

FAIRLAWN
ORMOND AVENUE
RICHMOND

HERITAGE ASSESSMENT

4 September 2021

GJHP

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1 INTRODUCTION

- 1.1 This Heritage Assessment has been prepared by Gareth Jones Heritage Planning in support of the planning application for a roof extension at Fairlawn, Ormond Avenue (the ‘Site’), Richmond, in the London Borough Richmond upon Thames. GJHP is a consultancy that provides expert advice on heritage and townscape matters.
- 1.2 The Site has identified as a Building of Townscape Merit (a non designated heritage asset) by the Council and lies within the Richmond Hill Conservation Area. The assessment considers the effect of the proposed development (the ‘Proposed Development’) on the heritage significance of the Site and the Richmond Hill Conservation Area, as well as the townscape of the area around the Site and the setting of nearby heritage assets including the Central Richmond Conservation Area.
- 1.3 The report sets out the following:
- Relevant statutory duties and national and local policy and guidance;
 - A description of the Site and its heritage context;
 - Statements of significance of the relevant heritage assets; and
 - An assessment of the effects of the Proposed Development and conclusions.

2 LEGISLATION, POLICY & GUIDANCE

- 2.1 This section sets out the relevant statutory duties and national and local planning policies and guidance that are relevant to the consideration of heritage and townscapes matters.

Statutory Duties

The Planning (Listed Buildings and Conservation Areas) Act 1990

Listed buildings

- 2.2 Section 66 (1) of the Act states, *‘in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.’*

Conservation areas

- 2.3 Section 72 of the Act requires that when considering applications for planning permission for buildings or land in a conservation area, *‘special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area’*.

National planning policy and guidance

The National Planning Policy Framework, 2021

- 2.4 The Government issued the updated National Planning Policy Framework (NPPF) on 20 July 2021. The NPPF sets out planning policies for England and how these are expected to be applied.

Heritage

- 2.5 Section 16 of the NPPF deals with conserving and enhancing the historic environment. It applies to plan-making, decision-taking and the heritage-related consent regimes under the 1990 Act.

- 2.6 Heritage assets are defined in Annex 2 of 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).'*'
- 2.7 The NPPF notes, at paragraph 189, that heritage assets *'should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.'*
- 2.8 The NPPF requires an applicant to describe the heritage significance of any heritage assets affected by a proposal, including any contribution made by their setting (para 194). It goes on to say that *'the level of detail should be proportionate to the heritage assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'*
- 2.9 The NPPF identifies three key factors local authorities should take into account in determining applications:
- 'The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
The desirability of new development making a positive contribution to local character and distinctiveness.'
- 2.10 Paragraph 199 states that in assessing impact, the more important the asset, the greater the weight should be given to its conservation. It notes that heritage significance can be harmed or lost through alteration or destruction of the heritage asset or from development within its setting.
- 2.11 The setting of a heritage asset is defined in Annex 2 as *'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'*
- 2.12 The NPPF states, at paragraph 201, that where a proposed development would lead to *'substantial harm'* or total loss of heritage significance of a designated heritage asset, consent should be refused, *'...unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss'*, or all of a number of specified criteria apply, including that the nature of the heritage asset prevents all reasonable uses of the site.

- 2.13 Where a development proposal will lead to *'less than substantial'* harm to the heritage significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (paragraph 202).
- 2.14 Paragraph 203 states the effect of an application on the significance of a non-designated heritage asset requires a balanced judgement having regard to the scale of any harm or loss and the heritage significance of the heritage asset.
- 2.15 The NPPF requires local planning authorities to look for opportunities for new development within conservation areas and World Heritage Sites (WHSs) and within the setting of heritage assets to enhance or better reveal their heritage significance. Paragraph 200 goes on to say *'Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.'*
- 2.16 Paragraph 207 states *'Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance.'*

Planning Practice Guidance

- 2.17 The PPG includes a section called *'Historic environment'* which was updated on 23 July 2019. It explains which bodies are responsible for the designation of HAs and provides information on heritage consent processes.
- 2.18 The PPG considers the factors that should inform decision taking about developments that would affect HAs. It notes that *'HAs 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 HA, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals...'* (18a-007). It goes on to say *'understanding the significance of a heritage asset and its setting from an early stage in the design process can help to inform the development of proposals which avoid or minimise harm'* (18a-008). It states that in assessing proposal, where harm is found, the extent of harm should be *'clearly articulated'* as either *'substantial'* or *'less than substantial'* (18a-018).
- 2.19 The PPG notes that setting is defined in the NPPF and that *'all heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent'* (18a-013). It goes on to say, *'the extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental*

factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each' (18a-013).

Regional planning policy and guidance

The London Plan, 2021

- 2.20 The London Plan 2021 was adopted in March 2021. It is the '*overall strategic plan for London*' and sets out a '*framework for the development of London over the next 20-25 years*'.
- 2.21 The policies most relevant to townscape, visual impact and heritage are found in Chapter 3, '*Design*,' and Chapter 7, '*Heritage and Culture*.'
- 2.22 Policy D1 on '*London's form, character and capacity for growth*' highlights the necessity for Boroughs to identify an area's capacity for growth by undertaking an assessment of the '*characteristics, qualities and values of different places*'. This should include the consideration of urban form and structure, historical evolution and heritage assets, and views and landmarks.
- 2.23 Policy HC1 on '*Heritage conservation and growth*' notes that development proposals that affect heritage assets and their settings should '*conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings*'.

Local policy and guidance

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

- 2.24 The Local Plan was adopted in July 2018. It sets out policies and guidance for the development of the borough over the next 15 years.
- 2.25 **Policy LP 1 'Local Character and Design Quality'** requires all development to be of high architectural and urban design quality. Development proposals must 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.

- 2.26 The policy goes on to set out a number of considerations the Council will consider in assessing proposals. Those relevant to this assessment include:
- ‘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 co-location of uses through the layout, design and management of the site.’*
- 2.27 All proposals (including extensions, alterations and shopfronts) will be assessed against the advice set out in the relevant Village Planning Guidance and other SPDs relating to character and design.
- 2.28 **Policy LP 3 ‘Designated Heritage Asset’** requires development to conserve and, where possible, take opportunities to make a positive contribution to, the historic environment of the borough. It sets out means by which the significance (including the settings) of the borough's designated heritage assets will be conserved and enhanced. Part B of the policy states the Council will resist substantial demolition in conservation areas and any changes that could harm heritage assets.
- 2.29 **Policy LP 4 ‘Non-Designated Heritage Assets’** states ‘The Council will seek to preserve, and where possible enhance, the significance, character and setting of non-designated heritage assets, and that there will be a presumption against the demolition of Buildings of Townscape Merit.
- 2.30 **Policy LP 5 ‘Views and Vistas’** states the Council will protect the quality of the views, vistas, gaps and the skyline, all of which contribute significantly to the character, distinctiveness and quality of the local and wider area, by the following means:
- ‘1. protect the quality of the views and vistas as identified on the Policies Map, and demonstrate such through computer-generated imagery (CGI) and visual impact assessments;*
- 2. resist development which interrupts, disrupts or detracts from strategic and local vistas, views, gaps and the skyline;*
- 3. require developments whose visual impacts extend beyond that of the immediate street to demonstrate how views are protected or enhanced;*

4. require development to respect the setting of a landmark, taking care not to create intrusive elements in its foreground, middle ground or background;
5. seek improvements to views, vistas, gaps and the skyline, particularly where views or vistas have been obscured;
6. seek improvements to views within Conservation Areas, which:
 - a. are identified in Conservation Area Statements and Studies and Village Plans;
 - b. are within, into, and out of Conservation Areas;
 - c. are affected by development on sites within the setting of, or adjacent to, Conservation Areas and listed buildings.'

Design Quality SPD February 2006

- 2.31 The Guide notes it provides the overall context for design guidance in the borough and applies to the design of all new buildings regardless of use and size. It should be taken into consideration when designing individual buildings, groups of buildings, redevelopment and infill schemes, extensions and even minor building works.

House Extensions and External Alterations SPD May 2015

- 2.32 This Supplementary Planning Document (SPD) sets out guidelines with illustrations of how changes such as side and rear extensions, basements, loft conversions and other house alterations and extensions, should be designed. The examples given are only indicative of the Council's approach and are not intended to stifle sensitive and imaginative design.

Buildings of Townscape Merit SPD May 2015

- 2.33 This Supplementary Planning Document (SPD) sets what a Buildings of Townscape Merit ('BTM') is, why the list has been made and how and why buildings are chosen to be BTMs. It goes on to set out the Council's approach to BTMs.

Richmond Hill Conservation Area Study July 2000

- 2.34 This document provides a detailed study of the character, appearance and significance of the conservation area. This is referred to where relevant in section 3 below.

Richmond Hill Conservation Area Statement

- 2.35 The Conservation Area Statement explains why and when a conservation area was designated and includes a short history of the area and a map showing the boundary. This is referred to where relevant in section 3 below.

Richmond Green Conservation Area Study January 2001

- 2.36 This document provides a detailed study of the character, appearance and significance of the conservation area. This is referred to where relevant in section 3 below. No reference is made to the Site, nor are any views of the Site identified on the 'proposals map'.

Richmond Green Conservation Area Statement

- 2.37 The Conservation Area Statement explains why and when a conservation area was designated and includes a short history of the area and a map showing the boundary. This is referred to where relevant in section 3 below.

Other guidance

Historic England Advice Note 1, Conservation Area Appraisal, Designation and Management (Second Edition) (February 2019)

- 2.38 The purpose of this note is to provide information on conservation area appraisal, designation and management to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment legislation, the policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG). The advice in this document emphasises that evidence required to inform decisions affecting a conservation area, including both its designation and management, should be proportionate to the importance of the asset.
- 2.39 At paragraph 4 of the introduction, it states, 'Change is inevitable, and often beneficial, and this advice sets out ways to manage change in a way that conserves and enhances the character and appearance of historic areas', and that 'Conservation areas can contribute to sustainable development in all its three dimensions as outlined in the NPPF.'

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

- 2.40 The purpose of this note is to provide information to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG). These include assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding.
- 2.41 In terms of general advice on decision-taking, it notes at para 4 that, *‘The first step for all applicants is to understand the significance of any affected heritage asset and, if relevant, the contribution of its setting to its significance’*. The guidance goes on to suggest a number of common steps in assessing significance.

The Setting of Heritage Assets: Historic England: Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) December 2017

- 2.42 This guidance states that it provides *‘information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties’ and that ‘alternative approaches may be equally acceptable, provided they are demonstrably compliant with legislation, national policies and objectives.’*
- 2.43 At para 9 it states that *‘Setting is not a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated Its importance lies in what it contributes to the significance of the heritage asset or the ability to appreciate that significance.’*
- 2.44 At para. 18 the guidance states that the *‘Conserving or enhancing heritage assets by taking their settings into account need not prevent change; indeed change may be positive, for instance where the setting has been compromised by poor development.’ It goes on to say that ‘many places coincide with the setting of a heritage asset and are subject to some degree of change over time’.*

Historic England Advice Note 12, Statements of Heritage Significance: Analysing Significance in Heritage Assets (2019)

- 2.45 Historic England issued Advice Note 12, Statements of Heritage Significance: Analysing Significance in Heritage Assets in October 2019. The note covers the NPPF requirement that heritage significance is described in order to help local authorities make decisions on the impact of proposals for change to heritage assets. It states, in paragraph 2 of the introduction, that *‘the level of detail in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve the asset(s) need to be proportionate to the significance of the heritage asset(s) affected and the impact on that significance’*. It describes a statement of heritage significance

as *‘an objective analysis of significance, an opportunity to describe what matters and why’*.

- 2.46 The advice note states that a staged approach to decision making, where the significance is assessed before the design of the proposal commences, is the best approach. It states in paragraph 29, under ‘proportionality’, that while *‘analysis should be as full as necessary to understand significance, the description provided to the LPA need be no more than sufficient to understand the potential impact of the proposal on significance’*.

3 THE SITE AND ITS HERITAGE CONTEXT

Location

- 3.1 The Site lies at the end of Ormond Avenue, on its north-east side, in Richmond town centre. Ormond Avenue is a short gated dead-end pedestrian route that runs north-west off Ormond Road. Richmond Bus Station lies immediately north of the Site and Richmond Railway and Underground Station lies some 520m to the north-east.
- 3.2 The Site lies on the northern edge of the Richmond Hill Conservation Area, where it adjoins the Central Richmond Conservation Area. The building on Site has been identified by the Council as a building of townscape merit ('BTM') and is, therefore, a non designated heritage asset.

The Site

- 3.3 The Site comprises Fairlawn, a 2 storeys detached house with a shallow pitched hipped roof. Fairlawn terminates the run of varied houses along the north-east side of Ormand Avenue. It sits towards the centre of a long garden that runs from the rear of Brook House, a 1980s office building to the east, to the access road to Sandal House (a modern block of flats) off Castle Yard to the west. The Site is around 1.5 m higher than the street level of Richmond Bus Station to the north.



View into Ormond Avenue from Ormond Road, the grade II listed back-to-back pair of The Hollies and The Rosary lie to the right (facing). The Site is not visible in this view



The Site: Fairlawn, as seen from Wakefield Road

- 3.4 All of the elevations are different and none are of a symmetrical design. The principal elevation is to the south-west, fronting Ormond Avenue. The central entrance is in an inset porch, and to the south is a single sash window, and to the north is a single storey square bay with a pair of sash windows and a hipped roof. The windows at 1st floor level align with those below, with a single sash above the entrance. There is a brick on edge corbeled cornice to the eaves of both the main house and the bay, red brick window arch details and a red brick band between the ground and first floors.
- 3.5 The rear elevation is less ordered in its design, and has undergone various alterations including the addition of a modern conservatory towards the centre. At ground floor level there are modern French doors with an exposed lintel and a casement window, and at 1st floor level there are 4 sash windows, one set lower than the others. It shares common red brick details with the front elevation. Most of the ground floor elevation has been painted and the central down water pipe is prominent.
- 3.6 The south-east flank elevation has a central first floor oriel window, with an off centre door below and 3 randomly placed sash windows. It shares red brick details with the front and rear elevations.
- 3.7 To the north-west there is the flank elevation facing the bus station (this area has a fragmented townscape of little quality, as assessed below). This is built entirely of yellow stock brick (bar the red brick soldier course to a later ground floor casement

window). There is a partly exposed chimney breast to the west and a full height chimney breast to the east; the latter has lost its chimney.

- 3.8 The hipped roof is slate clad with red terracotta ridge tiles. There is one chimney either side to the north and south and a tall unsightly television aerial to the north.



Rear and north-west flank Fairlawn, seen beyond the rendered retaining wall and timber boarded fence of the rear garden

- 3.9 Statements of significance of the Site and the Richmond Hill Conservation Area are set out below.

Historic development of the area

- 3.10 The Council's Conservation Area Study sets out the history of the area as follows:

“This area had been part of the Royal Manor of Richmond since Domesday, until the enclosing of Richmond Park by King Charles I (including most of Petersham Common) around 1635. Mostly agricultural land in the early 18th century, it was in this period that the number of large houses in their own grounds increased significantly, such as Halford House and Vineyard House. The formal Terrace Walk was laid out in the later 18th century followed by further important houses such as Downe House, Ancaster House, Wick House and The Wick on the hill, as this area became an increasingly fashionable place to live. Richmond Bridge was completed in this period, in 1777. With the arrival of the railways in Richmond in 1846, development of this area increased with newly laid out residential streets (such as The Hermitage, Halford Road, Cambrian

Road and Chisholm Road) and shops along the Hill Rise. In 1887, part of the grounds of Buccleugh House on the riverside was opened to the public as Terrace Gardens. In 1902 the Richmond Petersham and Ham Open Spaces Act was passed by Parliament to safeguard the famous view (as recorded by Turner and Reynolds) from Richmond Hill. The modern period has witnessed further infill development of houses and blocks of flats in the area.'

- 3.11 The 1894 OS map shows the Site forming part of an area of piecemeal backland development. By the time of the 1911 OS map, Ormond Avenue and Fairlawn are evident and Wakefield Road has been laid out but is unnamed; there is no development along the south side of Red Lion Street. The area south of Red Lion Street had been laid out by 1933, largely as found today (bar the extended former Police Station), and the cinema (now known as the Odeon) has been built to the south-west. It is only in the 1959 OS map that the open area is identified as a bus station.

Site context

- 3.12 At the southern end of the north-east side of Ormond Avenue are The Hollies and The Rosary, listed grade II, see below. They have steeply pitched tile hung roof with gables to Ormond Road. Adjoining there is a pair of attached houses (Vigo House and Halcyon) of a similar design that are of the same period and general appearance of the building on Site. Both have different roof forms and roof pitches to that of the Site. One has a crown roof, which appears to have been an extension, the other has a large side dormer to the full height of the ridge of the house. This run of 4 houses has a varied roofscape with little uniformity compared to that of the opposite side of the lane. The Site is unique amongst this group.
- 3.13 There is a terrace of 4 turn of the C20th houses of the same design on the opposite side of Ormond Avenue, nos. 1 to 4. These have full height square bays to one side and loggia porches to the other.



South -west side of Ormond Avenue

- 3.14 The Site is very visible in views along Wakefield Road, sitting higher than the land to the north with a timber board fence atop a rendered retaining wall. This visibility is largely a result of the open nature of Richmond Bus Station and not a deliberately designed piece of townscape. The Site has not been identified as a landmark nor have any views of it been identified by the Council (see the statements of significance of the Richmond Hill and Central Richmond Conservation Areas below).



View towards the Site across Richmond Bus Station (in the Central Richmond Conservation Area)

- 3.15 The Site lies on the very northern edge of the Richmond Hill Conservation Area, with views of it principally from the adjoining Central Richmond Conservation Area. The latter, in this location, has a townscape of generally low quality that comprises to a large part the rear of development fronting neighbouring streets, to which they present their more accomplished elevations and fronts. This includes the rear of the commercial parade along Red Lion Street (A307), as well as unsightly rear of the Odeon Cinema, seen beyond a modern apartment block, along Castle Yard.



View east along Wakefield Road



View into Castle Yard

- 3.16 The most notable exceptions are the picturesque listed terrace along Church Terrace (see below). To the east of the Site is a single storey restaurant with a busy roof with intricate bargeboards to the gables. To the west is Bradford Exchange, an unsightly post-war commercial building with a large dead frontage to the street, and the former Richmond Police Station (BTM). The large extension to the latter has provided a positive built edge to Wakefield Road at the junction with Lewis Road and includes a large mansard level (which continues atop the host BTM building and replaced its original hipped slate roof).

Heritage context

- 3.17 There are 9 listed buildings within 75 metres of the Site.
- 3.18 The Rosary and The Hollies, Ormond Road are listed grade II (see photograph at page 12). This pair of back-to-back two storey, attic and basement houses date from the early C18th. They are built of brown brick with red brick dressings above stuccoed ground floors. The roofs are tiled, with a modern modillion eaves cornice to The Rosary and with plain eaves to The Hollies. The Hollies has a 3 bays verandah to the ground floor and the Rosary has a bow window.
- 3.19 Bethlehem Chapel, Church Terrace (east side) is listed grade II*. This small 1 storey building is dated 1797 on a plaque. It is stucco faced with 3 inset arched bays to the street, with projecting doorways at each end.



Bethlehem Chapel

- 3.20 The Vicarage (Ormond Lodge), Ormond Road is listed grade II. This 2 storey over a basement building dates from the late C18th and early C19th. It is 3 bays wide and built of brown brick with a parapeted front. It has a doorway on the left with a prostyle porch at the head of a flight of steps.
- 3.21 No. 7 Ormond Road is listed grade II. This 3 bays wide house has a later C18th front set slightly back from the rest of terrace.
- 3.22 Ormond House, Ormond Road is listed grade II. This is a 5 window bays wide house with flush-framed windows, those at the 1st and 2nd floor levels with recessed aprons.
- 3.23 The Odeon Cinema, Hill Street is listed grade II. This 3 storey Art Deco style cinema was designed by Julian Leathart and W.R Grainger. It has a 3 bay front and dates from 1930 with later C20th entrance doors. It is built with a steel frame clad in brick with a faience front. The list description notes '*It is one of the only three surviving 'atmospheric' interiors in Britain, the others being The Academy, Brixton, and The Rainbow Theatre, Finsbury Park*'. To the rear, and visible in views of the Site from the east on Wakefield Road, is the large modern metal sheet clad roof which is prominent in local views.
- 3.24 Hermitage House , Church Terrace is listed grade II. This house dates from the C18th or early C19th with C20th alterations and has been much added to and altered. It is built of brick with a block cornice. Its side elevation continues to nos. 1 to 5 Church Terrace.
- 3.25 Seaforth House (no. 2 and no. 5 Church Terrace) is listed grade II*. These three storey and basement houses are part of an early C18th terrace and they are built of brick with parapets. No. 2 is 3 windows wide and has a doorcase the same as no. 1; no. 5 is 2 windows wide and has a doorcase and a hood.
- 3.26 Nos. 1, 3 and 4 Church Terrace are listed grade II. These 3 storey and basement houses are part of an early C18th terrace. They are built of brick and have parapets.

No. 1 has a fine doorcase with carved hood on consoles, flush framed sash windows to Church Terrace and segmented windows to the entrance facade. No. 3 is 3 windows wide and no. 4 has a doorcase and with bracketed hood.

Locally listed Buildings

- 3.27 Most buildings in the area around the Site that are not statutory listed have been identified as BTMs, including all houses on Ormond Avenue.

Red Lion Street

Nos. 8 to 32 (even)

Lion House

The Forge



Rear of nos. 10 to 32 Red Lion Street

Victoria place

Nos. 2 to 16 (even)

Nos. 1 to 23 (odd)

Ormond Road

No. 24 Ormond Road

Richmond and Putney Unitarian Church

Ormond House Cottage

Ormond Avenue

Nos. 1 to 4

Fairlawn

Vigo House

Halcyon

Warrington Road

No. 6

No. 7

St Kilda

St Kilda The Hermitage

Paradise Road

No. 1

Statements of significance

- 3.28 Fairlawn, the Site, within the Richmond Hill Conservation Area, has been identified by the Council as a BTM. It lies adjacent to the Central Richmond Conservation Area. Statements of significance for each of these heritage assets are provided below. The conservation areas, designated heritage assets, are considered first.
- 3.29 The National Planning Policy Framework defines heritage significance at ‘Annex 2: Glossary’ as:
- ‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.’*
- 3.30 The assessments of significance below are based on an on-site visual inspection and the Council’s SPGs. They are proportionate both to the importance of the asset and to the nature and extent of the application proposals. They are sufficient to understand the potential impact of the proposals on heritage interest.

Richmond Hill Conservation Area

- 3.31 The Richmond Hill Conservation Area was designated on 14 January 1969 and extended on 16 September 1975, 5 July 1977 and 17 January 2000. It adjoins the Richmond Riverside, Central Richmond and St Matthias Conservation Areas.
- 3.32 The Council’s Conservation Area Statement states:
- ‘Richmond Hill conservation area is a distinctive and well defined area containing a variety of building types and mix of uses such as residential, commercial, educational, institutional and important public open space. The conservation area can be divided into a number of distinct character areas, although the whole conservation area is unified by its relationship to Richmond Hill.’*
- 3.33 The Council’s Study identifies 4 distinct areas within the conservation area ‘Riverside and Rural Richmond’, ‘The Vineyard’, ‘Queen’s Road’ and ‘Richmond Hill’.

3.34 The Site lies in ‘The Vineyard’ area and the Study reads as follows:

‘The Vineyard area began as the tended outskirts of the Mediaeval Richmond town. The present 18th and 19th century townscape still follows the ancient field pattern of this area. The building scale is generally two to three storeys in a mix of styles, retaining many traditional materials and fenestration. This area forms part of the wider residential development of Richmond Hill to the north and east, continued within the adjoining St Matthias conservation area. Key landmarks are: Halford House and the Church of St Elizabeth of Portugal.’



Ormond Road from west



Ormond Road from east

The Study goes on to say, *‘The enclaves of Ormond Avenue, Michel’s and Bishop Duppa’s Almshouses and Lancaster Cottages add considerable interest to the C18th and C19th townscape, with alleyways, entrance gates, courtyards and gardens leading off the main streets. A characteristic of this area is the ceramic street signs to a number of the streets, inset into walls.’*

3.35 No reference is made to the Site nor are any views of it identified. The area around the Site is described above. There are also early C21st houses with mansard roofs fronting Ormond Road and a modern apartment block running down to Castle Yard.

Central Richmond Conservation Area

3.36 The Central Richmond Conservation Area was designated on 14 January 1969 and extended on 5 July 1977, 14 June 1988, 17 January 2000, 23 September 2003 and 7 November 2005. It adjoins the Richmond Hill Conservation Area immediately north of the Site.

3.37 The Council’s Statement describes the general area as follows:

‘This is mainly a commercial shopping area and the townscape is noteworthy for its variety, with a consistently high quality and many exuberant individual buildings. There are also residential areas of mainly terraced development....

Building heights vary from two to five storeys and roof treatments vary. In general, the greatest virtue and benefit of the existing townscape is that no one building dominates and that the larger buildings do not spoil the appearance of the centre, although the scale of modern office buildings to the west end of Paradise Road is unsympathetic to the churchyard area and St. James Cottages.’

- 3.38 That part of the conservation area next to the Site is described above in the Site context section and includes Richmond Bus Station (of post-war origins) and the development along Wakefield Road, Church Terrace, Lewis Road and Castle Yard. Neither the Council’s Conservation Area Statement or Study refer to the bus station or this general area, nor do they refer to the Site or identify any views in the direction of it. Reference is made to the Odeon Cinema (listed grade II, see below) which to the rear comprises a large blank brick box with a roof clad in modern metal sheet which is prominent in local views.



View from Castle Yard towards the extended former Police Station



View of Bus Station from Church Terrace

- 3.39 That part of the conservation area near the Site comprises a fragmented townscape of little quality overall which does not conform to the overall character, and appearance and significance of this conservation area.

Fairlawn, Ormond Avenue

- 3.40 This BTM was designated on the 9th March 1982, along with many other buildings in the Richmond Hill Conservation Area.

History

- 3.41 Fairlawn, Ormond Avenue dates from the turn of the C20th when Ormond Avenue was laid out. It has undergone some changes since this time (as set out above) but is still recognisable as a house of this period; a time when many eclectic and varied architectural styles were prevalent.

Description

- 3.42 Fairlawn is described above at paras 3.4 to 3.8. All of the elevations are of a different detailed design and the hipped roof provides a somewhat underwhelming top to this detached house.



Fairlawn, as seen from Wakefield Road

- 3.43 The principal elevation is to the west, fronting Ormond Avenue. The rear elevation is less ordered in its design, and has undergone various alterations including a modern conservatory towards the centre, modern French doors with an exposed lintel and a casement window, and most of the ground floor elevation has been painted. There is a central down water pipe from the gutter which is prominent. To the north there is the flank elevation facing the bus station. This is built entirely of yellow stock brick, bar the later red brick solidier course to a later ground floor casement window. The full height chimney breast to the east has lost its chimney and there is a prominent tall TV aerial attached to the west chimney. The principal decorative feature of the building, the red brick on edge dentilled course at eaves

level, is missing from this elevation (the most visible locally) and can be found on all three other elevations.

- 3.44 This 2 storeys detached house with a shallow pitched hipped roof is an unremarkable turn of the C20th century house, typical of the period, and like almost all other non listed buildings in the area around it, has been identified by the Council as a BTM. Its principal significance lies in its role as part of the extensive late C19th and early C20th residential development that took place on Richmond Hill.

4 ASSESSMENT OF EFFECT & CONCLUSIONS

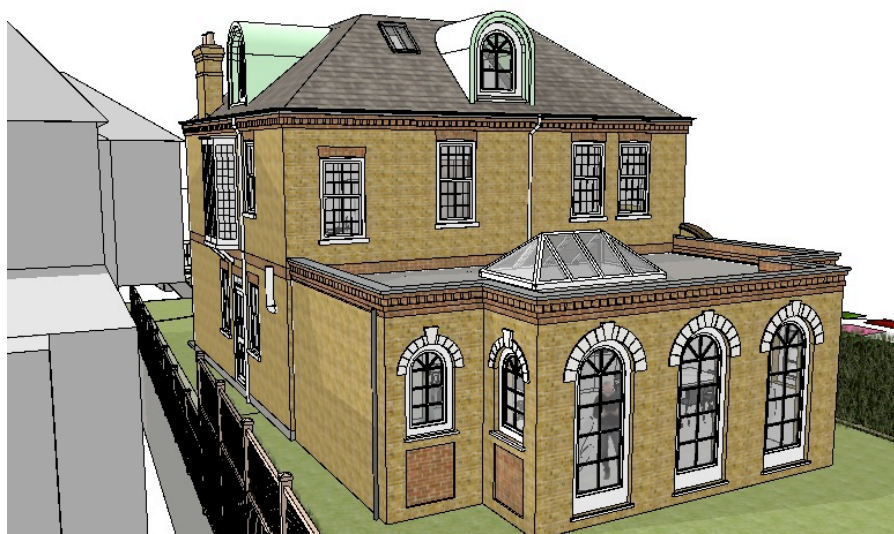
- 4.1 This section assesses the effects of the Proposed Development on heritage significance. It sets out the recent planning history for the Site and goes on to assess the Proposed Development as relevant to the consideration of effects on heritage significance. It then assesses the effect of the Proposed Development on the heritage significance of Fairlawn, Ormond Avenue, a BTM, the Richmond Hill Conservation Area (statements of significance of both are set out in section 3) and the setting of nearby heritage assets.
- 4.2 Reference should be made to the DAS, scheme drawings, and planning statement accompanying the application, which set out in detail the Proposed Development.

Planning history

- 4.3 The Council refused application ref: 21/2061/HOT for a rear extension and roof extension on Site on the 4 August 2021. The single reason for refusal read as follows:

‘The proposed roof alterations, by reason of their siting, design, bulk and massing, would result in an unsympathetic and over-dominant form of development that would adversely impact on the significance and character of the host building of townscape merit and harm the visual amenity of the locality and thus fail to preserve or enhance the significance, character and appearance of the Conservation Area. The proposal fails to comply with, in particular, the NPPF and policy LP1, LP3 and LP4 of the Local Plan and the Supplementary Planning Documents on ‘Buildings of Townscape Merit’ and the Richmond Hill Conservation Area Statement and Study and the NPPF.’

- 4.4 The 3D computer model images below illustrates the design of the roof extension element of the previous application.



Rear and southern flank elevations



Front and southern flank elevations

- 4.5 Four letters of objection were received and 5 letters of support. The principal concerns related to the design and materials of the dormers.
- 4.6 The delegated report elaborates on the officers' assessment of the effects of the roof extension. There were no planning objections in respect of overshadowing, loss of privacy or the effect on the amenity of neighbouring properties. In summary it was the view of officers that the roof extension would:
- adversely impact on the significance and character of the host building of townscape merit;
 - harm the visual amenity of the locality; and
 - fail to preserve or enhance the significance, character and appearance of the Richmond Hill Conservation Area.
- 4.7 There were no objections to the conversion of the roof in principle. The Council however considered the proposals would *'result in significant change to the appearance and character of the building, completely altering the roof form'*. They went on to elaborate on their various concerns as follows:
- *'dormers would sit just below the apex of the roof, serving to increase its dominance within the roof form'*.
 - *'the arched design of the dormers would be an incongruous addition, which fails to relate to the architectural design of the property, to the detriment of the historic character of the BTM and the Conservation Area'*.
 - *'the introduction of a dormer on the front roofslope is not supported in principle'*.
- 4.8 No further discussion was had in respect of the increase in the pitch of the remodelled roof and they concluded *'the proposals to replace the existing roof,*

increasing the pitch and the creation of three dormers, is considered to be harmful to the character of the BTM and fails to preserve or enhance the setting, character and appearance of the building and the wider Conservation Area as seen from public views from Ormond Avenue and Wakefield Avenue’.

4.9 Officers found the proposal would lead to:

- less than substantial harm to the significance, character and appearance of the conservation area, and that there was no public benefit arising from the proposal.
- moderate harm to the significance of the BTM and that there were no public benefits to outweigh this harm.

4.10 No harm was found to the setting of any heritage asset.

4.11 The client has since submitted a separate application for the rear extension and amended the design of the roof extension (the subject of this application) to address the Council’s concerns in respect of this element of the scheme.

The Proposed Development

4.12 The Proposed Development comprises roof level alterations to provide additional living accommodation at this level, including:

- The creation of a crowned hipped roof through the modest increase in the pitch of the 4 roof slopes (without raising the ridge height of the roof) in materials to match existing.
- The formation of a modest dormer in the centre of the rear (north-east) roof slope.
- The formation of a modest dormer in the centre of the southern flank roof slope.
- The installation of 3 conservation style roof lights.

4.13 Proposed enhancements to the host building comprise:

- The addition of a red brick on edge corbelled cornice to the north elevation to match that on the 3 other elevations.
- The reconstruction of the lost west chimney to the north elevation.
- The removal of the existing tall TV aerial.
- The relocation of the down water pipe from the centre of the rear elevation.
- The replacement of the soldier course window arch to the later ground floor window in the north elevation with a brick arch to match the design of the others.



CGI view from Wakefield Road showing the minimal effect of the remodelled roof form and proposed rear dormer on the local area. It also highlights how the new roof form will provide an appropriate top to the building, together with the rebuilt chimney and the enhanced red brick eaves detail to the north.

Assessment

- 4.14 The Proposed Development is well considered and modest in nature. The form, extent, detailed design and materials of the roof level alterations have all been revisited to address the Council's criticisms of the refused scheme. There were no objections to the principle of converting of the roof to provide habitable space, nor was the scheme refused in respect of overshadowing, loss of privacy or the effect on the amenity of neighbouring properties.
- 4.15 The angle of pitches of the new hipped crown roof have been reduced to 37 degrees to match the angle of the pitches of the roof at (main) Vigo House (they were previously 41 degrees). The new roof will sit well on the host building and appear wholly in keeping with it. In matching the pitch of Vigo House, a BTM, it will complement the roofscape along this side of Ormond Avenue.
- 4.16 The number of dormers has been reduced to 2; one to the southern flank and the one to the rear (east). No dormers are proposed in the front elevation, or the northern flank – the most visible elevation of the house. The size, shape, detailed design, and materials of the dormers have all been amended. They sit lower in the roof pitch (150mm from the ridge) and that to the rear, which is visible in street

views, has been set further back within the roof away from the eaves. Positioned centrally within the roof slope the dormers maintain a large expanse of roof slope either side and complement the outline of the roof. Neither of the elevations below (to the south or rear) have symmetrical or ordered elevations and this design provides a cohesive appearance to the house overall.

- 4.17 The dormers are of a traditional design, flat topped and with lead clad cheeks. The windows, in the style of those of the host building, are shorter than those of the 1st floor introducing a clear vertical hierarchy to the house overall.
- 4.18 The design is wholly in keeping with the character, appearance and significance of the host building, a BTM, and will not fundamentally alter its character. There is nothing special about the existing roof form, which is somewhat underwhelming for this house, and the new roof comprises an essentially hipped form with a modest flat crown (as found at Halcyon House, 2 houses to the south). It is a sensitive approach to providing additional usable space within the building, as encouraged by national planning policy, without detracting from its appearance or harming its contribution to the significance of the Richmond Hill Conservation Area (or having any effect on any neighbouring property). A more impactful alternative to allow for accommodation in the roof form (the principal of which the Council support) would have been to build up the flank walls as gable ends and continue the roof as a simple pitched form.

Council policy and guidance

- 4.19 In line with **Policy LP 1 ‘Local Character and Design Quality’** the Proposed Development is of high architectural and urban design quality, based on a thorough understanding of the Site and its context. It is compatible with local character including the existing townscape, views, local grain and frontages as well as in respect of scale, height, massing, proportions, form, materials and detailing. The modest increase in the pitch of the roof, to create a hipped crown roof as found at Halcyon to the south, makes the best use of the Site, and is sensitive to the host building and the local townscape. Such roof forms are not out of character with buildings of this period and the overall appearance of the house will remain largely unchanged. There will be no increase in the height of the house. The Council approved alterations to the pitched hipped roof of the former police station, opposite the Site, which included the creation of a large mansard roof level with many dormers across the whole development.
- 4.20 In line with **Policy LP 2 ‘Building Heights’** there is no increase in the height of Fairlawn and the ridge height will remain as found today.
- 4.21 In line with **Policy LP 3 ‘Designated Heritage Asset’** the Proposed Development, which will have a very minimal visual effect and is of an appropriate design, as set

out above, will cause no harm to the significance of the Richmond Hill Conservation Area. It is a discreet addition within the spirit of the host building. It is principally visible in public views from the Central Richmond Conservation Area, which in this location comprises a fragmented townscape of limited quality, as assessed and illustrated above.

- 4.22 In line with **Policy LP 4 ‘Non Designated Heritage Assets’** the detailed design of the Proposed Development is wholly in keeping with the host building, a BTM. As noted above there is a crown roof at the neighbouring BTM Halcyon and the character of the new roof will remain consistent with that as existing. It retains 4 pitches, the height does not increase and the materials are the same. The pitches of the new roof will match those at Vigo House, also a BTM.
- 4.23 In line with **Policy LP 5 ‘Views and Vistas’** there is no effect on any view identified by the Council. The Proposed Development will be visible in local views, principally from Wakefield Road where it will have a minimal effect overall, as illustrated above. The new roof will appear as a wholly appropriate addition to the host building and once complete the changes to the main roof form will not be readily apparent.
- 4.24 Notwithstanding our assessment that the Proposed Development will cause no harm to any heritage asset, should others disagree this could only be said to be minor. In the case of the large Richmond Hill Conservation Area (on the very northern edge of which of this Site lies), and in line with paragraph (202) of the NPPF this can only be said to be at the very low end of *‘less than substantial’*. In the case of the locally listed host building and NPPF para 203, the roof alterations could only be said to constitute a low level of harm. In both cases any harm would be outweighed by the enhancements offered to the host building including the red brick cornice, rebuilt chimney, enhanced window arch, relocation of the down water pipe and removal of the TV aerial, as well as the wider public benefit of making the most use of the opportunities this Site offers as a home.

Conclusions

- 4.25 The Proposed Development is an intelligent and carefully considered response to the Site, its heritage significance and the significance of its heritage context. The concerns expressed by the Council in respect of the refused scheme ref: 21/2061/HOT have been addressed in full in the detailed design of the roof extension of the current application.
- 4.26 In respect of the design considered in its own right, and the relationship between the Proposed Development, the host building and its heritage context, the proposals are entirely sensitive and appropriate. The Proposed Development is sympathetic to its context and would not represent an over-dominant form of development.

- 4.27 Special attention has been paid to the effect of the Proposed Development on the significance of the Richmond Hill Conservation Area, as well as the setting of the Central Richmond Conservation Area and listed buildings in the surrounding area. There are no harmful effects to any heritage asset on Site or in the surrounding area, and it therefore accords with the objective set out in sections 16(2) and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).
- 4.28 The Proposed Development is in line with relevant legislation, the policies and guidance on heritage set out in the NPPF and PPG; London Plan policies; Local Plan policies LP1 to 5; relevant SPDs; and HE guidance.

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4 September 2021