



36 FIFE RD,  
LONDON, SW14 8BJ

# HERITAGE STATEMENT

PREPARED BY PEGASUS GROUP  
ON BEHALF OF ONYX LONDON

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## Pegasus Group

Pegasus House | Querns Business Centre | Whitworth Road | Cirencester | Gloucestershire | GL7 1RT  
T 01285 641717 | F 01285 642348 | W [www.pegasusgroup.co.uk](http://www.pegasusgroup.co.uk)

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# HERITAGE STATEMENT

**36 FIFE RD, LONDON, SW14 8BJ**

**ON BEHALF OF: ONYX LONDON**

**Prepared by: Claire Gayle B.EnvD, MSc, MA, IHBC, Associate Heritage Consultant**

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## **CONTENTS:**

<b>1. INTRODUCTION</b>	<b>2</b>
<b>2. SITE DESCRIPTION AND PLANNING HISTORY</b>	<b>4</b>
<b>3. PROPOSED DEVELOPMENT</b>	<b>11</b>
<b>4. METHODOLOGY</b>	<b>12</b>
<b>5. PLANNING POLICY FRAMEWORK</b>	<b>17</b>
<b>6. THE HISTORIC ENVIRONMENT</b>	<b>26</b>
<b>7. ASSESSMENT OF HARM OR BENEFITS</b>	<b>32</b>
<b>8. CONCLUSIONS</b>	<b>38</b>

## **APPENDICES:**

<b>APPENDIX 1: MINUTES OF THE PRE-APPLICATION MEETING</b>	<b>2</b>
<b>APPENDIX 2: RICHMOND BOROUGH COUNCIL RESPONSE</b>	<b>3</b>
<b>APPENDIX 3: 65/0033 DECISION NOTICE</b>	<b>10</b>
<b>APPENDIX 4: CHRISTCHURCH ROAD CONSERVATION AREA MAP</b>	<b>30</b>

## **PLATES:**

<b>PLATE 1: SITE LOCATION PLAN.</b>	<b>3</b>
<b>PLATE 2: FRONT ELEVATION.</b>	<b>4</b>
<b>PLATE 3: SIDE (SOUTH-EAST) ELEVATION INCLUDING THE DUTCH GABLE AND WITH THE EXISTING GARAGE GLIMPSED.</b>	<b>4</b>
<b>PLATE 4: REAR ELEVATION.</b>	<b>5</b>
<b>PLATE 5: SIDE (NORTHWEST) ELEVATION.</b>	<b>5</b>
<b>PLATE 6: 1869 ORDNANCE SURVEY MAP.</b>	<b>6</b>
<b>PLATE 7: 1913 ORDNANCE SURVEY MAP.</b>	<b>6</b>
<b>PLATE 8: 1913 IMAGE.</b>	<b>7</b>
<b>PLATE 9: 1935 ORDNANCE SURVEY MAP.</b>	<b>8</b>
<b>PLATE 10: 1935 AERIAL VIEW.</b>	<b>8</b>
<b>PLATE 11: 1952-3 ORDNANCE SURVEY MAP.</b>	<b>9</b>
<b>PLATE 12: THE 1965 REAR EXTENSION.</b>	<b>10</b>
<b>PLATE 13: FEATURE DOME.</b>	<b>28</b>
<b>PLATE 14: DUTCH GABLE.</b>	<b>28</b>
<b>PLATE 15: PORTICO AND DECORATIVE BALUSTRADE.</b>	<b>29</b>
<b>PLATE 16: UNDATED POSTCARD.</b>	<b>29</b>
<b>PLATE 17: VIEW FROM FIFE ROAD TO THE EAST.</b>	<b>29</b>
<b>PLATE 18: VIEW FROM THE JUNCTION OF FIFE ROAD AND SHEEN LANE.</b>	<b>30</b>
<b>PLATE 19: THE AREA OF THE 1965 EXTENSION (YELLOW) IN RELATION TO THE PROPOSED GARAGE AND LINK.</b>	<b>33</b>
<b>PLATE 20: INTERNAL VIEW OF THE EXISTING BEDROOM WINDOW.</b>	<b>33</b>
<b>PLATE 21: INTERNAL VIEW OF THE EXISTING BATHROOM WINDOW.</b>	<b>34</b>
<b>PLATE 22: STAIRCASE WINDOW.</b>	<b>34</b>
<b>PLATE 23: STAIRCASE WINDOW.</b>	<b>35</b>
<b>PLATE 24: VISUAL OF THE EXISTING REAR ELEVATION/GARDEN VIEW INCLUDING THE RECENTLY APPROVED ALTERATIONS.</b>	<b>35</b>

<b>PLATE 25: PROPOSED BIRD'S EYE VIEW OF THE BUILDING.</b>	<b>35</b>
<b>PLATE 26: PROPOSED GARDEN VIEW.</b>	<b>36</b>
<b>PLATE 27: EXISTING SHEEN LANE VIEW.</b>	<b>37</b>
<b>PLATE 28: PROPOSED SHEEN LANE VIEW.</b>	<b>37</b>

# 1. Introduction

- 1.1 Pegasus Group have been commissioned by Onyx London to prepare a Heritage Statement to assess the proposed first floor extension to 36 Fife Rd, London, SW14 8BJ as shown on the Site Location Plan provided at Plate 1.
- 1.2 The site comprises the Locally Listed 36 Fife Road which also falls within the boundaries of the Christchurch Road Conservation Area.
- 1.3 The application seeks Planning Permission for a first floor rear extension creating an additional bedroom and ensuite
- 1.4 This Built Heritage Statement provides information with regards to the significance of the historic environment to fulfil the requirement given in paragraph 189 of the Government's National Planning Policy Framework (the NPPF<sup>1</sup>) which requires:

*"an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting."*<sup>2</sup>

- 1.5 In order to inform an assessment of the acceptability of the scheme in relation to impacts to the historic environment, following paragraphs 193 to 197 of the NPPF, any harm to the historic environment resulting from the proposed development

is also described, including impacts to significance through changes to setting.

- 1.6 As required by paragraph 189 of the NPPF, the detail and assessment in this Report is considered to be "*proportionate to the asset's importance*"<sup>3</sup>.
- 1.7 Pre-application discussions took place with Richmond Borough Council from November 2020 to January 2021 regarding the proposals, including proposals which have been recently approved as part of another application (20/3763/HOT). The council was in agreement with the points in the email provided in Appendix 1, but further amendments were requested, specifically with regard to the proposed first floor extension to the rear.

## **APPENDIX 1: MINUTES OF THE PRE-APPLICATION MEETING**

- 1.8 Following the meeting, revised proposals were submitted to be considered by the council. The response that followed found the infilling of the existing front porch to be acceptable, along with revised designs for the dormer window. However, the size of the first-floor extension was still resisted, with the council stating:

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<sup>1</sup> Ministry of Housing, Communities and Local Government (MHCLG), *National Planning Policy Framework (NPPF)* (London, February 2019).

<sup>2</sup> MHCLG, *NPPF*, paragraph 189.

<sup>3</sup> MHCLG, *NPPF*, paragraph 189.

- Whilst the revised drawings do respond to my earlier comments regarding the flat roof and the reduction in the bulk and massing, providing a more sympathetic design, the previous comments still apply.
- The works would destroy the existing rear elevation of the BTM, involving the removal of the majority of the elevation for the extension. This would not be an acceptable form of development to be carried out on a BTM in a Conservation Area. It is not considered there to be any scope for first floor extension.
- Non-compliance with SPD (House Extensions and External Alterations) which states that first floor alterations should not be greater than half the width of the host dwelling.

## APPENDIX 2: RICHMOND BOROUGH COUNCIL RESPONSE

- 1.9 The proposals for the first floor extension have been revised following these comments and this Heritage Statement seeks to address the heritage impact of the proposals.



Plate 1: Site location plan.



## 2. Site Description and Planning History

- 2.1 The site comprises No. 36 Fife Road, which is a detached dwelling. It occupies a corner plot at the junction of Fife Road and Sheen Lane. The building has two storeys with a feature dome at its south-western corner, a Dutch gable on its south-eastern gable end, and other elements such as a porch formed by columns on the front elevation and a later ground floor extension to the rear (Plate 2-Plate 5).



*Plate 2: Front elevation.*



*Plate 3: Side (south-east) elevation including the Dutch gable and with the existing garage glimpsed.*



*Plate 4: Rear elevation.*



*Plate 5: Side (northwest) elevation.*



## Site Development

- 2.2 The 1869 Ordnance Survey extract shows built form concentrated further northwest on Christchurch Road near the Plough where some 18<sup>th</sup> century buildings still survive today (Plate 6). However, large houses were spread around the area, including Clare Lawn, whose grounds encompassed the application site. Whilst there was no built form within the site, it still occupied a prominent position fronting Sheen Lane, adjacent to the lodge of East Sheen Gate to Richmond Park.

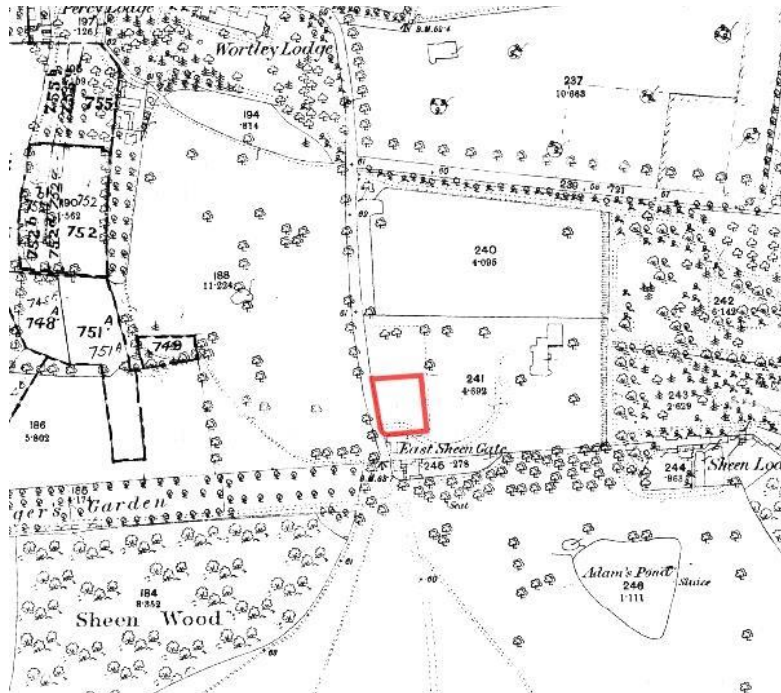


Plate 6: 1869 Ordnance Survey Map.

- 2.3 The 1913 Ordnance Survey extract does not show many changes to the immediate surroundings apart from the incorporation of more formal paths and planting (Plate 7). Clare Lawn was extended to the south, and the site still fell within its grounds.



Plate 7: 1913 Ordnance Survey Map.

2.4 An image from 1913 demonstrates the ability to see the site, albeit the building was not yet constructed at this time, from within Richmond Park (Plate 8). The earlier buildings closer to Clare Lawn had a more Gothic appearance than the later lodge that was constructed which is closer to the viewer in the picture. This building had an Edwardian, domestic appearance and can still be seen in this form today.



*Plate 8: 1913 image.*

2.5 The 1935 Ordnance Survey extract, however, shows considerable change in the immediate surrounds, including the demolition of Clare Lawn and the creation of a new street pattern with detached and semi-detached houses within its grounds as well as the grounds of East Sheen Lodge to the west (which still existed at this point and is not pictured) (Plate 9). At this point, the present building on the application site had been constructed, although it is shown with a marginally different

footprint than as existing. The garage is also shown as significantly smaller than existing with a larger gap between it and the main building. Furthermore, the northern boundary of the application site had previously extended much closer to the built form along Sheen Lane.

2.6 The 1935 aerial view shows the site much as seen today apart from the later single storey ground floor extension to the rear (Plate 10). The differences between the Ordnance Survey map and the aerial view may be a result of the map having been surveyed in 1932 and changes taking place in the intervening years.



*Plate 9: 1935 Ordnance Survey Map.*



*Plate 10: 1935 Aerial view.*

- 2.7 There were no notable changes to the area shown on the 1952-3 Ordnance Survey Map apart from the apparent enlargement of the garage, although it is not clear if this was actually the case or the previous map was not accurate (Plate 11). However, the map shows the driveway in a different position than seen today, which suggests there were alterations to the boundary wall in the second half of the 20<sup>th</sup> century.





*Plate 11: 1952-3 Ordnance Survey Map.*

### Planning History

- 2.8 Whilst the historic mapping described above indicates the development of the local area, a review of the recent planning history records held online by Richmond Borough Council has indicated one application which is relevant to the current proposals:
- 2.9 **20/3763/HOT** | Planning Permission of the demolition of existing garage. Single storey front and side/rear extensions. Single storey rear extension. Dormer windows and rooflights on side and rear roof slopes. Roof alterations including gambrel roof. Hard and soft landscaping to front and rear gardens | Permitted | 4<sup>th</sup> May 2021.
- 2.10 The above application addressed the other proposals that were included within the pre-application. The only element of the proposals that was removed since the pre-application comments was the infill of the front porch.
- 2.11 **65/0033** | Planning Permission for new ground floor extension to existing dwellinghouse. | Permitted | 24<sup>th</sup> May 1965.
- 2.12 The above application was for the single-storey ground floor extension that can be seen on the rear of the building today. It comprises a flat roof with windows and detailing designed to match the host building (Plate 12).

2.13 The Decision Notice for this application can be found in Appendix 3.

**APPENDIX 3: 65/0033 DECISION NOTICE**



*Plate 12: The 1965 rear extension.*

# 3. Proposed Development

3.1 The application seeks Planning Permission for a first floor rear extension creating an additional bedroom and ensuite.

3.2 The proposals are detailed on the following plans which form the application package and which this assessment considers:

- **200\_Onyx London\_Parkgate\_Proposed Ground Floor Plan**
- **201\_Onyx London\_Parkgate\_Proposed First Floor Plan**
- **202\_Onyx London\_Parkgate\_Proposed Second Floor Plan**
- **203\_Onyx London\_Parkgate\_Proposed Roof Plan**
- **204\_Onyx London\_Parkgate\_Proposed Front and Rear Elevations**
- **205\_Onyx London\_Parkgate\_Proposed Side Elevations**
- **206\_Onyx London\_Parkgate\_Proposed Sections**

3.3 Section 7 of this Report presents an analysis of the harm or benefits of the proposed development on the identified heritage assets discussed at Section 6.

# 4. Methodology

4.1 The aims of this Built Heritage Statement are to assess the significance of the Locally Listed Building, and to identify any harm or benefit to it which may result from the implementation of the development proposals, along with the scale and level of any harm caused if relevant.

## Sources

4.2 The following key sources have been consulted as part of this assessment:

- **The National Heritage List for England for information on designated heritage assets;**
- **Archival sources, including historic maps, held at various online sources; and**
- **Aerial photographs and satellite imagery.**

## Assessment of significance

4.3 In the NPPF, heritage significance is defined as:

*"The value of a heritage asset to this and future generations because of its heritage interest. That*

*interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance."*<sup>4</sup>

4.4 Historic England's *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2*<sup>5</sup> (hereafter GPA 2) gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset.

4.5 In order to do this, GPA 2 also advocates considering the four types of heritage value an asset may hold, as identified in English Heritage's *Conservation Principles*.<sup>6</sup> These essentially cover the heritage 'interests' given in the glossary of the NPPF<sup>7</sup> and the online Planning Practice Guidance on the Historic Environment<sup>8</sup> (hereafter 'PPG') which are **archaeological**,

<sup>4</sup> MHCLG, *NPPF*, p. 71.

<sup>5</sup> Historic England, *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (2<sup>nd</sup> edition, Swindon, July 2015).

<sup>6</sup> English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008). These

heritage values are identified as being 'aesthetic', 'communal', 'historical' and 'evidential', see *idem* pp. 28–32.

<sup>7</sup> MHCLG, *NPPF*, p. 71.

<sup>8</sup> Ministry of Housing Communities and Local Government (MHCLG), *Planning Practice Guidance: Historic Environment (PPG)* (revised edition, 23<sup>rd</sup> July 2019),

**architectural and artistic** and **historic**.

4.6 The PPG provides further information on the interests it identifies:

- **Archaeological interest:** “As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.”
- **Architectural and artistic interest:** “These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.”
- **Historic interest:** “An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation’s history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.”<sup>9</sup>

4.7 Significance results from a combination of any, some or all of the interests described above.

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<https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

<sup>9</sup> MHCLG, PPG, paragraph 006, reference ID: 18a-006-20190723.

4.8 The most-recently issued guidance on assessing heritage significance, Historic England’s *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12*,<sup>10</sup> advises using the terminology of the NPPF and PPG, and thus it is that terminology which is used in this Report.

4.9 Listed Buildings and Conservation Areas are generally designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

Levels of significance

4.10 Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.

4.11 In accordance with the levels of significance articulated in the NPPF and the PPG, three levels of significance are identified:

- **Designated heritage assets of the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade I and II\* Listed buildings, Grade I and

<sup>10</sup> Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12* (Swindon, October 2019).



II\* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 63 of the NPPF;

- **Designated heritage assets of less than the highest significance**, as identified in paragraph 194 of the NPPF, comprising Grade II Listed buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas); and
- **Non-designated heritage assets.** Non-designated heritage assets are defined within the PPG as “buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets”.<sup>11</sup>

4.12 Additionally, it is of course possible that sites, buildings or areas have **no heritage significance**.

#### Assessment of harm

4.13 Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhances the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced

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<sup>11</sup> MHCLG, PPG, paragraph 039, reference ID: 18a-039-20190723.

<sup>12</sup> *Bedford Borough Council v Secretary of State for Communities and Local Government* [2013] EWHC 2847 (Admin), para. 25.

judgement/weighing exercise as required by the NPPF.

4.14 In order to relate to key policy, the following levels of harm may potentially be identified for designated heritage assets:

- **Substantial harm or total loss.** It has been clarified in a High Court Judgement of 2013 that this would be harm that would “have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced”;<sup>12</sup> and
- **Less than substantial harm.** Harm of a lesser level than that defined above.

4.15 With regards to these two categories, the PPG states:

*“Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.”<sup>13</sup>*

4.16 Hence, for example, harm that is less than substantial would be further described with reference to where it lies on that spectrum or scale of harm, for example low end, middle of the spectrum and upper end of the less than substantial harm scale.

4.17 With regards to non-designated heritage assets such as the Locally Listed Building to which this application relates, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale of any harm or loss is articulated. As such, harm to such assets is

<sup>13</sup> MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

articulated as a level of harm to their overall significance, with levels such as negligible, minor, moderate and major harm identified.

- 4.18 It is also possible that development proposals will cause ***no harm or preserve*** the significance of heritage assets. A High Court Judgement of 2014 is relevant to this. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, 'preserving' means doing 'no harm'.<sup>14</sup>
- 4.19 Preservation does not mean no change; it specifically means no harm. GPA 2 states that "*Change to heritage assets is inevitable but it is only harmful when significance is damaged*".<sup>15</sup> Thus, change is accepted in Historic England's guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.
- 4.20 As part of this, setting may be a key consideration. For an evaluation of any harm to significance through changes to setting, this assessment follows the methodology given in GPA 3, described above. Again, fundamental to the methodology set out in this document is stating "what matters and why". Of particular relevance is the checklist given on page 13 of GPA 3.

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<sup>14</sup> *R (Forge Field Society) v Sevenoaks District Council* [2014] EWHC 1895 (Admin).

- 4.21 It should be noted that this key document also states that:

*"Setting is not itself a heritage asset, nor a heritage designation..."<sup>16</sup>*

- 4.22 Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage values that contribute to this significance, through changes to setting.

#### Benefits

- 4.23 Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage values and hence the significance of the assets concerned.
- 4.24 As detailed further in Section 6, the NPPF (at Paragraphs 195 and 196) requires harm to a designated heritage asset to be weighed against the public benefits of the development proposals.
- 4.25 Recent High Court Decisions have confirmed that enhancement to the historic environment should be considered as a public benefit under the provisions of Paragraphs 195 and 196.
- 4.26 The PPG provides further clarity on what is meant by the term 'public benefit', including how these may be derived from enhancement to the historic environment ('heritage benefits'), as follows:

<sup>15</sup> Historic England, *GPA 2*, p. 9.

<sup>16</sup> Historic England, *GPA 3*, p. 4.

*"Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.*

*Examples of heritage benefits may include:*

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting*
- reducing or removing risks to a heritage asset*
- securing the optimum viable use of a heritage asset in support of its long term conservation."*

4.27 Any 'heritage benefits' arising from the proposed development, in line with the narrative above, will be clearly articulated in order for them to be taken into account by the Decision Maker.

# 5. Planning Policy Framework

5.1 This section of the Report sets out the legislation and planning policy considerations and guidance contained within both national and local planning guidance which specifically relate to the site, with a focus on those policies relating to the protection of the historic environment.

## Legislation

5.2 Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*,<sup>17</sup> which provides statutory protection for Listed Buildings and Conservation Areas.

5.3 With regards to development within Conservation Areas, Section 72 (1) of the *Planning (Listed Buildings and Conservation Areas) Act 1990* states:

*"In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."*<sup>18</sup>

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<sup>17</sup> UK Public General Acts, *Planning (Listed Buildings and Conservation Areas) Act 1990*.

<sup>18</sup> UK Public General Acts, *Planning (Listed Buildings and Conservation Areas) Act 1990*.

5.4 In addition to the statutory obligations set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.<sup>19</sup>

## National Planning Policy Guidance

[The National Planning Policy Framework \(February 2019\)](#)

5.5 National policy and guidance is set out in the Government's National Planning Policy Framework (NPPF) published in February 2019. This replaced and updated the previous NPPF 2018 which in turn had amended and superseded the 2012 version. The NPPF needs to be read as a whole and is intended to promote the concept of delivering sustainable development.

5.6 The NPPF sets out the Government's economic, environmental and social planning policies for England. Taken together, these policies articulate the Government's vision of sustainable development, which should be interpreted and applied locally to

<sup>19</sup> UK Public General Acts, *Planning and Compulsory Purchase Act 2004*, Section 38(6).

meet local aspirations. The NPPF continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.

5.7 The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable development (the 'presumption') sets out the tone of the Government's overall stance and operates with and through the other policies of the NPPF. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan-making and development management are proactive and driven by a search for opportunities to deliver sustainable development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.

5.8 The purpose of the planning system is to contribute to the achievement of sustainable development and the NPPF sets out three 'objectives' to facilitate sustainable development: an economic objective, a social objective, and an environmental objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the NPPF. The presumption is set out in full at paragraph 11 of the NPPF and reads as follows:

*"Plans and decisions should apply a presumption in favour of sustainable development.*

*For plan-making this means that:*

- a. plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;*
- b. strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or*
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.**

*For decision-taking this means:*

- a. approving development proposals that accord with an up-to-date development plan without delay; or*
- b. where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*



- i. *the application policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
- ii. *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*<sup>20</sup>

5.9 However, it is important to note that footnote 6 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

*"The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change."<sup>21</sup> (our emphasis)*

5.10 The NPPF continues to recognise that the planning system is plan-led and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for

<sup>20</sup> MHCLG, *NPPF*, para. 11.

<sup>21</sup> MHCLG, *NPPF*, para. 11, fn. 6.

<sup>22</sup> MHCLG, *NPPF*, p. 67.

the determination of any planning application.

5.11 Heritage Assets are defined in the NPPF as:

*"A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)."*<sup>22</sup>

5.12 The NPPF goes on to define a Designated Heritage Asset as a:

*"World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation."<sup>23</sup> (our emphasis)*

5.13 As set out above, significance is also defined as:

*"The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance."<sup>24</sup>*

5.14 Section 16 of the NPPF relates to 'Conserving and enhancing the historic environment' and states at paragraph 190 that:

<sup>23</sup> MHCLG, *NPPF*, p. 66.

<sup>24</sup> MHCLG, *NPPF*, p. 71.

*"Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal."*<sup>25</sup>

5.15 Paragraph 192 goes on to state that:

*"In determining planning applications, local planning authorities should take account of:*

- a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- c. the desirability of new development making a positive contribution to local character and distinctiveness."*<sup>26</sup>

5.16 With regard to the impact of proposals on the significance of a heritage asset, paragraphs 193 and 194 are relevant and read as follows:

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<sup>25</sup> MHCLG, *NPPF*, para. 190.

<sup>26</sup> MHCLG, *NPPF*, para. 192.

*"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."*<sup>27</sup>

*"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. Substantial harm to or loss of:*

- a. grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b. assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional."*<sup>28</sup>

5.17 Section b) of paragraph 194, which describes assets of the highest significance, also includes footnote 63 of the NPPF, which states that non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments should be considered subject to the policies for designated heritage assets.

<sup>27</sup> MHCLG, *NPPF*, para. 193.

<sup>28</sup> MHCLG, *NPPF*, para. 194.

5.18 In the context of the above, it should be noted that paragraph 195 reads as follows:

*"Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*

- a. the nature of the heritage asset prevents all reasonable uses of the site; and*
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c. conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d. the harm or loss is outweighed by the benefit of bringing the site back into use."<sup>29</sup>*

5.19 Paragraph 196 goes on to state:

*"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."<sup>30</sup>*

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<sup>29</sup> MHCLG, *NPPF*, para. 195.

<sup>30</sup> MHCLG, *NPPF*, para. 196.

5.20 Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Planning Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. Additionally, securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals.

5.21 As set out later in this Report, it can be demonstrated that the proposals would serve to preserve the overall heritage significance of the identified heritage assets. Thus, Planning Permission should be granted as per the requirements of paragraph 38 which state that:

*"Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decisions-makers at every level should seek to approve applications for sustainable development where possible."<sup>31</sup>*

<sup>31</sup> MHCLG, *NPPF*, para. 38.

### National Planning Practice Guidance

- 5.22 The then Department for Communities and Local Government (now the Ministry for Housing, Communities and Local Government (MHCLG)) launched the planning practice guidance web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.
- 5.23 This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the NPPF.
- 5.24 The PPG has a discrete section on the subject of the Historic Environment, which confirms that the consideration of 'significance' in decision taking is important and 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."*<sup>32</sup>

- 5.25 In terms of assessment of substantial harm, the PPG confirms that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF.

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<sup>32</sup> MHCLG, PPG, paragraph 007, reference ID: 18a-007-20190723.

It goes on to state:

*"In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.*

*While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm."*<sup>33</sup> (our emphasis)

### **Local Planning Policy**

- 5.26 Planning applications within East Sheen are currently considered against the policy and guidance set out within the Richmond Local Plan (adopted 3<sup>rd</sup> July 2018) and the London Plan (adopted January 2017).
- 5.27 The relevant policies relating to the Historic Environment and referenced in the Decision Notice comprise the following:

<sup>33</sup> MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

### **Policy LP 1 Local Character and Design Quality**

*"A. The Council will require all development to be of high architectural and urban design quality. The high quality character and heritage of the borough and its villages will need to be maintained and enhanced where opportunities arise. Development proposals will have to demonstrate a thorough understanding of the site and how it relates to its existing context, including character and appearance, and take opportunities to improve the quality and character of buildings, spaces and the local area.*

*To ensure development respects, contributes to and enhances the local environment and character, the following will be considered when assessing proposals:*

- 1. compatibility with local character including the relationship to existing townscape, development patterns, views, local grain and frontages as well as scale, height, massing, density, landscaping, proportions, form, materials and detailing;*
- 2. sustainable design and construction, including adaptability, subject to aesthetic considerations;*
- 3. layout, siting and access, including making best use of land;*
- 4. space between buildings, relationship of heights to widths and relationship to the public realm, heritage assets and natural features;*
- 5. inclusive design, connectivity, permeability (as such gated developments will not be permitted), natural surveillance and orientation; and*
- 6. suitability and compatibility of uses, taking account of any potential adverse impacts of the*

*colocation of uses through the layout, design and management of the site.*

*All proposals, including extensions, alterations and shopfronts, will be assessed against the policies contained within a neighbourhood plan where applicable, and the advice set out in the relevant Village Planning Guidance and other SPDs relating to character and design."*

### **Policy LP 3 Designated Heritage Asset**

*"A. The Council will require development to conserve and, where possible, take opportunities to make a positive contribution to, the historic environment of the borough. Development proposals likely to adversely affect the significance of heritage assets will be assessed against the requirement to seek to avoid harm and the justification for the proposal. The significance (including the settings) of the borough's designated heritage assets, encompassing Conservation Areas, listed buildings, Scheduled Monuments as well as the Registered Historic Parks and Gardens, will be conserved and enhanced by the following means:*

- 1. Give great weight to the conservation of the heritage asset when considering the impact of a proposed development on the significance of the asset.*
- 2. Resist the demolition in whole, or in part, of listed building. Consent for demolition of Grade II listed buildings will only be granted in exceptional circumstances and for Grade II\* and Grade I listed buildings in wholly exceptional circumstances following a*



*thorough assessment of the justification for the proposal and the significance of the asset.*

*3. Resist the change of use of listed buildings where their significance would be harmed, particularly where the current use contributes to the character of the surrounding area and to its sense of place.*

*4. Require the retention and preservation of the original structure, layout, architectural features, materials as well as later features of interest within listed buildings, and resist the removal or modification of features that are both internally and externally of architectural importance or that contribute to the significance of the asset.*

*5. Demolitions (in whole or in part), alterations, extensions and any other modifications to listed buildings should be based on an accurate understanding of the significance of the heritage asset.*

*6. Require, where appropriate, the reinstatement of internal and external features of special architectural or historic significance within listed buildings, and the removal of internal and external features that harm the significance of the asset, commensurate with the extent of proposed development.*

*7. Require the use of appropriate materials and techniques and strongly encourage any works or repairs to a designated heritage asset to be carried out in a correct, scholarly manner by appropriate specialists.*

*8. Protect and enhance the borough's registered Historic Parks and Gardens by ensuring that proposals do not have an adverse effect on their significance, including their setting and/or views to and from the registered landscape.*

*9. Protect Scheduled Monuments by ensuring proposals do not have an adverse impact on their significance.*

*B. Resist substantial demolition in Conservation Areas and any changes that could harm heritage assets, unless it can be demonstrated that:*

*1. in the case of substantial harm or loss to the significance of the heritage asset, it is necessary to achieve substantial public benefits that outweigh that harm or loss;*

*2. in the case of less than substantial harm to the significance of the heritage asset, that the public benefits, including securing the optimum viable use, outweigh that harm; or*

*3. the building or part of the building or structure makes no positive contribution to the character or distinctiveness of the area.*

*C. All proposals in Conservation Areas are required to preserve and, where possible, enhance the character or the appearance of the Conservation Area.*

*D. Where there is evidence of intentional damage or deliberate neglect to a designated heritage asset, its current condition will not be taken into account in the decision-making process.*

*E. Outline planning applications will not be accepted in Conservation Areas. 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."*

**Policy LP 4 Non-Designated Heritage Assets**

*"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."*

5.28 **Policy 7.8** of The London Plan concerns **Heritage Assets and Archaeology** and states:

*"Strategic*

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

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

*Planning decisions*

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

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

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

**Emerging Policy**

5.29 The New London Plan was drafted for consultation in December 2017 and this consultation period ended in March 2019. Greater London Authority officers are currently registering all representations received and preparing a report which will summarise the main issues.

# 6. The Historic Environment

6.1 This Section describes the elements of the historic environment which are considered to be relevant to this application, namely No. 36 Fife Road, which is identified as a Building of Townscape Merit, and the Christchurch Road Conservation Area within which the application site is located.

## Statement of Significance

6.2 It is widely accepted (paragraph 201 of the NPPF) that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain elements of a heritage asset can accommodate substantial changes whilst preserving the significance of an asset which may potentially be affected by development proposals. Significance can be derived from many elements, including the historic fabric of a building, the layout of space or land use associated with a building or area.

### Building of Townscape Merit – 36 Fife Road

6.3 Buildings of Townscape Merit (BTM) are defined in the SPD (May 2015) as buildings which *"may not possess sufficient interest to warrant statutory listing as being of 'special architectural or historic interest'"* to be designated as statutorily Listed Buildings, but are of *"significance to the history and character of the environment"* due to *"their historical associations, architectural style and visual interest, as well as possibly their siting within an area"*.

6.4 The SPD outlines the following criteria for designation of a BTM:

- **Any building or structure which dates from before 1840.**
- **Later buildings or structures which are considered to be of definite quality and character, including the work of important architects and builders. Particular attention will be paid to buildings which:**

*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.***

- 6.5 No. 36 Fife Road was added to Richmond's Register of Buildings of Townscape Merit on 6<sup>th</sup> November 2000.
- 6.6 36 Fife Road is an interwar detached dwelling in the Dutch Colonial Baroque style. This style is indicative of the experimentation of combining architectural styles in the 1920s and 1930s, particularly in wealthier developments or upper class dwellings (Criteria b).
- 6.7 Elements of the building which identify the style include the Dutch gable (Dutch), feature dome (Baroque) and Doric porch and decorative parapets (Colonial) (Criteria c) (Plate 13-Plate 15). The building, however, has an overtly 20<sup>th</sup>-century appearance and does not evoke any sense of the building or estate which formerly occupied the area.
- 6.8 The building itself is in good condition, retaining a number of significant external features, including the tiled roof, leaded windows and the aforementioned features. The building was extended to the rear in 1965, but the extension utilises the same fenestration design and overall respects the feature of its host building, apart from the large extent of flat roof (Criteria f).
- 6.9 The position of the dome in the building reflects the corner position of the site on an important junction in the area in front of Richmond Park's Sheen Gate. An undated postcard shows the view of the house from Sheen Gate, illustrating its visibility from the junction and ultimately, the site's landmark quality (Criteria

g) (Plate 16-Plate 18).

- 6.10 Therefore, the building fulfils the following criteria identified in the SPD:
- **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;**
  - **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.**
- 6.11 The above thus demonstrate the significance of the building as a non-designated heritage asset.



*Plate 13: Feature dome.*



*Plate 14: Dutch gable.*





*Plate 15: Portico and decorative balustrade.*



*Plate 16: Undated postcard.*



*Plate 17: View from Fife Road to the east.*



*Plate 18: View from the junction of Fife Road and Sheen Lane.*

Christchurch Road Conservation Area

6.12 The Christchurch Road Conservation Area was designated on 14<sup>th</sup> January 1969 and later extended in 1982, 1988 and 2002. Richmond Borough Council prepared a Conservation Area Study in 2007 which provides an analysis of the character and appearance of the Conservation Area. This is complemented by a Conservation Area Statement, which also summarises the significance of the Conservation Area. The site falls within the south-eastern portion of the Conservation Area.

6.13 The full Conservation Area boundary can be found in Appendix 4.

**APPENDIX 4: CHRISTCHURCH ROAD CONSERVATION AREA MAP**

6.14 The Conservation Area Statement describes the character of the area as follows:

*"Christchurch Road conservation area is a well-defined predominately residential area centred on the historic core of East Sheen, surrounded by mainly later suburban development. The conservation area can be divided into a number of distinct character areas, although the whole area is unified by its distinctive and attractive mature suburban landscape character."*

6.15 The historic mapping in Section 2 illustrates the pattern of development in the area, moving from the historic core further north-west of the site which has a denser urban grain and radiating outwards with larger buildings that were later redeveloped and whose estates were broken up.

6.16 With regards to moving away from the historic core, the Conservation Area Study also states:

*"The houses beyond increase in size and status after, with large plots containing mature trees and shrubs. This area's essential character is that of quality individually designed houses set within large gardens, with well-defined boundaries of fences, hedges and walls, and plentiful tree planting in both street and garden. Fife Road is of exceptional quality in this respect."*

6.17 Similarly, the Statement describes Fife Road as follows:

*"Fife Road is an exceptional street of quality individually designed large-detached houses of two to two and a half storeys set in generous gardens with spaces between buildings and well defined by fences, hedges and walls. Both gardens and the*

*street are well planted with mature trees. The character of this area is comparable with the West end of Christchurch Road. The wider setting of the park and commons to the South further contributes to the pleasant leafy suburban character of the area."*

6.18 With specific reference to Fife Road, the Study states:

*"Boundary treatments include tall fences or brick walls, with mature trees and shrubs visible over. While most are simple and restrained in design, some more recent fences and walls are considered to be too fancy; because the houses are well set back from the road, care needs to be taken over boundary treatments as these give much of the character to the area. There are some key trees of several different kinds on the boundary lines, including firs, chestnuts and limes. The south facing houses have views from upper floors over the brick wall into Richmond Park. While many of the houses are Buildings of Townscape Merit, two which are considered to be of equal quality and interest have not been so designated and it is proposed to include these on the list. The houses affected are no. 36 'Parkgate' and no. 47 'End House'."*

#### *Contribution of the Site*

6.19 The site has a unique style in relation to the wider Conservation Area, but it illustrates the wealth of the area and the variety of architecture during the period in which it was constructed. The building relates to the wider Conservation Area through the scale of the dwelling and its plot as well as its detached nature and residential use.

6.20 The positioning of the house on an important junction within the Conservation Area and the use of the feature dome on this corner demonstrates the thought that went into the design for the specific site. This feature can be appreciated when approaching from any direction, giving the site landmark status within the Conservation Area.

6.21 Therefore, the site, by virtue of its designation as a Building of Townscape Merit, as well as its relationship with the character and appearance of the wider Conservation Area, is considered to contribute positively to the character and appearance, and thus significance of the Conservation Area.



# 7. Assessment of Harm or Benefits

- 7.1 This Section addresses the heritage planning issues that warrant consideration in the determination of the application for Planning Permission in line with the proposals set out in Section 3 of this Report.
- 7.2 The Planning and Compulsory Purchase Act (2004) requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The policy guidance set out within the NPPF is considered to be a material consideration which attracts significant weight in the decision-making process.
- 7.3 The statutory requirement set out within the Planning (Listed Buildings and Conservation Areas) Act 1990, at Section 72 confirms that considerable weight should be given to the preservation of the character and appearance of the Conservation Area. In addition, the NPPF states that the impact of development proposals should be considered against the particular significance of heritage assets such as Conservation Area and also non-designated assets such as the application site, and therefore this needs to be the primary consideration when determining the proposed application. It is also important to consider where the proposals cause harm. If they do, then

with reference to the designated asset of the Conservation Area, one must consider whether any such harm represents 'substantial harm' or 'less than substantial harm' in the context of paragraphs 195 and 196 of the NPPF. With regard to non-designated heritage assets, potential harm should be considered within the context of paragraph 197 of the NPPF.

- 7.4 The PPG clarifies that within each category of harm ('less than substantial' or 'substantial'), the extent of the harm may vary and should be clearly articulated.<sup>34</sup>
- 7.5 The guidance set out within the PPG states that substantial harm is a high test, and that it may not arise in many cases. The PPG makes it clear that it is the degree of harm to the significance of the asset rather than the scale of development which is to be assessed.<sup>35</sup> In addition, it has been clarified in both a High Court Judgement of 2013<sup>36</sup> that substantial harm would be harm that would "*have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced*".
- 7.6 The application seeks Planning Permission for a first floor rear extension creating an additional bedroom and ensuite.

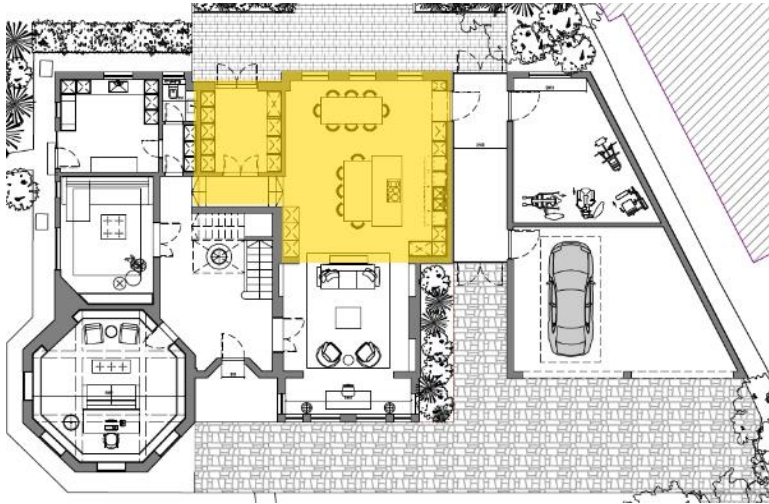
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<sup>34</sup> MHCLG, Planning Practice Guidance, Paragraph: 018 (ID: 18a-018-20190723 Revision date: 23.07.2019)

<sup>35</sup> Ibid

<sup>36</sup> EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council

7.7 The proposed new bedroom is positioned over the 1965 extension, which occupies the ground floor as shown in Plate 19. Therefore, the alteration to historic fabric through the incorporation of the extension will be limited to the existing rear wall at first floor level.



*Plate 19: The area of the 1965 extension (yellow) in relation to the proposed garage and link.*

7.8 The wall currently comprises a bedroom window and bathroom window, with the small projection housing the staircase with a large feature window (Plate 20-Plate 24). This small projection has a flat roof and would have been original to the building as seen in the historic mapping. The new extension would result in blocking up all of these windows.



*Plate 20: Internal view of the existing bedroom window.*





*Plate 21: Internal view of the existing bathroom window.*



*Plate 22: Staircase window.*



*Plate 23: Staircase window.*



*Plate 24: Visual of the existing rear elevation/garden view including the recently approved alterations.*

7.9 The extension with the hipped roof will be in line with the existing gable end and would extend to the depth of the other wing (which is original). The hipped roof would match that of the existing wing and join with the pitched roof of the front part of the building. The Dutch gable will be retained on the south-eastern elevation with the overhang of the roof only extending past it, as seen in Plate 25. The area with the flat roof has been reduced from the pre-application proposals in order to both reduce the area of flat roof, as mentioned in the officer's comments, and to retain a sense of the articulation of the rear elevation.



*Plate 25: Proposed bird's eye view of the building.*

- 7.10 Whilst the proposals will still obscure the rear elevation of the building which is currently visible, there is no particular feature on this elevation which is indicative of the style of the building, nor is there any feature which wholly embodies the significance of the building as a Building of Townscape Merit.
- 7.11 The extension would include five windows in total: three within the bedroom; a small window on the inside wall of the bedroom; and a large feature window in the flat roofed projection. All of the windows will match the existing building in style (Plate 26). The bedroom windows will match those seen on the existing building in size and proportion. The feature window in the flat roofed area will not be as large as the original feature window by virtue of the floor level, but the impression of it being a larger window in relation to the more domestic-scaled windows to either side will be retained.
- 7.12 The detailing and general appearance of the individual windows will match that seen as existing, including mullions and leaded lights. Moreover, the proposed fenestration pattern will relate to what is currently seen on the building, with smaller bedroom windows on the left-hand side of the elevation and the larger feature window towards the centre, indicating the former presence of the staircase. That said, the view of the elevation from this position, i.e. within the rear garden, is not representative of the significance of the Building of Townscape Merit or the surrounding Conservation Area. This elevation has a more utilitarian appearance than the others and none of the positive elements of the building or the built form of the wider

Conservation Area can necessarily be appreciated from this position.



*Plate 26: Proposed garden view.*

- 7.13 Public views of the building will be largely unchanged through the proposals. The Dutch gable end will still be an appreciable feature in views from the southeast. The extension will be visible, although it will be in the form of a blank wall and hipped roof, allowing for the decorative nature of the Dutch gable to remain the dominant element on this elevation.
- 7.14 As one moves towards the junction of Fife Road and Sheen Lane, the extension will be imperceptible, and the corner dome will remain the dominant and recognisable feature of the building in these views.
- 7.15 In views further along Sheen Lane towards the rear of the site, the extension will become more visible, however, this will only



be from limited positions due to interposing vegetation and built form (Plate 27-Plate 28). There is no existing appreciation of the staircase window from these positions. The dome will continue to be read and understood within the view.



*Plate 27: Existing Sheen Lane view.*



*Plate 28: Proposed Sheen Lane view.*

- 7.16 Ultimately, the contribution the existing building makes to the streetscene, and the wider Conservation Area, would not be affected by the proposals. The features of the building which are considered to contribute to its significance as an interwar Dutch Colonial Baroque style dwelling, such as the Dutch gable, feature dome, Doric porch and decorative parapets will be unaffected and remain appreciable.
- 7.17 Therefore, with reference to the levels of harm in the NPPF, it is considered that the proposals will result in no harm to the Building of Townscape Merit, a non-designated heritage asset, nor to the Christchurch Road Conservation Area.

## 8. Conclusions

- 8.1 The existing site comprises an interwar, Dutch Colonial Baroque style dwelling that retains many original features and has been extended to the rear in the second half of the 20<sup>th</sup> century. The building was designated as a Building of Townscape Merit in 2000, fulfilling a number of criteria within the 2015 SPD. The building, by virtue of its use, positioning, scale of its elements and overall style, is also considered to make a positive contribution to the character and appearance of the Christchurch Road Conservation Area.
- 8.2 The application seeks Planning Permission for a first floor rear extension creating an additional bedroom and ensuite.
- 8.3 The proposals have been designed to relate to the host building without disturbing any features of interest. The ability to appreciate the building's landmark status within the streetscene will be retained in the proposals, and the other elements which are considered to contribute to its significance as a Building of Townscape Merit will also be unaffected. Neither of the heritage assets will experience any negative impacts through the implementation of the proposals.
- 8.4 Therefore, with reference to the levels of harm in the NPPF, the proposals overall will result in 'no harm' to either of the heritage assets.
- 8.5 The proposals satisfy the requirements of Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act to preserve or enhance *"the building or its setting or any features of special architectural or historic interest which it possesses."* The proposals will also accord with the requirements of the relevant local policies, specifically with regard to the non-designated heritage asset, i.e. the Building of Townscape Merit.



# Appendix 1: Minutes of the Pre-Application Meeting

**From:** [Eley, Holly](#)  
**To:** [Elizabeth Cook](#)  
**Subject:** RE: 20/P0328/PREAPP 36 Fife Road Pre-application Meeting  
**Date:** 11 November 2020 08:54:00  
**Attachments:** [image001.jpg](#)  
[image002.jpg](#)

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Official

Dear Elizabeth,

Thank you for your email.

I note your minutes from the meeting and agree on the following points:

- Garage and glazed link
- Ground floor rear extension
- Dormers
- Landscape
  - For my own notes- applicant was informed that tree documentation would be required in a formal application. This was agreed upon.

#### Front porch

- This will be commented on in further comments following revised scheme.

#### First floor rear

- Awaiting revised proposals for alternative scheme at request of the applicant- chargeable as discussed.
- Comments on scheme as submitted:
  - In-principle objection to any alteration at first floor level.
  - The bulk and massing, including vast area of flat roof, would be considered to destroy the rear elevation in its entirety.
  - Non-compliance with SPD (House Extensions and External Alterations) which states that first floor alterations should not be greater than half the width of the host dwelling.
  - I do note that the rear elevation would not be strictly visible from the street given orientation, however, the side/rear corner would be- a need for sensitivity given this.

#### Fees

Once the revised drawings have been sent, we will send over a fee estimate for the additional work. Fees can be found at the following link [https://www.richmond.gov.uk/services/planning/pre-applications/pre-application\\_for\\_developers](https://www.richmond.gov.uk/services/planning/pre-applications/pre-application_for_developers). As discussed, this will involve planning officer time and principle officer time. We would look at one revised scheme at a time and cannot assess multiple options.

-

As a side note: I have had a very quick look at 23 Fife Rd as mentioned by yourself in the meeting.

- Please note that each application is assessed against its individual planning merits. The two sites are not directly comparable given siting and existing shape/built form. Furthermore, it was approved in 2007, prior to the adoption of the Local Plan and relevant SPDs.
- However, it is considered that the scheme demonstrates a development which works to harmonise with and preserve the host BTM. The submitted scheme at No.36 fails to preserve the character and proportions of the BTM, as discussed.

I look forward to hearing from you shortly.

Kind regards,

**Holly Eley**  
Planning Officer (South Team)  
Development Management  
London Borough of Richmond Upon Thames

[holly.eley@richmondandwandsworth.gov.uk](mailto:holly.eley@richmondandwandsworth.gov.uk)  
Tel: 020 8891 1411

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*The views expressed in this email are informal only and do not prejudice any decision the Council may make on any future application which may be submitted in respect of the above property*

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**From:** Elizabeth Cook <elizabeth@onyxlondon.com>  
**Sent:** 10 November 2020 13:32  
**To:** Eley, Holly <Holly.Eley@RichmondandWandsworth.gov.uk>  
**Subject:** 20/PO328/PREAPP 36 Fife Road Pre-application Meeting

Holly,

Thank you for your time earlier today, I have listed my notes and left the Porch and First Floor extension in blue, as these are the only items, which we require further feedback prior to submitting the full planning application.

### **Garage & Link Corridor**

- Support the current scheme as drawn, including Glass Link Corridor
- Change from pitched roof to flat roof, continuing internal ceiling height from main Ground Floor
- Adhere to 5m x 2.4m parking standard
- Skylights would be accepted to the Roof
- Statement of Use to be provided as part of planning application

### **Ground Floor Rear Extension**

- Support the current scheme as drawn
- Omit the front elevation side window to kitchen (this wasn't part of original building and formed part of existing ground floor extension)
- Increase window sizes to Boot Room, WC and Pantry in proportion to First Floor Windows above
- Omit rear external single door to Pantry and replace with window

### **Dormers**

- Reduce overall Dormer Height
- Reduce the window sizes to 2 panes and in proportion with the First Floor Windows / or change to 3 smaller dormers
- Dormer material to be as existing tiles, or suitable sympathetic material

### **Landscape**

- Hard & Soft landscaping plan to be provided as part of planning application
- Show existing paved path to front entrance door, new hard standing to allow vehicle access to front door to be designed so as not to increase percentage of hard paving overall to front garden

### **Front Porch**

- Design Proposal to retain the existing architecture of the front elevation, but extend out the exterior wall to allow the porch to become internal space
- Drawings to be reviewed with planning team - for ease I have attached a single pdf package, showing the existing and proposed ground floor plan and elevation of the Porch

### **First Floor Rear Extension**

- Design Proposal was based on approved planning for no.23 Fife Road, also a property of Town Merit - where a substantial First Floor Extension has been approved to create a Master Suite. Please see attached dropbox link to files we have used as reference; <https://www.dropbox.com/sh/zn2wbca85obhami/AAAgS0qEJLEWV9OnGlvwcjsGa?dl=0>
- North-East orientation of the property prevents the first floor extension being visible / prominent from Sheen Lane
- We will take into consideration your points raised and will issue a revised package of drawings by COP tomorrow for review with the planning team

Best Wishes,

Elizabeth Cook  
**Director**



Onyx London, 45 Pont Street, Knightsbridge, London SW1X 0BD | +44 (0)203 858 7811

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# Appendix 2: Richmond Borough Council Response



**From:** "Eley, Holly" <[Holly.Eley@richmondandwandsworth.gov.uk](mailto:Holly.Eley@richmondandwandsworth.gov.uk)>

**Date:** 4 January 2021 at 09:44:47 GMT

**To:** Elizabeth Cook <[elizabeth@onyxlondon.com](mailto:elizabeth@onyxlondon.com)>

**Cc:** Richard Sadler <[richard@onyxlondon.com](mailto:richard@onyxlondon.com)>

**Subject:** RE: 20/P0328/PREAPP - 36 Fife Road, East Sheen - pre-application advice.

Official

Dear Elizabeth,

I hope you had a good Christmas break!

Unfortunately I did not get confirmation on the 23<sup>rd</sup> as hoped but I have now. Please see as follows:

Based on the second submission of plans sent over to me on 03/12/20 by Jim Bailey, I have the following comments to make.

Front porch

- The infill of the existing porch would be considered acceptable in design subject to using of matching materials.

First floor rear elevation

- Whilst the revised drawings do respond to my earlier comments regarding the flat roof and the reduction in the bulk and massing, providing a more sympathetic design, the previous comments still apply.
- The works would destroy the existing rear elevation of the BTM, involving the removal of the majority of the elevation for the extension. This would not be an acceptable form of development to be carried out on a BTM in a Conservation Area. It is not considered there to be any scope for first floor extension.
- Non-compliance with SPD (House Extensions and External Alterations) which states that first floor alterations should not be greater than half the width of the host dwelling.

Dormers and rooflights

- Revised dormer design responds to earlier comments and are considered acceptable.
- Additional rooflights to the existing side elevation should be slightly reduced in size to appear more proportionate to the host dwelling.

Please note that the pre-application is now considered as closed.

Kind regards,

**Holly Eley**

Planning Officer (South Team)  
Development Management  
London Borough of Richmond Upon Thames

[holly.eley@richmondandwandsworth.gov.uk](mailto:holly.eley@richmondandwandsworth.gov.uk)

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*The views expressed in this email are informal only and do not prejudice any decision the Council may make on any future application which may be submitted in respect of the above property*

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**From:** Elizabeth Cook <[elizabeth@onyxlondon.com](mailto:elizabeth@onyxlondon.com)>

**Sent:** 29 December 2020 09:08

**To:** Eley, Holly <[Holly.Eley@RichmondandWandsworth.gov.uk](mailto:Holly.Eley@RichmondandWandsworth.gov.uk)>

**Cc:** Richard Sadler <[richard@onyxlondon.com](mailto:richard@onyxlondon.com)>

**Subject:** Re: 20/P0328/PREAPP - 36 Fife Road, East Sheen - pre-application advice.

Holly,

I hope you had a good christmas.

Did you have the go ahead to release comments? I have seen your out of office is on until the 4th January, however you mentioned you would be checking emails every now and again.

We need to submit planning this week in order to hit timeframes for the client to move in, might this be an option, then we can retrospectively amend following your comments.

Best Wishes,

Elizabeth Cook  
**Director**



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Onyx London, 45 Pont Street, Knightsbridge, London SW1X 0BD | +44 (0)203 858 7811

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# Appendix 3: 65/0033 Decision Notice

Reference No. 65/33

(which please quote in all correspondence)

**London Borough of Richmond upon Thames****TOWN AND COUNTRY PLANNING ACTS 1962-1963**

To **Dr. G.V. Planer,**  
**e/o A. Hamilton-Fletcher Esq., A.R.I.B.A.,**  
**5 Sydney Road,**  
**Richmond,**  
**Surrey.**

WHEREAS in accordance with the provisions of the Town and Country Planning Acts, 1962 and 1963 and the Orders made thereunder you have made application dated **18th March, 1965,** and illustrated by plans for the permission of the Local Planning Authority to develop land situated at **36 Pife Road, S.W.14.**

by **Ground floor extension to existing dwellinghouse.**

NOW THEREFORE WE THE MAYOR ALDERMEN AND BURGESSES OF THE LONDON BOROUGH OF RICHMOND UPON THAMES acting by the Council of the said Borough, the Local Planning Authority, HEREBY GIVE YOU NOTICE pursuant to the said Acts and the Orders made thereunder that permission to develop the said land in accordance with the said application is hereby GRANTED,

(a) Strike out if unconditional consent issued.

(a) Subject to the following conditions:—

(b) Strike out if unconditional consent issued.

(b) The reasons why the conditions are imposed are as follows:—

Dated this                      day of                      **21 MAY 1965**                      196

Signature.....

*Town Clerk*

Municipal Offices,  
 Twickenham.

- NOTES: (i) Attention is particularly drawn to the Schedule to this Notice which sets out the rights of applicants who are aggrieved by the decisions of the Local Planning Authority.
- (ii) This decision does not purport to convey any approval or consent which may be required under any bye-laws or under any enactment other than the Town and Country Planning Acts, 1962 and 1963.



THE SCHEDULE REFERRED TO ABOVE

*Rights of Applicants Aggrieved by Decision of Local Planning Authority*

(1) If the Applicant is aggrieved by the decision of the Local Planning Authority to refuse permission or approval for the proposed development, or to grant permission or approval subject to conditions, he may by notice served within one month of receipt of this notice, appeal to the Minister of Housing and Local Government in accordance with Section 23 of the Town and Country Planning Act, 1962. The Minister has power to allow a longer period for the giving of a Notice of Appeal and he will exercise his power in cases where he is satisfied that the applicant has deferred the giving of notice because negotiations with the local planning authority in regard to the proposed development are in progress. The Minister is not, however, required to entertain such an appeal if it appears to him that permission for the proposed development could not have been granted by the Local Planning Authority, or could not have been so granted otherwise than subject to the conditions imposed by them, having regard to the provisions of Sections 17 to 21 of the Act and of any Development Order and to any directions given under such Order.

(2) If permission to develop land is refused, or granted subject to conditions, whether by the Local Planning Authority or by the Minister of Housing and Local Government, and the owner of the land claims that the land has become incapable of reasonably beneficial use in its existing state and cannot be rendered capable of reasonably beneficial use by the carrying out of any development which has been or would be permitted, he may in accordance with Section 129 of the Town and Country Planning Act, 1962, serve on the Council of the County District in which the land is situated a purchase notice requiring that Council to purchase his interest in the land.

(3) In certain circumstances, a claim may be made against the Local Planning Authority for compensation, where permission is refused, or granted subject to conditions by the Minister on appeal or on a reference of the application to him. The circumstances in which such compensation is payable are set out in Sections 88 to 117 and 123 of the Town and Country Planning Act, 1962.

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FOR OFFICE USE ONLY

*Particulars of any Direction under the Acts or the Orders made thereunder.*

*Date of Appeal to the Minister of Housing and Local Government and Date and Effect of his decision.*

# Appendix 4: Christchurch Road Conservation Area Map

Scale: N.T.S.



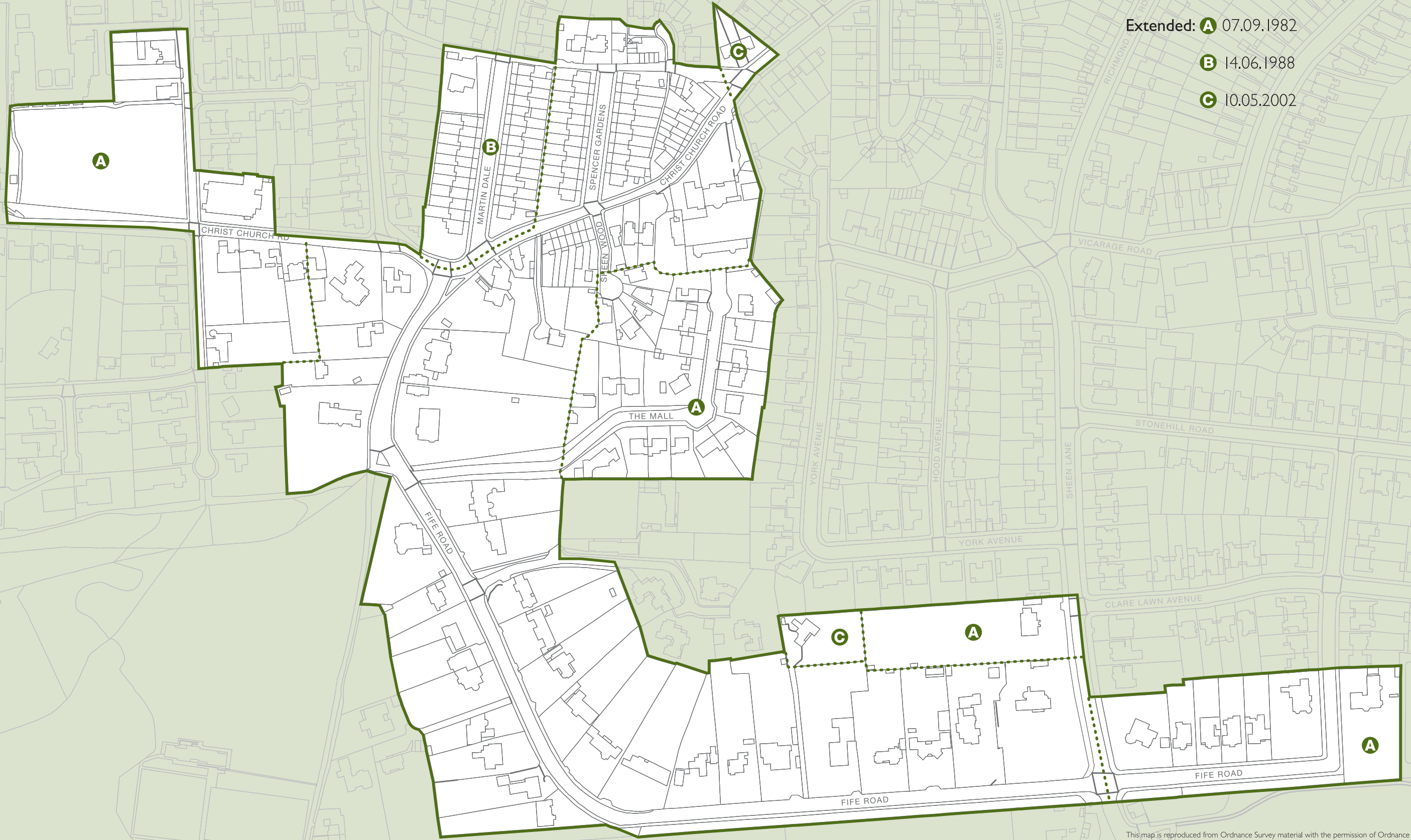
**CONSERVATION AREA No.13  
CHRIST CHURCH,  
EAST SHEEN**

Designated: 14.01.1969

Extended: **A** 07.09.1982

**B** 14.06.1988

**C** 10.05.2002



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