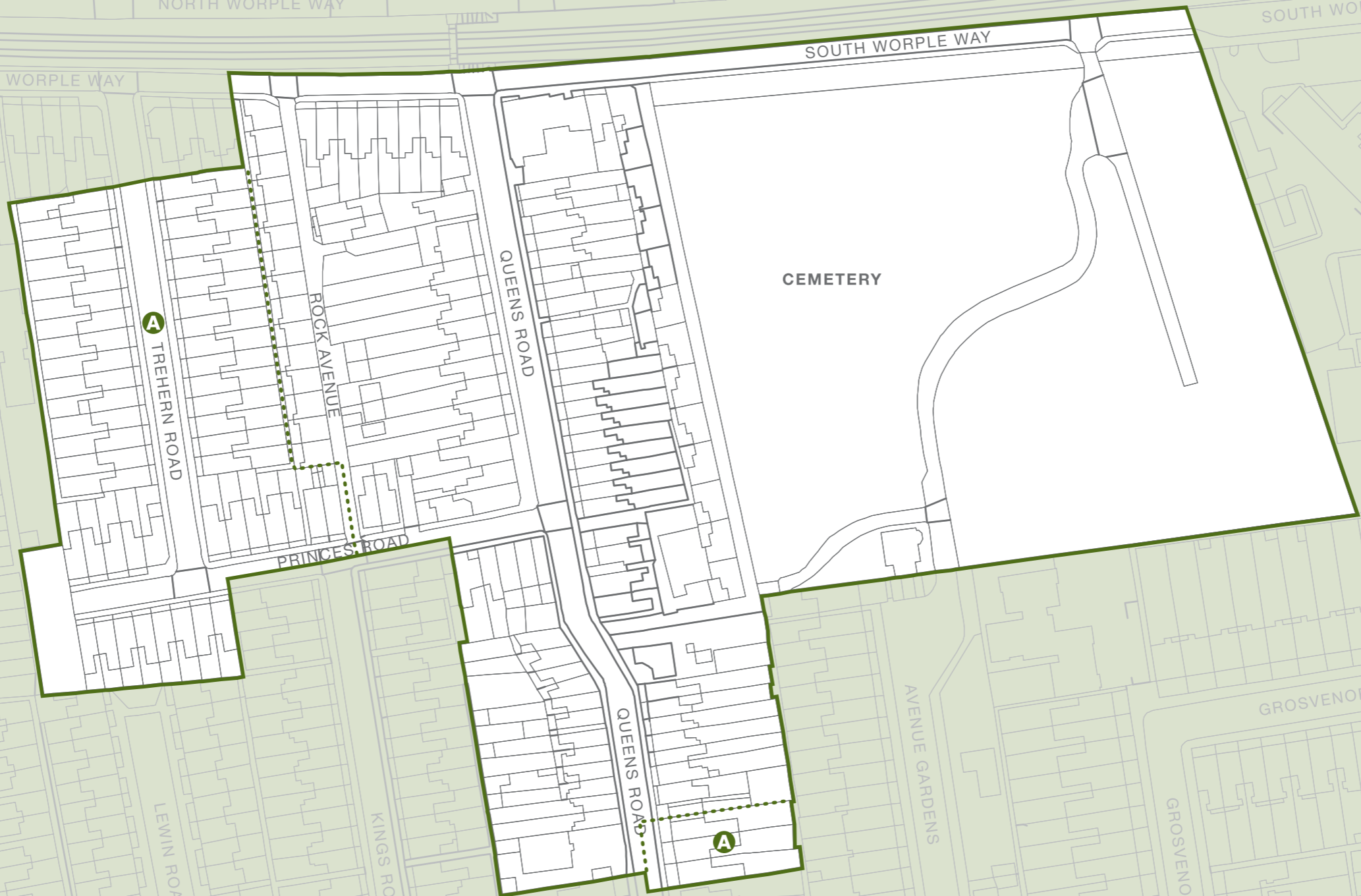
Scale: N.T.S.



CONSERVATION AREA No.35 QUEENS ROAD, MORTLAKE

Designated: 07.09.1982

Extended: **A** 26.01.1998



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