

HERITAGE AND TOWNSCAPE STATEMENT

BARNES HOSPITAL, SOUTH WORPLE WAY, RICHMOND, LONDON, SW16 8SU

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Any enquiries should be directed to:

Montagu Evans
70 St Mary Axe,
London, EC3A 8BE
Tel: +44 (0)20 7493 4002

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CONTENTS

	EXECUTIVE SUMMARY	3		6.0 ASSESSMENT OF THE PROPOSALS	38
1.0 INTRODUCTION		6		Heritage Assessment	
The Site				Townscape Assessment	
Context for the Proposals				Summary	
The Proposals			7.0 CONCLUSION		50
Purpose and Structure of this Report					
2.0 LEGISLATION AND PLANNING POLICY		12			
Legislation					
National Policy					
Material Considerations					
3.0 STATEMENT OF SIGNIFICANCE		18			
Historical Development					
Assessment of Heritage Assets' Significance					
Buildings of Townscape Merit					
4.0 TOWNSCAPE CHARACTER		30			
Townscape Character					
Views					
5.0 THE PROPOSALS AND CONSULTATION		32			
The Proposals					
Consultation					

APPENDICES

01: VU.CITY MODEL SHOTS

EXECUTIVE SUMMARY

Montagu Evans have prepared this Heritage and Townscape Statement to support the application for planning permission which is made by Star Land Realty UK Ltd in relation to the former Barnes Hospital site in Richmond, London.

The proposals seek planning permission for the development of three residential blocks and associated landscaping which will replace the existing buildings on the west half of the former hospital site.

CONTEXT FOR THE PROPOSALS

On 14th September 2020, Outline Planning Permission ('OPP') was granted for the redevelopment of the whole Barnes Hospital site (ref. 18/3642/OUT) which comprised three development plots:

1. Residential development;
2. A Special Educational Needs ('SEN') school; and
3. A health centre.

The OPP achieved the policy aspirations for Barnes Hospital which were identified under site allocation SA 28 in the London Borough of Richmond Upon Thames Local Plan (2018).

Whilst all three parts will be delivered, it is now proposed that they will come forward on an individual plot basis, rather than the OPP and subsequent Reserved Matters applications. This planning application relates only to the residential plot, plot 1.

The residential plot is located on the west half of the Barnes Hospital site where it shares a boundary with the Old Mortlake Burial Ground. The OPP approved the development of three residential blocks, referred to as Blocks A, B and C.

The OPP establishes the principle of residential development of the nature proposed in this application.

This application seeks to optimise the site to deliver high quality residential housing. In comparison to the OPP, Blocks B and C have been increased in height by one additional storey resulting in an additional 26 residential units.

PURPOSE OF THIS REPORT

This report considers the effect of the proposed changes to the residential development approved under the OPP on the historic environment and local townscape character.

Montagu Evans provided historic environment and townscape consultancy services and prepared the Heritage Statement (2018) submitted with the OPP, and in this report we have built upon our previous work and analysis.

Montagu Evans were involved in the pre-application discussions which have informed the current proposals, including analysis of the proposed massing in VU.CITY.

The main historic environment and townscape considerations are:

- The effect of the proposed changes to the residential development approved by the OPP on the character and appearance of the two conservation areas in the area surrounding the Site: the Queens Road (Mortlake) Conservation Area and Cowley Road Conservation Area;
- The effect of the proposed changes to the residential development approved by the OPP on the local heritage interest of the Buildings of Townscape Merit (BTMs) which will be retained as part of the redevelopment of the site (which are the surviving buildings of the Edwardian hospital); and
- The effect of the changes to the residential development approved by the OPP on local townscape character, including the early 20th century residential areas and the Other Open Land of Townscape Importance ('OOLTI') which covers the Old Mortlake Burial Ground adjacent to the site.

We have also considered the detailed design of the residential blocks which is provided in this application. The Design and Access Statement prepared by Scott Brownrigg describes how the architecture of the proposals is in line with the Design Code approved under the OPP.

CONSULTATION

The proposals are the result of an iterative design development process which has involved a full consultant team, and five rounds of pre-application advice with the local planning authority, the London Borough of Richmond Upon Thames.

The proposals have sought to respond to the feedback from the local authority, including the massing and architectural expression of the development. One of the main changes which has been made during the

pre-application process was the proposed height for Block A, which was originally presented as a storey taller than the final proposals, where it is two storeys with a mansard, and therefore in line with the OPP parameters.

SUMMARY OF FINDINGS

The proposed massing would introduce a slight change to the position established under the OPP. There would be no change to the assessment of the effects of the OPP, however, and it is noted that the Committee Report found no harmful impact to the conservation areas as a result of the OPP proposals.

The character and appearance of the conservation areas would be preserved and enhanced in line with the OPP, and the proposals are in accordance with development plan policies (London Plan HC1 and Local Plan Policies LP3 and LP5).

There are eight BTMs on the Barnes Hospital site. The OPP approved the demolition of five of the BTMs, and retained the three which were considered to possess the greater level of local heritage interest: the Entrance Lodge, gatehouse and Recreation Hall.

The OPP establishes the acceptability of the demolition of the BTMs to facilitate the re-use of the site, and the current proposals will continue to retain the three BTMs.

There would be no harm to the retained non-designated heritage assets (the BTMs) from the changes proposed to the residential development approved under the OPP, so the proposals are considered to be in accordance with Local Plan Policy LP4 and paragraph 203 of the National Planning Policy Framework ('NPPF').

The proposals would have no adverse townscape impacts and would contribute towards the use, appearance and function of the area in a beneficial way, in line with the OPP. The proposals are therefore in accordance with London Plan Policy D3, Local Plan Policies LP1 and LP2, and Chapter 12 of the NPPF.

The London Plan and NPPF policies are particularly relevant were they encourage optimisation of land. In this case, it is noted that the use of land will be optimised without detriment to historic environment or townscape interests.

1.0 INTRODUCTION

BARNES HOSPITAL, SOUTH WORPLE WAY, RICHMOND, LONDON, SW16 8SU

INTRODUCTION

- 1.1 Montagu Evans have been instructed by Star Land Realty UK Ltd (hereafter the 'Applicant') to provide consultancy services and prepare this Heritage and Townscape Statement in support of proposals which are subject to an application for full planning application which relates to land at Barnes Hospital on South Worple Way, Richmond, London, SW16 8SU ('the Site').
- 1.2 This application follows on from a previous outline planning permission for the Site which was granted by the London Borough of Richmond Upon Thames, the local planning authority (the 'Council'), on 14th September 2020. The Council's planning reference for that application is 18/3642/OUT (the 'OPP').
- 1.3 The OPP involved the comprehensive redevelopment of the former Barnes Hospital complex with a Special Educational Needs ('SEN') school, health centre and residential uses.
- 1.4 The OPP forms the established context for the current proposals and it is a material consideration.
- 1.5 This application seeks changes to the three residential blocks approved in the OPP on the western half of the Barnes Hospital site.
- 1.6 The use, location and footprint of the blocks is unchanged from the OPP, but the proposals introduce changes to the massing and provides details of the architecture and landscaping.
- 1.7 There are also other changes such as internal layouts which are described elsewhere in the submission. It is the massing and appearance of the blocks which is the main consideration related to the historic environment and townscape impacts.
- 1.8 The description of development is as follows:
"Demolition of existing structures and redevelopment of site including construction of three new buildings comprising residential units of mixed tenure (Use Class C3), conversion of two existing buildings for residential use (Use Class C3), car and cycle parking, landscaping and associated works."



Figure 1.1 The boundary of the OPP (blue) and the application Site (red)

- 1.9 The instruction has been discharged by qualified specialist professionals (MRTPI and IHBC).
- 1.10 This report should be read alongside the Planning Statement prepared by Avison Young, and the Design and Access Statement ('DAS') and drawings prepared by Scott Brownrigg.



Figure 1.2 Aerial view of the former Barnes Hospital showing the OPP boundary in blue and the Site boundary in red

THE SITE

- 1.11 The Site which is subject to this application falls within the site of the former Barnes Hospital.
- 1.12 Barnes Hospital is located in the suburban area between Mortlake and Barnes, to the south of the Richmond-Waterloo railway line on South Worple Way. It is adjacent to the Old Mortlake Burial Ground which forms its western boundary. The burial ground falls forms part of a conservation area ('CA') and provides open space to the area. Further details of the heritage considerations are provided below.
- 1.13 To the north, south and east, the Site is bounded by residential development from the early 20th century. The Barnes Hospital site introduces a coarser grain and historically different uses to the townscape which are experienced alongside the fine-grain linear residential development surrounding it. Cowley Road, one of the residential streets to the north of the Site, is also a small linear CA.

CONTEXT FOR THE PROPOSALS

THE OPP

- 1.14 The OPP involved the comprehensive redevelopment of Barnes Hospital. This achieved the planning policy objectives for the site, which was allocated in the London Borough of Richmond Upon Thames Local Plan (2018) for a SEN school, health centre and high quality residential accommodation (site allocation ref. SA 28). The OPP also involved the provision of public realm and open space, as well as improved pedestrian routes. All matters were reserved in the OPP except for access.
- 1.15 The location plan at **Figure 1.1** shows the boundary of the OPP application site in blue and the boundary of the current application Site in red. The same boundaries are presented on the aerial photography at **Figure 1.2**.
- 1.16 In the OPP, the residential uses were approved on the western half of the Site and they address the boundary with the Old Mortlake Burial Ground (and CA). The health centre is located in the north east corner of the Site and the SEN school at the south east corner. An approved site plan from the OPP is reproduced at **Figure 1.3**. The current proposals provide details of the three residential blocks (Blocks A-C).
- 1.17 The OPP is a material planning consideration. It establishes that residential apartment blocks of a different grain and scale to the residential development in this part of Barnes is acceptable in terms of historic environment and townscape impacts.
- 1.18 It is noted at the outset that the Committee Report for the OPP identified no harm to the CAs in the surrounding area.
- 1.19 Therefore, this assessment is focussed on whether the changes to the approved position would introduce harmful impacts, rather than the principle of the development as a whole. The principle is established.



Figure 1.3 Illustrative masterplan approved by the OPP. The current proposals relate to the three residential blocks on the west boundary of the OPP Site.

HERITAGE ASSETS

- 1.20 There are no statutorily listed buildings on the Barnes Hospital site and there are no statutorily listed buildings in the surrounding area whose significance could be affected by the proposals.
- 1.21 Barnes Hospital is not located within a CA but it lies adjacent to the Queen's Road (Mortlake) CA which includes the Old Mortlake Burial Ground. The Site forms part of the setting of the CA and the effect on the character and appearance of the CA has been carefully considered in the design of the proposals.
- 1.22 In addition, there is the Cowley Road CA to the north of North Worple Way which is in alignment with Site, and so the Site appears in the views looking south out of the CA.
- 1.23 The Barnes Hospital site contains a number of red brick buildings which range in date from 1889–2001. Eight of the earliest buildings at Barnes Hospital are identified as Buildings of Townscape Merit ('BTM') in the Local Plan. The Council's planning policy is clear that status as a BTM is equivalent to a locally listed building (i.e. a non-designated heritage asset).
- 1.24 The OPP approved the demolition of five of the BTMs and the refurbishment of the three remaining BTMs for residential use.
- 1.25 The Site boundary for the current application contains five of the BTMs and these include the retained BTMs: the Entrance Lodge, Gatehouse and Recreation Hall which are located at the northern boundary of the Barnes Hospital site. The remaining two BTMs will be demolished in line with the OPP (the Laundry and Elizabeth Lod).
- 1.26 The effect of the proposals on the retained BTMs has also been given due consideration our advice and this assessment.

TOWNSCAPE CHARACTER

- 1.27 The townscape character of the area is described at **Section 4.0** and can be summarised as four component parts:
- The Victorian burial ground which provides valuable open space to the area. This is recognised by its designation in the Local Plan as an 'Other Open Land of Townscape Importance' ('OOLTI'). The emphasis is on the contribution that the open land makes to the local townscape, which is why it is considered as part of the townscape analysis. The local historic environment interests of this land are recognised by the statutory designation of the Queens Road (Mortlake) CA;
 - The historic hospital site (which includes the Site) that has a contrasting character to the wider area and the OPP would regenerate with new uses and buildings;
 - Edwardian residential development of varying architectural quality on fine-grain linear streets which are mainly oriented on the north-south axis; and
 - The railway line which bisects the area and creates a wide corridor that separates the residential areas.
- 1.28 The Edwardian residential townscape is the predominant townscape context. This is traditionally scaled at two storeys and comprises long, unbroken terraces. The burial ground is recognised by heritage and townscape designations.

THE PROPOSALS

- 1.29 The proposals are described at **Section 5.0** of this report and in detail in the DAS. In summary, the changes to the OPP comprise:
- Increase in height from the OPP Design Code as follows:
 - Block A – increase from 8.9m (maximum parameters) to 9.3m to roof level (and 12.3m to ASHP enclosure level). This equates to two storeys plus roof accommodation. This is equivalent to the OPP;
 - Block B – increase from 10.3m (maximum parameters) to 13.3m. This equates to three storey plus roof accommodation, and is an additional storey to the OPP; and
 - Block C – increase from 10.3m (maximum parameters) to 12.6m. This equates to three storeys plus roof accommodation, and is an additional storey to the OPP.
 - The increase in height to Blocks B and C will provide an additional storey of residential floorspace compared with the OPP, and we understand that this will deliver 26 additional residential units;
 - Full architectural details of the residential blocks;
 - Landscaping proposals;
 - Improvements to the southern boundary;
 - Reduced excavation on the Site for basements and undercrofts; and
 - Improvements to internal layouts including access.
- ## CONSULTATION
- 1.30 The proposals have been discussed with the Council at five pre-application advice meetings and workshops, and the designs have been refined to reflect the feedback received. One of the main aspects of the pre-application advice in terms of historic environment and townscape impacts was the height of Block A addressing South Worple Way. The height of the block has been reduced from three to two storeys (plus mansard) in line with advice from officers.
- 1.31 There has also be consultation with the local community. Please refer to the Community Engagement Report prepared by JPB and the Planning Statement.

PURPOSE AND STRUCTURE OF THIS REPORT

- 1.32 This report provides an assessment of the proposals on the significance of heritage asset and the local townscape character. The effects on heritage assets are to do with the change to their setting which would be introduced by the proposals, with the OPP as the baseline.
- 1.33 The townscape assessment will consider the Proposed Development within its urban context, including the buildings, the relationships between them, the different types of urban open spaces, including green spaces and the relationship between buildings and open spaces. Like heritage, the OPP is the baseline for assessing townscape effects.
- 1.34 This assessment has been informed by analysis of the proposals in VU.CITY. Model information from VU.CITY is used in this report to support the qualitative assessments.
- 1.35 The report is structured as follows:
- The legislation and planning policy which is relevant to the consideration of historic environment and townscape impacts is set out at **Section 2.0**;
 - The significance of heritage assets affected by the proposals is described at **Section 3.0**;
 - The existing townscape character is identified at **Section 4.0**;
 - The proposals and consultation is summarised at **Section 5.0**;
 - The effects of the proposals on the significance of heritage assets and the character and appearance of the townscape is assessed at **Section 6.0**; and
 - The report is concluded at **Section 7.0**.

2.0

LEGISLATION AND PLANNING POLICY

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LEGISLATION AND PLANNING POLICY

2.1 This section sets out the legislation and planning policy which is relevant to the assessment of the proposals on the historic environment and local townscape character.

LEGISLATION

PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

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

2.3 In this case, the Site does not contain any statutorily listed buildings and it is not located within a CA, nor is there potential to affect the setting of any listed buildings in the wider area.

2.4 This means that the provisions contained within the 1990 Act, in particular Sections 16, 66 and 72 which cover development proposals involving listed building and CAs, are not applicable.

2.5 There are no provisions within the 1990 Act which protect the setting of CAs, which is provided by policy. It is the corollary of Section 72 expressed through policy that requires the contribution that the setting makes to the significance of a CA to be conserved.

CASE LAW

2.6 In preparing our analysis we are mindful of the considerable weight attached to the preservation or enhancement of the setting of designated heritage assets, which has been clarified by the Court of Appeal judgement in *Barnwell Manor Wind Energy vs East Northamptonshire et al* [2014]. This is relevant because there is potential for the proposals to affect the setting of Queens Road (Mortlake) CA.

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

2.8 The protection of non-designated heritage assets does not have the same weight in the planning process.

STATUTORY DEVELOPMENT PLAN

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

2.10 The statutory development plan for this application is:

- London Plan (March 2021);
- London Borough of Richmond Upon Thames Local Plan (July 2018); and
- London Borough of Richmond Upon Thames Local Plan Policies Map (July 2015).

2.11 The relevant development plan policies are described below.

LONDON PLAN (MARCH 2021)

2.12 The London Plan adopted in March 2021. It replaces the previous London Plan (2016) as the strategic plan for London which sets out an economic, environmental, transport and social framework for development.

2.13 The relevant policies to this assessment are HC1 (Heritage conservation and growth) and D3 (Optimising site capacity through the design-led approach). For the avoidance of doubt: the proposals do not engage Policy D9 on tall buildings.

2.14 Policy HC1 requires development proposals affecting heritage assets and their settings to conserve their significance. It also requires consideration of the cumulative impacts of incremental change.

2.15 Policy D3 requires developments to be of high architectural quality that has regard to its context.

LONDON BOROUGH OF RICHMOND UPON THAMES LOCAL PLAN (JULY 2018)

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

SITE ALLOCATION 28 BARNES HOSPITAL, EAST SHEEN

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

2.18 SA 28 goes on to state that:

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

2.19 SA 28 acknowledges the heritage interest of the Site, explaining that:

"The Council expects that the most important existing Buildings of Townscape Merit are retained. Any proposal should respond positively to the adjoining Queens Road Conservation Area and the relationship with Mortlake cemetery."

2.20 The aspirations of the site allocation were achieved by the OPP.

HISTORIC ENVIRONMENT AND DESIGN

2.21 **Policy LP 1 (Local Character and Design Quality)** sets out that development should be of high architectural and urban design quality. This includes the maintenance and enhancement of the "high quality character and heritage of the borough and its villages". At part A, the policy provides six aspects of high quality design which will be considered when assessing development proposals. The fourth aspect of design includes relationship with heritage assets.

2.22 The proposals will take place in an area of established residential character where the prevailing building height is 2-3 storeys. This character forms part of the heritage assets in the area surrounding the Site, and we have had regard to **Policy LP 2 (Building Heights)**. The policy states that "The Council will require new buildings, including extensions and redevelopment of existing buildings, to respect and strengthen the setting of the borough's valued townscapes and landscapes, through appropriate building heights".

2.23 At part 2 of the policy, reference is made to the preservation and enhancement of the significance and setting of heritage assets.

2.24 The Site does not contain any designated heritage assets, but it lies adjacent to the Queens Road (Mortlake) CA and forms part of its setting. We have therefore had regard to **Policy LP 3 (Designated Heritage Assets)**. The policy gives great weight to the conservation and enhancement of the significance, including setting, of designated heritage assets.

2.25 The relevant provisions of this policy to the impact of the proposals on the CA are set out at part C, which states:
"All proposals in Conservation Areas are required to preserve and, where possible, enhance the character and appearance of the Conservation Area."

2.26 And at part E it states that:
"The Council's Conservation Area Statements, and where available Conservation Area Studies, and/or Management Plans, will be used as a basis for assessing development proposals within, or where it would affect the setting of, Conservation Areas, together with other policy guidance, such as Village Planning Guidance SPDs."

2.27 The CA Statements are also considered at **Policy LP 5 (Views and Vistas)** which states that improvements will be sought to views within, into and out of CAs, including those views which are affected by *"development on sites within the setting of, or adjacent to, Conservation Areas"*.

2.28 At paragraph 4.3.5 of the Local Plan, the Council sets out the information that an applicant must provide for development which affects designated heritages or their setting. This report fulfils these requirements.

2.29 For the avoidance of doubt, there will be no direct (physical) works to designated heritage assets as part of the proposals. The only impact on a designated heritage asset arising from the proposals is the change to the setting of the Queens Road (Mortlake) CA.

2.30 There are eight BTMs within the Site boundary which are equivalent to a locally listed building. The BTMs are non-designated heritage assets and **Policy LP 4 (Non-Designated Heritage Assets)** is an important consideration to the proposals. The policy states that:

2.31 "The Council will seek to preserve, and where possible enhance, the significance, character and setting of non-designated heritage assets, including Buildings of Townscape Merit, memorials, particularly war memorials, and other local historic features.
There will be a presumption against the demolition of Buildings of Townscape Merit."

2.32 In presenting proposals, paragraph 4.4.4 of the policy's supporting text sets out the Council's requirements for non-designated heritage assets. Applicants will be required to:
*"1. retain the character of Buildings of Townscape Merit, war memorials and any other non-designated heritage assets;
 2. submit a Heritage Statement to assess the potential harm to, or loss of, the significance of the non-designated heritage asset, including from both direct and indirect effects;
 3. describe the significance of the non-designated heritage asset affected, including any contribution made by their setting; the extent of the relevant setting will be proportionate to the significance of the asset. Appropriate expertise should be used to assess a non-designated heritage asset; and
 4. retain or restore the structures, features and materials of the asset, which contribute to its architectural integrity and historic interest."*

2.33 This report represents the Heritage Statement required at part 2 and fulfils the requirements of part 3.

2.34 There would be no change to the treatment of the BTMs on the Site from the OPP.

2.35 We have had regard to the Council's Policies Map which shows that the Site falls within a viewing corridor from Sawyer's Hill in Richmond Park (**Figure 2.1**). From this viewpoint, it is possible to appreciate the silhouettes of tall buildings in central London above the tree canopies. The proposals would have no effect on this local view because of the separating distances and their scale. This assessment satisfies the requirement of **Policy LP 5 (Views and Vistas)** and is not taken further.

2.36 It confirmed for the avoidance of doubt that this local view is not Strategic View 9A.1 (King Henry VIII's Mound) which is identified in the London View Management Framework (LVMF) (2012).



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

2.37 It is also recognised that the burial ground adjacent to the Site is identified in the Local Plan as an 'Other Open Land of Townscape Importance' ('OOLTI'). Policy LP 14 states that OOLTI's will be protected and enhanced where possible and *"When considering developments on sites outside designated other open land, any possible visual impacts on the character and openness of the designated other open land will be taken into account"*.

NATIONAL POLICY

- 2.38 The 1990 Act and statutory development plan are supported by the policies set out at a national level in the National Planning Policy Framework (July 2021) ('NPPF'). The NPPF sets out the government's approach to planning matters and it is a material consideration in the determination of planning applications.
- 2.39 At paragraph 119 the NPPF is clear that local authorities should promote effective use of land. It states that "*Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land*".
- 2.40 The Site is identified on the Council's Brownfield Register under reference RBR/17/0044. Site allocation SA 28 provides that strategy for Barnes Hospital, and the proposals will maximise the effect use of the land for multiple uses which meet policy requirements.

DESIGN

- 2.41 Chapter 12 outlines the policy regarding design. At paragraph 126 it is emphasised that "*good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities*".
- 2.42 In particular, paragraphs 130–136 express support creativity in the design of buildings which incorporate the highest standards of sustainable design and technology. Thus the NPPF encourages local planning authorities to look for opportunities to permit development which promotes high quality design which incorporates the highest levels of sustainable construction and operation.

HERITAGE

- 2.43 Chapter 16 of the NPPF sets out the policies relating to the conservation and enhancement of the historic environment. At the outset, paragraph 194 states that:
- "In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance."*

- 2.44 The proposals will have indirect effects on the three retained BTMs at Barnes Hospital which are non-designated heritage assets. Non-designated heritage assets are defined as:
- "buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as 'locally listed'." (National Planning Practice Guidance, Paragraph: 039 Reference ID: 18a-039-20140306)*
- 2.45 As before, a BTM is equivalent to local listing.
- 2.46 In terms of the effect of development proposals on non-designated heritage assets, paragraph 203 of the NPPF states that:
- "The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."*
- 2.47 There is also the potential for indirect effects to designated heritage assets (CAs) in the surrounding area arising from the change to their setting as a result of the proposals.
- 2.48 In accordance with paragraph 194, we have identified the designated heritage assets which may experience effects from the proposals, and their significance is assessed at **Section 3.0** of this report.
- 2.49 In terms of the effect on the designated heritage assets, paragraph 199 states that:
- "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."*

- 2.50 The Site forms part of the setting of the Queens Road (Mortlake) CA. Paragraph 206 of the NPPF states that proposals which preserve the elements of the setting of a CA which make a positive contribution to, or better reveal, the significance of the asset should be treated favourably.
- 2.51 Paragraphs 200 clarifies the approach that should be taken to adverse effects on the significance of a designated heritage asset. The policy at paragraph 200 is clear that:
- "Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification."*
- 2.52 The setting of a heritage asset is defined in Annex 2 of the NPPF 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."*
- 2.53 At **Section 5.0** we provide an assessment of the development proposals on the significance of the designated heritage assets we have identified. We do not find any harm arising from the proposals and paragraph 200 is not engaged.
- 2.54 In the event that the Council were to identify harm, paragraph 202 would be engaged which requires the balancing of the harm with planning benefits in the overall balance. Planning benefits include heritage benefits.

MATERIAL CONSIDERATIONS

NATIONAL PLANNING PRACTICE GUIDANCE (2014) (ONLINE)

- 2.55 The NPPF is supported by National Planning Policy Guidance ('PPG') which was published in March 2014 (and is regularly updated) as a web-based resource to provide online guidance on the policies in the NPPF. It reflects the existing statute, policies in the NPPF, Circulars and best practice guidance.
- 2.56 The section of the NPPG dealing with the historic environment reflects the policies in the NPPF and other best-practice guidance such as Historic England's guidance on the setting of heritage assets.

- 2.57 On significance the NPPG states:
"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals."
- 2.58 On setting, the NPPG states that "A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration".
- 2.59 The NPPG goes on to clarify that an assessment of the impact of proposals on the setting and significance of heritage assets should take into account that:
"The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places." Guidelines for Landscape and Visual Impact Assessment Third Edition (GLVIA) (2013)
- HISTORIC ENGLAND, HISTORIC ENVIRONMENT GOOD PRACTICE ADVICE IN PLANNING NOTE 2: MANAGING SIGNIFICANCE IN DECISION-TAKING IN THE HISTORIC ENVIRONMENT (2015)**
- 2.60 Managing Significance in Decision-Taking in the Historic Environment ('GPA2') was published by Historic England on 27th March 2015. The purpose of GPA2 is to provide information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the NPPF and the related guidance given in the NPPG.
- HISTORIC ENVIRONMENT GOOD PRACTICE ADVICE IN PLANNING NOTE 3: THE SETTING OF HERITAGE ASSETS (SECOND EDITION, DECEMBER 2017) (GPA3)**
- 2.61 The Setting of Heritage Assets (Second Edition) ('GPA3') was published in December 2017. It supersedes the first edition of the guidance (March 2015) and also the Historic England views guidance, 'Seeing History in the View' (2011).
- 2.62 The guidance provides advice on understanding and interpreting the setting of heritage assets, and how setting may contribute to significance or allow it to be appreciated. It draws a distinction between views which contribute to an asset's significance, and those which present the asset in an incidental but attractive way, where the latter may be a planning consideration only.
- 2.63 Historic England provide a staged approach to assessing the contribution of setting on heritage assets which have had regard to in forming this assessment.
- LONDON BOROUGH OF RICHMOND UPON THAMES SUPPLEMENTARY PLANNING DOCUMENT (SPD): BUILDINGS OF TOWNSCAPE MERIT (MAY 2015)**
- 2.64 The Council adopted the SPD on BTMs in May 2015. It sets out the process for identifying BTMs as well as guidance for their management as non-designated heritage receptors.
- LONDON BOROUGH OF RICHMOND UPON THAMES SPD: PLANNING INFORMATION FOR CONSERVATION AREAS (SEPTEMBER 2002)**
- 2.65 The Council's CA SPD was adopted in 2002. It provides general advice on the designation of CAs, and identified the CAs in the borough. The document provides some guidelines for managing development but none of which apply to changes to the setting of CAs. The SPD refers to the development plan for detailed policy regarding CAs, which we have set out earlier in this section.
- THE OPP, 18/3642/OUT**
- 2.66 We have already described how the OPP forms the relevant context to the proposals and it is a material planning consideration. The OPP establishes the principle of the proposals, including the demolition of two of the BTMs in the former Barnes Hospital complex. The OPP is described in more detail elsewhere in the submission – please refer to the Planning Statement and DAS.

3.0

STATEMENT OF SIGNIFICANCE

BARNES HOSPITAL, SOUTH WORPLE WAY, RICHMOND, LONDON, SW16 8SU

STATEMENT OF SIGNIFICANCE

3.1 In accordance with paragraph 189 of the NPPF, this section describes the significance of heritage assets which may be affected by the proposals.

3.2 It begins with a description of the historical development of Barnes Hospital and the surrounding area (which also informs the townscape characterisation at **Section 4.0**) before a statement of significance for the relevant heritage assets.

HISTORICAL DEVELOPMENT

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

3.4 The incremental development of this area occurred as part of the growth of London from the 1860s. The areas of open land were gradually infilled to create an amorphous suburban area.

3.5 The early development to the south of the London and South Western Railway (Richmond branch, 1846) comprised residential terraces constructed perpendicular (north-south) to South Worple Way. A similar structure of development took place to the north of the area in the late 19th and early 20th centuries.

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

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

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

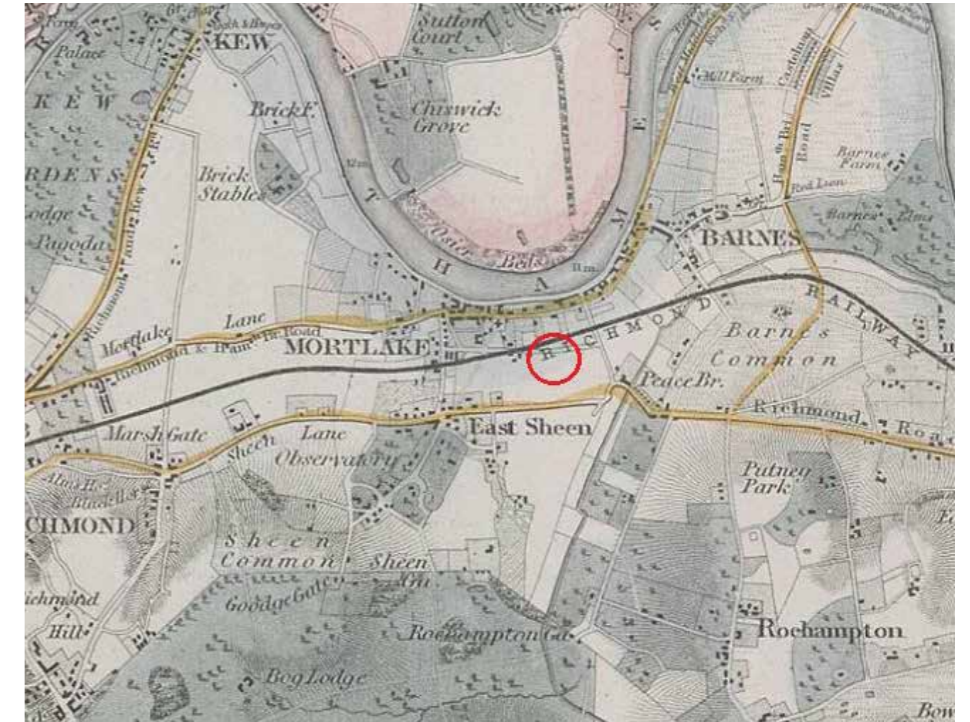


Figure 3.1 Davies map of London in 1844 showing the extent of development at Mortlake and Barnes. The indicative location of the Site is shown in red.



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

HISTORY OF BARNES HOSPITAL

THE ISOLATION HOSPITAL (1888-9)

- 3.9 In the late 1880s, the open land adjoining the cemetery to the east was developed to accommodate an Isolation ('Fever') Hospital. The Isolation Hospital was enabled by the Public Health Act of 1875 which created a network of sanitary authorities across the country, and deferred to local authorities the power to provide the hospital facilities needed by means of government loans.
- 3.10 The construction of the Isolation Hospital at Mortlake was overseen by the Local Government Board, which had replaced the Poor Law Board in 1871. It was opened in 1889 by the Rural Sanitary Authority for Barnes. The nature of the hospital's governance meant that admissions of pauper cases were high.
- 3.11 It is understood that residents in the local area opposed the creation of the hospital, and historic map evidence shows how the hospital was positioned far away from the nearby population centres (see the 1895 OS map at **Figure 3.3**).
- 3.12 It is assumed that the positioning of the hospital next to the cemetery was designed to give residents some comfort that there would be a permanent buffer between them and the infectious diseases of the destitute within.
- 3.13 The earliest hospital buildings at Barnes occupied the western part of the current Site, with the entrance in the north-west corner adjacent to the cemetery (**Figure 3.4**). This initial phase of development comprised:
 - A ward-block (known as the 'Fever Hospital') extending across the south of the site (demolished);
 - A detached administration building designed to combine a matron's office, dispensary and kitchen (the 'Administration Block');
 - A laundry block ('the Laundry'); and
 - A mortuary in the north east corner (demolished).
- 3.14 The ward-block conformed to model plans that had been published by the Local Government Board in its 1888 memorandum entitled 'On the Provision of Isolation Accommodation by Local Sanitary Authorities'. The four model plans provided in the memorandum, labelled A-D, reflected a progression in thought on the architecture of sanitary provision.

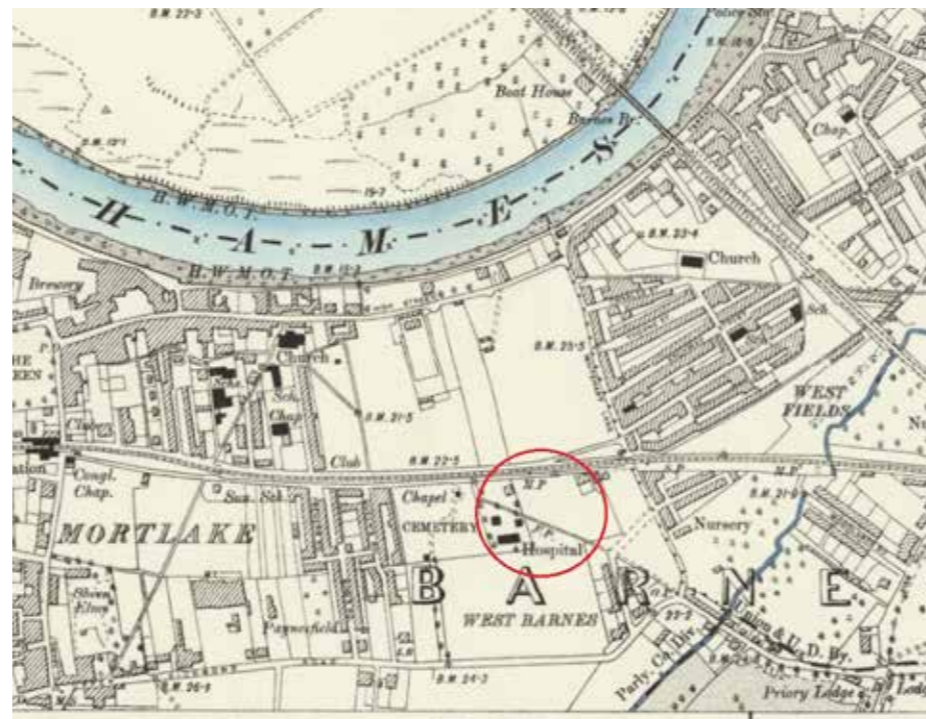


Figure 3.3 c.1895 OS map showing the location of the Isolation Hospital relative to Mortlake and Barnes. The indicative location of the Site is shown in red.

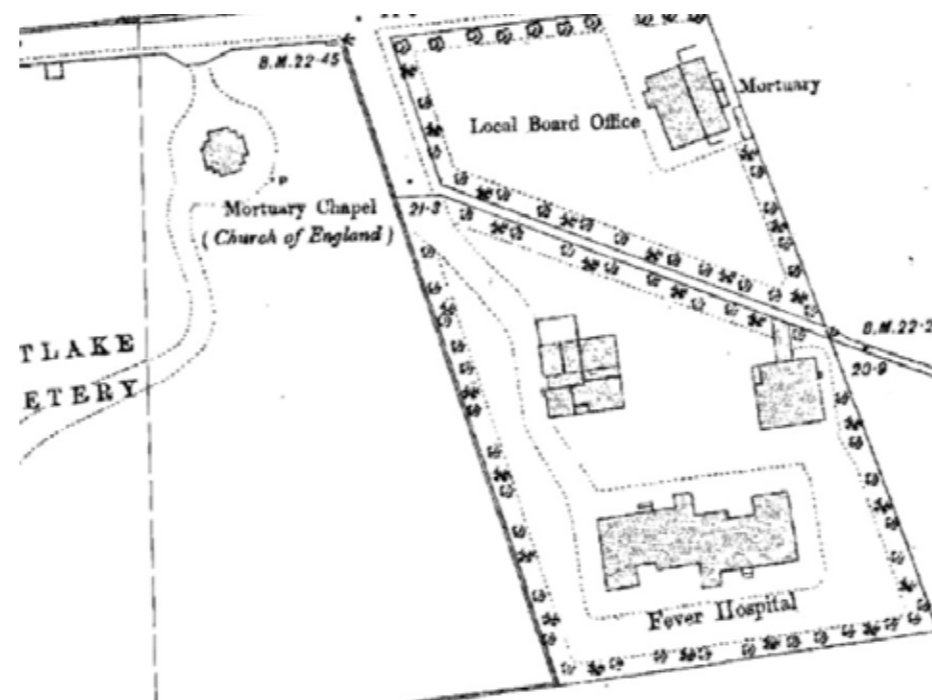


Figure 3.4 The 1895 OS Map showing the detail of the early Isolation Hospital. The indicative Site boundary is identified in red.

- 3.15 It is evident that the early ward-block at the hospital replicated plan D, a new type of ward block characterised by the male and female wards facing opposite directions with the duty room recessed (**Figure 3.5**).
- 3.16 This design for the construction of ward-blocks for the treatment of infectious diseases remained an established plan form until the First World War. The principal advantage of such wards was the provision they made for the economical way of accommodating different disease cases amongst a small number of patients.
- 3.17 The early Ordnance Survey (OS) maps of the hospital record the numerous subsequent alterations and extensions to the southern ward-block until its eventual demolition in 1999, reflecting the evolving medical requirements of the 20th century.

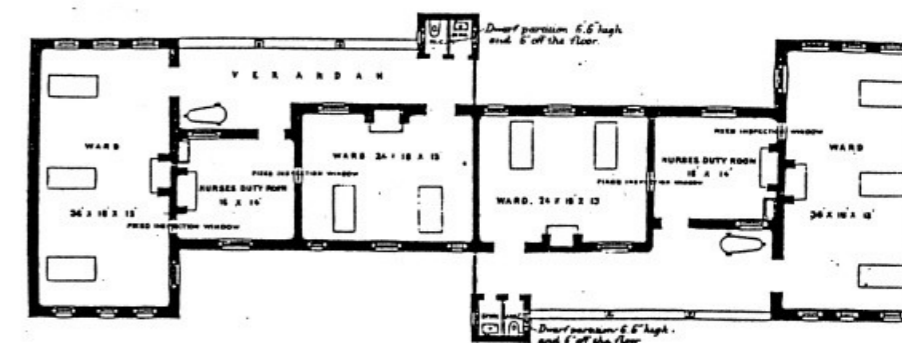


Figure 3.5 The Local Government Board model plan D for ward-blocks, 1888.

EDWARDIAN REDEVELOPMENT (1903-4)

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

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

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

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

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

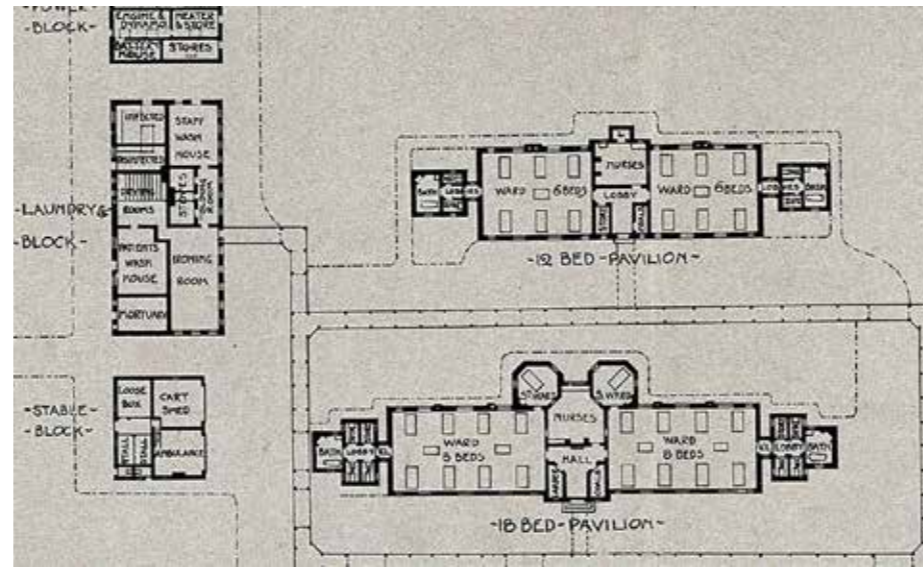


Figure 3.6 Plans for ward provision at Bucknall, Staffordshire. From The Builder in 1902.

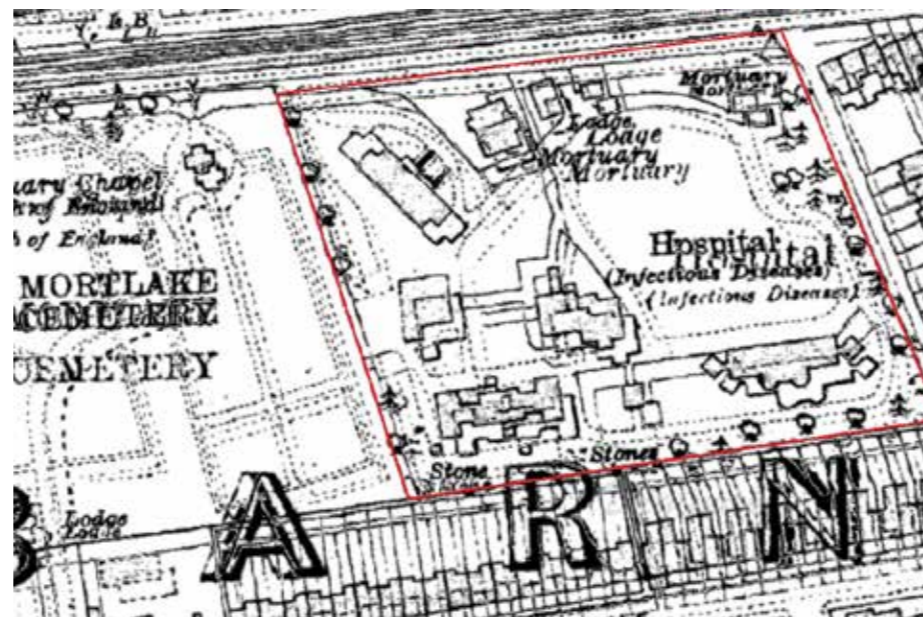


Figure 3.7 1913 OS map of the Site. Despite duplicated survey data, the footprint of the buildings on the site in this period are clear. The indicative Site boundary is identified in red.

THE INTERWAR PERIOD (1919-38)

3.22 Admissions to the hospital increased throughout the First World War, particularly for cases of German measles. The war was followed in 1919 by the Spanish Influenza epidemic, leading to further rises in patient numbers. In response to the crisis, the Local Government Board was superseded by the Ministry of Health. Amongst the first actions of the new body was to encourage local authorities to create programmes aimed at the rationalisation of infectious disease treatment facilities.

3.23 The result of this was a national improvement in the treatment of patients, leading to larger and higher-quality fever hospitals. The Isolation Hospital at Mortlake was no exception.

3.24 To improve the provision of care, four new ward blocks were constructed on the site: three long, single storey detached structures located along the eastern half of the site, and a long, two-storey block attached to the 1904 administration building.

3.25 The single storey ward blocks (including Fleming and Beatrice Wards) followed a design which had been popular from 1900. They were arranged with open wards on either side of the centrally placed entrance and duty room, which projected slightly from the front and rear elevations. The sanitary facilities were located at the outer ends of the wards.

3.26 The two-storey ward-block (now part of the administration building) had a double-pile plan form and a long, central corridor. It followed the standard ward-block design of the period.

3.27 The interwar period also saw the alteration and extension of the existing buildings on the site, including further alterations to the laundry (1889), as well as the Recreation Hall (1903-4). The changes to the buildings are shown on the 1934 OS Map at Figure 3.8.

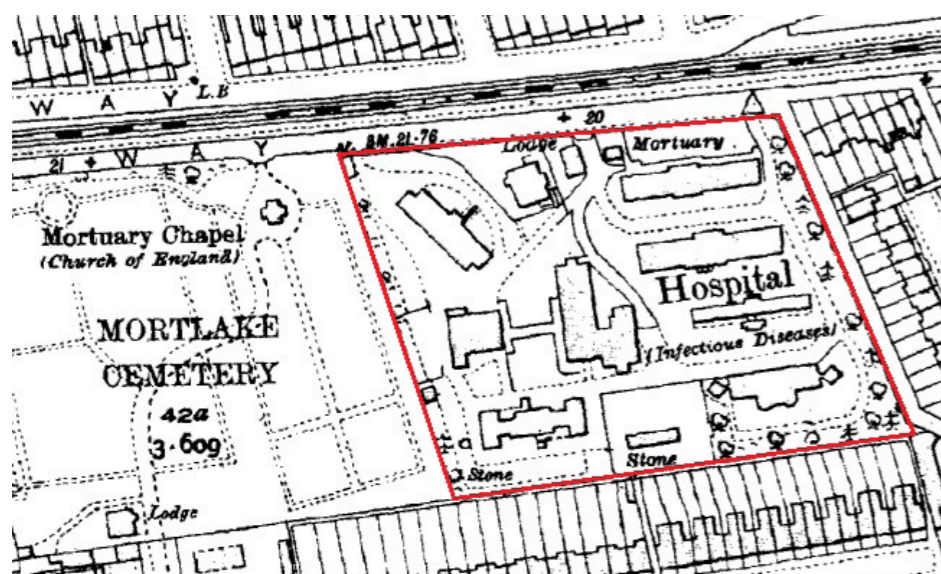


Figure 3.8 1934 OS Map. The indicative Site boundary is identified in red.



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

DEVELOPMENT IN THE MID-LATE 20TH CENTURY

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

REGENERATION, 1999 TO PRESENT

- 3.34 In 1999 the regeneration of the Barnes Hospital site began with the demolition of the 1889 ward positioned at the south of the site. In 2001, the Kingston and District Community Trust, which managed the site, was disbanded. The management of the hospital passed to the South West London and St Georges Mental Health Trust, which continues to manage the site today.
- 3.35 The regeneration in 2001 involved the development of a new four-bed ward and associated conservatory, and throughout the first decade of the 21st century further alterations and extensions were undertaken.
- 3.36 Of the eight BTMs on the site, only the administration block remained in active use as part of the hospital prior to the site being vacated. The remaining seven buildings are disused.
- 3.37 Barnes Hospital was vacant for a prolonged period having been disposed of by the Healthcare Trust as part of its Estate Modernisation Programme ('EMP'). On 14th September 2020, the OPP was granted for the redevelopment of the whole Barnes Hospital campus (ref. 18/3642/OUT), which comprised three development plots: a residential plot; a SEN School; and a health centre.
- 3.38 All three parts are still being delivered, and it is now proposed that these will be brought forward on an individual site basis rather than through one outline permission and subsequent Reserved Matters applications.
- 3.39 This planning application relates only to the residential plot of the wider campus.

ASSESSMENT OF HERITAGE ASSETS' SIGNIFICANCE
CONSERVATION AREAS

QUEENS ROAD (MORTLAKE) CONSERVATION AREA

- 3.40 The Site lies adjacent to the Queen's Road (Mortlake) CA which was first designated in 1982 and extended in 1998.
- 3.41 No part of the Site falls within the CA and so this assessment is primarily concerned with the setting of the designated heritage asset.
- 3.42 The CA is comprised of the Old Mortlake Burial Ground and four streets of residential development to the west of it (Queens Road, Prince's Road, Rock Avenue and Trehern Road). A plan of the CA is provided at **Figure 3.10**.
- 3.43 We have had regard to the adopted CA appraisal (the CA Statement) in preparing this assessment. It is reproduced at **Appendix 1.0**. It is not known when the document was published and it does not include any commentary on setting.
- 3.44 The CA covers the area of earliest development in this part of Mortlake which, until the late 19th century, had been a belt of open landscape between the settlements of Mortlake, Barnes and East Sheen.
- 3.45 The burial ground was established in 1854 and enlarged to its current size in 1877. It appears to have been deliberately located away from residential areas, but it was eventually absorbed by suburban expansion and its 'remote' character has been lost. The residential area to the west of the cemetery was laid out in the 1870-80s as part of the early expansion of Mortlake to the east. There is also a disused graveyard at the west end of Prince's Road.
- 3.46 The burial ground/cemetery should not be confused with the later Mortlake Cemetery in Kew which was created in 1925.
- 3.47 According to the CA appraisal, an aspect of the CA's character is the contrast between the long streets of terraced cottages and the secluded greenery of the cemetery.
- 3.48 The residential development comprises terraces of two storeys with a mix of exposed brickwork, painted brickwork and render. The individual properties are generally two bays, but the architectural detailing is varied. The earliest development along Queens Road is plain in comparison with the development to the west, which incorporates features such as bay windows and porches.

- 3.49 The residential area is interspersed with small pubs and shops, often at corner sites, which add to the visual interest and character of the CA.
- 3.50 The burial ground is a good example of an early Victorian cemetery which includes attractive mature trees and a large number of headstones. Its western boundary is formed by Lodge Avenue which provides a buffer to the residential area beyond.
- 3.51 The properties along Lodge Avenue are more decorative to create an attractive edge to the cemetery. The terrace is double storey with central doors, with open triangular pediments in red brick, paired sash windows with ornate mullions and a dogtooth stringcourse.

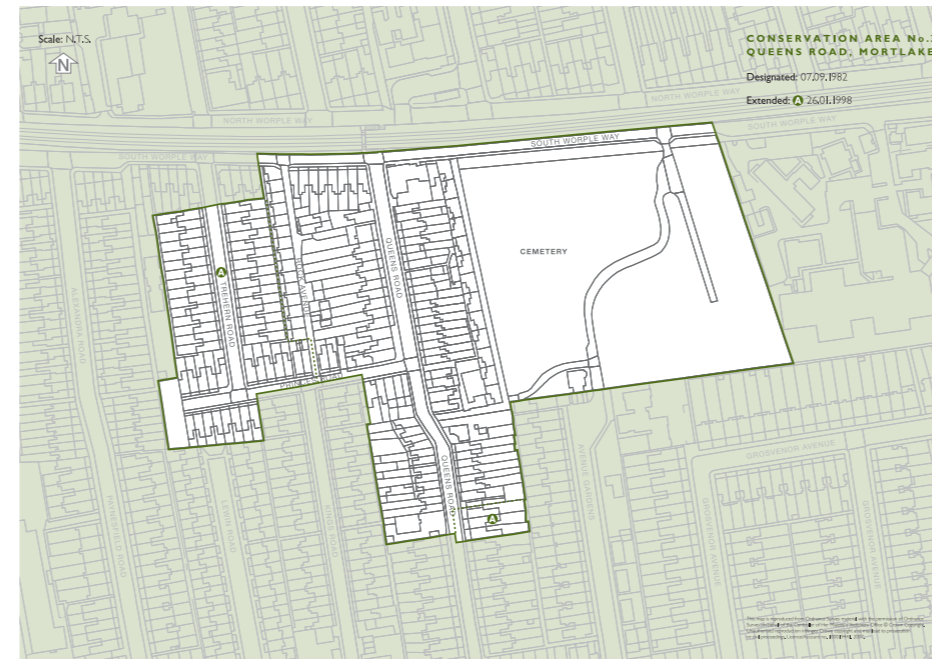


Figure 3.10 Plan of the Queens Road (Mortlake) CA.



Figure 3.11 Residential development in the Queens Road (Mortlake) CA - Queens Road.



Figure 3.12 Residential development in the Queens Road (Mortlake) CA - Trehern Road.



Figure 3.13 Old Mortlake Burial Ground.



Figure 3.14 Residential development in the Queens Road (Mortlake) CA - Lodge Avenue.

SUMMARY OF SIGNIFICANCE

3.52 The significance of the CA is derived from its historical and architectural interest as an enclave of early Victorian development in the area. This is expressed in the architectural character of the residential development which creates a strong sense of place.

3.53 The burial ground has historical interest as a typical Victorian cemetery which represents the growth of London in this period, and the way that the necessities of civic and suburban life manifested in the built environment.

3.54 The same is true of the disused graveyard in Prince's Street which represents the history of non-conformist worship in the area.

CONTRIBUTION OF SETTING TO SIGNIFICANCE

3.55 The setting of the CA can be broadly characterised as the suburban area immediately surrounding the CA between Sheen Lane to the west and White Hart Lane to the east. This area includes residential development dating to the late 19th and early 20th centuries arranged in parallel streets aligned on a north-south axis.

3.56 The contrast in the architectural styles between the CA and later residential development, particular to the south, emphasises the age and interest of the properties within the CA. The views provided by the long street patterns allow this contrast to be appreciated.

3.57 The CA is bounded by the railway line to the north which creates a physical barrier to the development between the CA and the River Thames.

3.58 The Site forms the immediate setting to the east of the CA. The Site forms the east boundary of the Old Mortlake Burial Ground between the railway and the rear gardens of the residential properties along Grosvenor Avenue.

3.59 The first hospital on the Site was established in 1889, and so the remaining, original features on the Site are not contemporary to the CA. There is no historical setting relationship between the CA and the Site.

3.60 There is no design or architectural relationship between the CA and the later built form on the Site, which detracts from its significance by presenting low quality features to the edge of the burial ground.

3.61 In accordance with GPA3, we have also considered views in and out of the CA. No views are identified in the development plan or the CA Statement. We have, however, identified views from within the CA that are likely to be affected by the changes to the Site, and considered the contribution they make to the significance of the CA.

3.62 The viewpoints are located along the pedestrian pathway through the burial ground, which runs from south-west to north-east corner.

3.63 The first viewpoint (**Figure 3.15**) is taken as one enters the burial ground from the south-west gateway. Notwithstanding that the photograph is taken in winter, it demonstrates that there is dense tree cover from a number of mature trees along the eastern and southern boundaries of the cemetery, which effectively screen much of the Barnes Hospital site. Nonetheless, elements of the Site are visible, and the viewer is aware of the bulk and massing of the 1999 Pembroke Lodge to the southwest and the lower rise buildings behind the cemetery wall. As before, these features on the Site detract from the experience of the CA.

3.64 The viewpoint shown in **Figure 3.16** is taken from further along the path, as it starts to bear east towards the Site. Here, the varied rooflines of the modern buildings on the site are more prominent, and a gap in the trees affords a clear view over the low cemetery wall. Elizabeth Lodge is also visible to the left of the view, alongside the modern accretions that abut the wall. The view of the built form is not especially attractive and does not relate with any features in the burial ground.

3.65 Overall, the Site makes a neutral contribution to the significance of the CA. It does not have a relationship to the residential development, and does not provide a particularly attractive outlook from the burial ground. The built form within the Site has no associational relationship to the CA, where the features within the CA pre-date the earliest buildings which survive from the Isolation Hospital by 20 years.



Figure 3.15 View towards the Barnes Hospital site from the south-west corner of the cemetery.



Figure 3.16 View from the footpath as it bears east, showing the late 20th century buildings currently on the Barnes Site.

COWLEY ROAD CA

- 3.66 The Cowley Road CA was first designated by the Council in February 2019. It is described in the short adopted appraisal as being *“largely confined to a group of terraced properties within Cowley Road and North Worple Way, Mortlake”*. The boundary of the CA is located approximately 20m north of the Site at the nearest point.
- 3.67 The CA designation mainly represents the speculative terraced development constructed in c.1911 to the designs of Charles H. Flack for a J. Horlick. According to the CA appraisal:

“The street was developed as an aspirational address, with more elaborate designs than any of the other terraces in the nearby vicinity, such as First and Second Avenues. The detailing of the facades with the use of red brick, large Dutch-style gables, parapets and finials is quite elaborate, and shows a greater sense of grandeur when compared to surrounding streets which are more typical of Edwardian speculative construction and design.”
- 3.68 The original character of the development is preserved by the large number of street trees and front gardens. The front gardens are small, which has limited the opportunity to convert them for parking and the original boundary walls survive.
- 3.69 There are a small number of Victorian railway cottages which address North Worple Way included in the CA boundary. These pre-date the terraces within the main part of the CA on Cowley Road. It is our interpretation of the CA appraisal that they are included in the CA as features of the historic townscape which were already recognised as BTMs, and there was the opportunity to create a contiguous CA boundary to capture this element of the historic residential townscape in the area.
- 3.70 Like the finer architectural detailing of Cowley Road, the Victorian railway cottages are clear and distinct from the otherwise relatively ordinary Edwardian development north of North Worple Way.
- 3.71 The significance of the CA is derived from the historical and architectural interest of the Edwardian residential terraces in Cowley Road which stand apart in the area as more detailed and higher status properties.

CONTRIBUTION OF SETTING TO SIGNIFICANCE

- 3.72 The setting of the CA is the residential development north of North Worple Way. The small and linear character of the CA, which is focussed on the one road, means that the wider setting makes a limited contribution to the setting of the heritage asset.
- 3.73 One would be aware of the wider residential setting and the complementary scale, age and design of the development. The comparatively plain and ordinary style of the surrounding residential development emphasises the interest of the development contained and recognised by the CA.
- 3.74 Views out of the CA are provided to the north and south along Cowley Road. The former Barnes Hospital site terminates the views to the south and includes the Site. The Barnes Hospital site is understood as a different townscape component, with a different use and grain, which is physically separated by the railway line. The character of Barnes Hospital is considered to neither contribute nor detract from the appreciation of the CA’s special interest, so this part of the setting makes a neutral contribution to the CA.
- 3.75 The trees at the boundary of Barnes Hospital do help to screen the later development on the site from views in the CA, and reinforce the suburban character experienced in the CA. It is noted that the trees in the CA itself filter views and contain attention within the street – see **Figure 3.17**.



Figure 3.17 View looking south along Cowley Road towards the Site from within the Cowley Road CA.

BUILDINGS OF TOWNSCAPE MERIT

BARNES HOSPITAL BTMS

3.76 This assessment considers only the local significance and setting of the three BTMs which are retained by the OPP. These are the buildings which date to the Edwardian phase of development at the north boundary of the hospital complex:

- The Recreation Hall;
- The Entrance Hall; and
- The Gatehouse.

3.77 A description of each BTM is provided below. This is followed by a statement of their significance, and the contribution that setting makes to their significance.

DESCRIPTION OF THE BTMS

RECREATION HALL (MAP REF. A)

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

3.79 The Recreation Hall is a single storey building with a square plan-form. It is constructed in red brick and has a gabled entrance porch on the west elevation, and a later lean-to on the rear. Images of the building are reproduced at **Figures 3.18–3.19**.

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



Figure 3.18 West elevation of the Recreation Hall (1903–4).



Figure 3.19 The later additions and alterations to the east elevation of the Recreation Hall (1903–4).

ENTRANCE LODGE (MAP REF. B)

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

3.82 The lodge is a two-storey brick building is aligned on a north–south axis and is of double pile plan form (**Figure 3.20**). It has a dual-pitched slate roof with gabled ends to the north and south, and wide projecting eaves over a moulded brick cornice.

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

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



Figure 3.20 The principal eastern elevation of the Entrance Lodge (1903–4). The Lodge stands opposite the Gatehouse, which dates from the same period.

GATEHOUSE (MAP REF. C)

- 3.85 The Gatehouse stands opposite the Entrance Lodge and also dates from the 1903–4 phase of development. The structure is a small single-storey building faced with fine quality red brick, with a hipped, slate covered roof and wide projecting eaves (**Figure 3.21**). Detailing comprises a chamfered brick plinth, moulded eaves cornice and flat arched rubbed brick heads to the two windows and two door openings.
- 3.86 The doors are modern replacements of poor quality and the original mullion and transom small paned casement windows have been altered. The cills to the windows are of buff coloured terracotta.
- 3.87 The building has been extended to the north elevation with a small red brick addition with a mono-pitched roof, detracting from the character of the early 20th century building.



Figure 3.21 The Gatehouse at Barnes Hospital, 1903–4

STATEMENT OF SIGNIFICANCE FOR THE BTMS

- 3.88 The interest of the BTMs is closely associated with the former Barnes Hospital. The hospital has local historical and architectural interest for its evolution as a medical facility in the late 19th and 20th centuries. The BTMs represent the early use of the site as an isolation (fever) hospital.
- 3.89 In a national context, isolation hospitals were common across the country, and the example at Barnes is relatively late and altered. The designs of the wards were part of a standardised pattern. Its significance is therefore local only.
- 3.90 In the Heritage Statement and analysis prepared with the OPP, it was established that the five BTMs which were approved for demolition were of lesser interest and sensitivity. The three retained BTMs had the greatest level of historical and architectural interest.
- 3.91 The architectural development and enlargement of the hospital site from its foundation in 1888 reflects the evolution of the medical and architectural approaches to the provision of treatment facilities, for fever patients in particular, and the management of such institutions under a series of government bodies.
- 3.92 The original use of the site as an isolation hospital has been lost and it is not possible to appreciate the operation of the early hospital in its most recent use for mental health services.
- 3.93 In summary, the architectural interest of the BTMs is derived from the period architectural features which survive, including detailing to the fenestration, slate roofs, chimney stacks and air vents. These features, as well as the shared palette of materials and proportion, give these buildings architectural and aesthetic value, especially when experienced as a group.
- 3.94 Each of the BTMs have been subject to later alterations, however, which diminishes their heritage interest. The three Edwardian buildings are the most intact – both physically and as a group – compared with BTMs from the first and third phases of development (initial and interwar). The number of late 20th century additions and alterations to the undesignated heritage assets detracts from the buildings’ integrity, and from the architectural value of the site as a whole.

CONTRIBUTION OF SETTING TO SIGNIFICANCE

- 3.95 The primary setting of the BTMs is defined by the Barnes Hospital complex. The significance of the BTMs is primarily derived from their value as a group and therefore the setting relationship between the BTMs makes a positive contribution to their significance.
- 3.96 The later accretions to the BTMs detracts from their significance by compromising the original architectural character of the buildings. The original functional relationship has also been lost, which also detracts from the positive setting relationship.
- 3.97 The hospital site also includes later infill development, in the setting of the BTMs, comprising:
- The Riverside Lodge (c.1978);
 - ESM Unit (c.1999);
 - Sheen and Pembroke Lodges (c.2001); and
 - The buildings along the western boundary (including the c.1976 chapel, mortuary and generator house).
- 3.98 The later developments express a modern character and appearance which is not complementary to the BTMs. The infill reduces the open space within the hospital site and represents the shift from isolation hospital to the later mental health services. It is for these reasons that the later infill makes a negative contribution to the significance of the BTMs because it dilutes an appreciation of their historical and architectural interest.
- 3.99 We have had also regard to other elements historic fabric within the Site which make a positive contribute to the significance of the BTMs as a group. These include:
- The historic wall which forms the boundary between the hospital site and the burial ground which is likely to pre-date the hospital (**Figure 3.22**); and
 - The wrought iron gates in the north-eastern corner of the Site which formed the original hospital entrance (**Figure 3.23**).



Figure 3.22 The boundary wall between the Site and the Old Mortlake Burial Ground. The wall is broken down in places and in a low to poor overall condition.



Figure 3.23 The wrought iron gates of the original hospital entrance.

- 3.100 The wider setting of the BTMs comprises the area of early 20th century suburban development on either side of the railway line, which runs east-west immediately north of the hospital. The residential setting make a neutral contribution to the BTMs.
- 3.101 The view of the Edwardian BTMs from South Worple Street make a positive contribution to their significance because this is the main public vantage point from which their architectural character can be appreciated (see **Figure 3.24**).



Figure 3.24 The view of the Edwardian BTMs provided by South Worple Street.

- 3.102 To the west, the immediate setting of the BTMs comprises the Old Mortlake Burial Ground. The burial ground is identified as part of the Queens Road (Mortlake) CA. We have already described the setting relationship between the hospital and the burial ground in the CA assessment above. The burial ground makes a neutral contribution to the significance of the BTMs because the historical associations between the features is limited, and the views of the buildings are obscured by the planted edge.

BTMS IN THE SURROUNDING AREA

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

NOS. 1-13 LODGE AVENUE

3.104 Nos. 1-13 Lodge Avenue is a terrace of Victorian cottages which form the west boundary of the Old Mortlake Burial Ground (Figure 3.25). They have local heritage interest as a Victorian residential development with decorative detailing which reflects their relationship to the cemetery. The burial ground makes a positive contribution to the significance of the non-designated heritage asset.

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



Figure 3.25 Nos. 1-13 Lodge Avenue.

NOS. 3-24 NORTH WORPLE WAY

3.106 Nos. 3-24 North Worple Way is a group of semi-detached, Edwardian properties which have the same architectural characteristics (Figure 3.26). The buildings have local heritage interest as a group of attractive, Edwardian family homes. The repetition of architectural features in the streetscape adds to their interest, which contrasts to the terraced development to the north.

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



Figure 3.26 Nos. 17-24 North Worple Way which form part of the group of BTMs identified at nos. 3-24 North Worple Way.

4.0 TOWNSCAPE CHARACTER

BARNES HOSPITAL, SOUTH WORPLE WAY, RICHMOND, LONDON, SW16 8SU

TOWNSCAPE CHARACTER

- 4.1 In this section we provide a description of the townscape character surrounding the Site.
- 4.2 It is noted that an analysis of townscape character was not provided in the Heritage Statement (October 2018) prepared for the OPP. A townscape analysis has been introduced in this report following the pre-application discussions with the Council, which considered townscape as a discrete topic alongside the historic environment interests.
- 4.3 The historical development of the area which is described at **Section 3.0** has also been used to inform this townscape analysis.
- 4.4 In summary, the townscape which surrounds the Site and forms the context in which it is experience reached its current form by the early 20th century, and it is the result of development from the mid-19th century onwards. The predominant use in the local townscape is residential. This has historically co-existed alongside the former medical uses of the Site and the burial ground.
- 4.5 The historic environment and townscape in the local area is interlinked through the heritage designations which form part of the townscape. We do not repeat analysis where it has already been presented in **Section 3.0**. This includes the CAs and BTMs.

TOWNSCAPE CHARACTER

- 4.6 The townscape can be described as follows in four components.

1. A VICTORIAN BURIAL GROUND

- 4.7 The Old Mortlake Burial Ground is located immediately to the west of the Site. It introduces open green space to an area of otherwise fine-grain and traditional linear residential development. The burial ground is the earliest feature of the existing townscape, pre-dating the residential development which was once more distantly located in nearby settlement centres.

- 4.8 The burial ground is recognised as an OOLTI in the Local Plan which indicates its contribution to the local townscape character, in addition to the heritage interests described at **Section 3.0**. The trees at the boundary of the burial ground form part of the OOLTI's contribution to the wider area for their visual quality.

2. THE FORMER BARNES HOSPITAL

- 4.9 Barnes Hospital contains the Site and it is located adjacent to the burial ground. The hospital use is now gone, but the former hospital buildings and layout remain the second earliest feature of the townscape, although the current (pre-OPP) form of the hospital complex is largely the result of later 20th century alterations and changes to the earlier built form.
- 4.10 The hospital has a coarse grain and greater scale than the residential development in the area. The use has also historically been medical rather than residential.
- 4.11 The medical use of the Barnes Hospital site will be reduced as part of the OPP (though a medical centre would remain on the site) and the use would become mixed education, health centre and residential. The grain would remain coarser than the surrounding area and the OPP development has a greater scale than the residential development.

3. EDWARDIAN RESIDENTIAL DEVELOPMENT

- 4.12 The remainder of the townscape is formed of Edwardian residential development arranged on linear streets, mainly orientated on the north-south axis with some crossing streets. The quality of the development is mixed, with the most historically and architecturally interesting development in the area recognised by CA designations.
- 4.13 The residential development consists of long rows of terraced housing which consist of two storeys with pitched roofs. There are repetitive architectural details which are typical of development of the period, including bay windows and gable ends. There is mix of exposed brick and render.

4. RAILWAY LINE

- 4.14 Other features of the townscape include the railway line which forms a major element of infrastructure which separates the areas to the north and south, physically and visually.
- 4.15 The railway line creates a long and wide corridor in the local townscape, of approximately 25m in width, which is much greater than any of the residential streets. This townscape is heavily influenced by the trees which are planted in the burial ground and within the former hospital grounds.

VIEWS

- 4.16 The views within the area are defined by the linear streets and the crossing roads or other development which terminates them. This reinforces the suburban residential character of the area. There are some relatively wider views provided by the railway line at the north boundary of the Site.
- 4.17 The Site is primarily appreciated as part of the townscape defined by the railway line and the Worple Ways (North and South) which form a corridor with it, and the contrast between the residential development to the north and the burial ground and former hospital which lay to the south of that physical barrier.

5.0

THE PROPOSALS AND CONSULTATION

BARNES HOSPITAL, SOUTH WORPLE WAY, RICHMOND, LONDON, SW16 8SU

THE PROPOSALS AND CONSULTATION

THE PROPOSALS

- 5.1 The proposals seek changes to the design of the residential blocks approved under the OPP on the west side of the former Barnes Hospital site. The OPP forms the context of the proposals.
- 5.2 The principle of the residential development is established by the OPP, and the overall form and location of the residential blocks is unchanged.
- 5.3 The proposals provide full details of the residential blocks and the architectural design has followed the Design Code approved as part of the OPP.
- 5.4 There are three residential blocks proposed, Blocks A, B and C. The blocks are identified in the context of the OPP for the Barnes Hospital site at

Figure 5.1:

- Block A is located at the north-west corner of the Site and addresses South Worple Way. It is located nearest to the Recreation Hall BTM;
- Block B is located to the south of Block A along the west boundary of the Site to the Old Mortlake Burial Ground, which forms part of the Queens Road (Mortlake) CA. Blocks A and B present their west elevation to the burial ground;
- Block C is located on the southern boundary of the Site to the east of and in parallel to Block B. It does not address any public highway or the burial ground (the CA).



Figure 5.1 The approved building uses plan under the OPP indicating the residential Blocks A-C on the west boundary of the OPP site.

5.5 The changes proposed to the approved outline proposals for Blocks A, B and C are described in full in the DAS prepared by Scott Brownrigg. They can be summarised as follows:

- Increase in height from the OPP Design Code as follows:
 - Block A – increase from 8.9m (maximum parameters) to 9.3m to roof level (and 12.3m to ASHP enclosure level). This equates to two storeys plus roof accommodation. This is equivalent to the OPP;
 - Block B – increase from 10.3m (maximum parameters) to 13.3m. This equates to three storey plus roof accommodation, and is an additional storey to the OPP; and
 - Block C – increase from 10.3m (maximum parameters) to 12.6m. This equates to three storeys plus roof accommodation, and is an additional storey to the OPP.
- The increase in height will provide an additional storey of residential floorspace compared with the OPP, and we understand that this will deliver 29 additional residential units;
- Full architectural details of the residential blocks;
- Landscaping proposals;
- Improvements to the southern boundary;
- Reduced excavation on the Site for basements and undercrofts; and
- Improvements to internal layouts including access.

5.6 In line with the Design Code, the materiality of the proposals will be brick in a natural palette of red tones. There will be three different types of brickwork used in the elevations introduce articulation and detailing which will add variety and interest to the elevations. This includes lattice brickwork in the gable ends. The roof will be dark grey natural slate.

5.7 The form of the development will have a familial quality between all the blocks. The elevations include projecting bays with gable ends. The bays are linked by balconies.

5.8 An illustration of the proposals is reproduced from the DAS at **Figure 5.2** which includes annotations of the changes to the OPP. An axonometric Computer Generated Image ('CGI') of the massing is provided at **Figure 5.3**, also reproduced from the DAS.

5.9 We understand that the changes to the OPP are proposed in order to:

- Provide more residential units, thereby increasing the contribution to housing supply in the borough;
- Optimise the use of land on the Site by increasing the massing in a manner which is sensitive to the historic environment interests and local townscape;

- Significantly enhance the quality of the landscape design including green spaces within the development and the west and south boundaries of the Site;
- Confirm the high architectural quality of the design in line with the approved Design Codes;
- Improve access to car parking; and
- Reduce excavation and introduce more sustainable basement design.

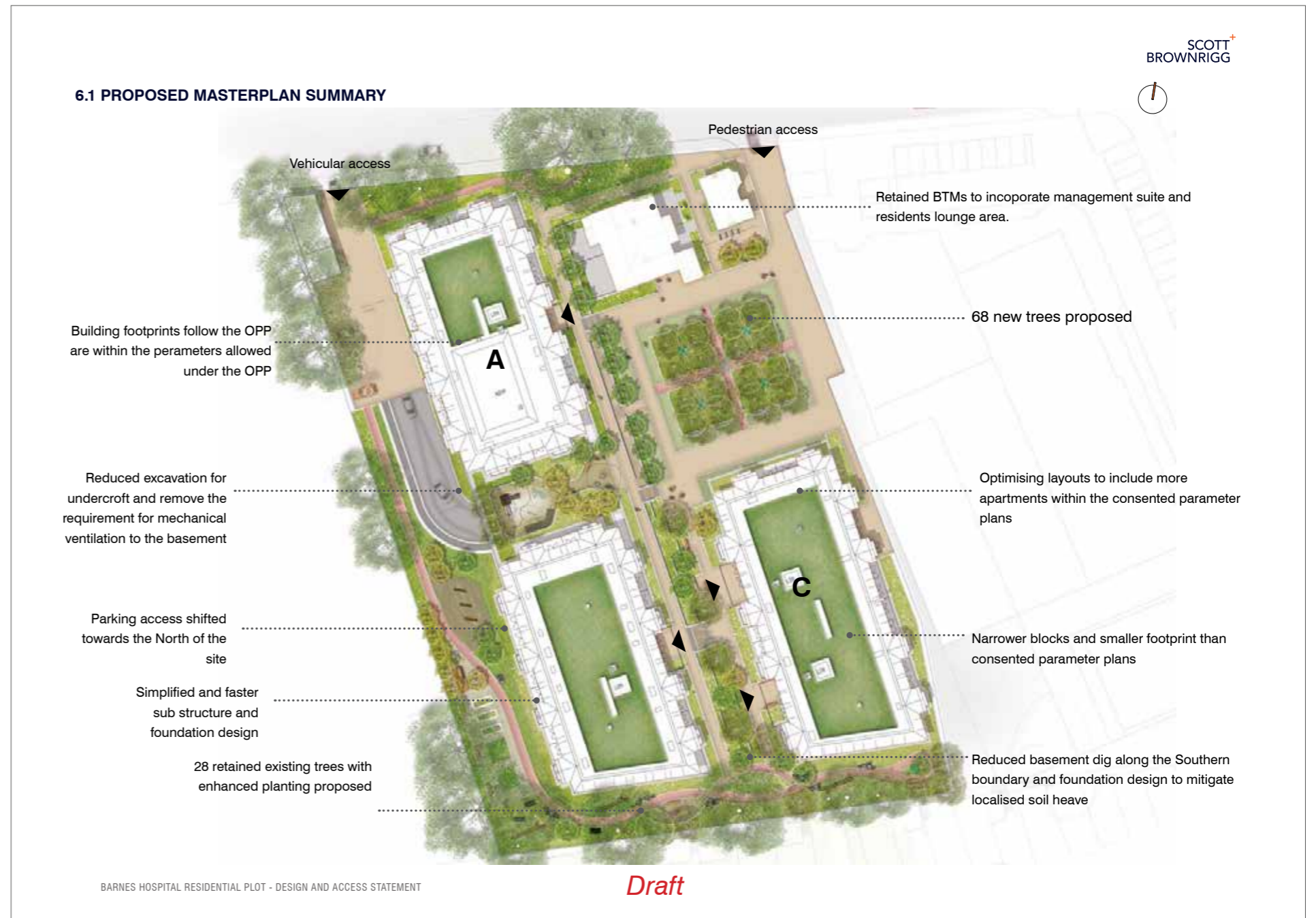


Figure 5.2 Summary of the proposals reproduced from the DAS.



Figure 5.3 CGI of the massing and unit numbers reproduced from the DAS.

CONSULTATION

- 5.10 The proposals are the result of an iterative design process including detailed pre-application discussions with the Council.
- 5.11 The local community and other stakeholders have also been consulted – please refer to the Planning Statement by Avison Young and the Statement of Community Involvement prepared by JBP for full details of the pre-application consultation.
- 5.12 The revised massing of the proposals and the impact on the historic environment and local townscape was one of the main issues in the early pre-application advice.
- 5.13 Initially, it was proposed to increase the height of Blocks A and B, and maintain Block C at the height approved in the Outline Application.
- 5.14 In the pre-application advice received, the Council accepted that the proposed increase in height to Block B would match the height of the tallest building in this location currently on the Site, however the roof level massing was greater and it was recommended that the scale and bulk was revised to allow for a more sensitive massing which was *“more reflective to the existing building and recognises the designations of the adjacent cemetery [i.e. the CA and OOLTI]”*.
- 5.15 The Council identified that Block C was less prominent on the Site and suggested that it may be beneficial to increase the height of this Block rather than Block A, or in addition to the other two blocks. The proposals were revised to increase the height on Block C.
- 5.16 The Council took the view that the increase in the height of Block A was unacceptable because of the impacts of the additional height on the character and appearance of the Queens Road (Mortlake) CA, the setting of the BTMs and the townscape on South Worple Way.
- 5.17 There were also comments on the architectural design, and design workshops with the Council were held as part of the pre-application process to refine the appearance of the Blocks.
- 5.18 In subsequent pre-application meetings, further information was provided to understand the effect of the additional massing on the historic environment and local townscape. This was supported by model testing in VU.CITY (see **Section 6.0** and **Appendix 1.0**).

-
- 5.19 It was the view of the Applicant team that there would be no harm to historic environment interests or local townscape character arising from the increase in height proposed.
- 5.20 Notwithstanding this and the context established by the OPP, the Council maintained the view that the increase in height to Block A would have a detrimental effect to the Queens Road (Mortlake) CA and local townscape.
- 5.21 The proposals for Block A were revised to take the building back to the two storey plus mansard approved as part of the OPP.

6.0

ASSESSMENT OF THE PROPOSALS

BARNES HOSPITAL, SOUTH WORPLE WAY, RICHMOND, LONDON, SW16 8SU

ASSESSMENT OF THE PROPOSALS

- 6.1 This section provides an assessment of the proposals on the historic environment and local townscape character.
- 6.2 The OPP forms the context of the proposals and it is a material consideration that establishes the principle of residential development in apartment blocks of between 8.9m and 13.3m at the west and southern boundary of the former Barnes Hospital site. Similarly, the parameters of the architectural design is established by the Design Code.
- 6.3 Therefore, this assessment considers only the proposed changes to the approved position under the OPP. It assumes that the OPP is the baseline condition of the Site.
- 6.4 The heritage and townscape considerations are therefore as follows:
- Whether the additional height proposed to Blocks B and C would preserve the character and appearance of the Queens Road (Mortlake) CA and the Cowley Road CA as a result of the change to their setting;
 - Whether the additional height proposed to Blocks B and C will preserve the local significance of the three BTMs at Barnes Hospital which will be retained as a result of the change to their setting;
 - Whether the architecture of Blocks A–C and the landscape design would preserve or enhance the CAs and BTMs; and
 - The effect of the changes to the massing and architectural expression of Blocks A, B and C on the local townscape.

HERITAGE ASSESSMENT

QUEENS ROAD (MORTLAKE) CA

- 6.5 It is noted that the Committee Report for the OPP did not identify any harm to the Queens Road (Mortlake) CA. This was also recognised by the Council early in the pre-application process, notwithstanding that the effect of the addition height required analysis to understand any potential impacts on the CA.
- 6.6 The proposals would increase the height of Block B which addresses the Old Mortlake Burial Ground. We tested a number of viewpoint locations in VU.CITY which are provided at **Appendix 1.0**. This testing demonstrated that there would be no impact or additional impacts from the proposals on the residential parts of the CA to the west and south-west.
- 6.7 Therefore, the only setting impact on the CA would be the appearance of the proposals in views from the burial ground.
- 6.8 This part of the CA has a tranquil and reflective character consequent of its funerary use. It is understood as a burial ground in a suburban and primarily residential area. The burial ground pre-dates the residential development and the Barnes Hospital site, and there is a limited direct historical relationship between the burial ground and its setting.
- 6.9 The principle of a development of greater scale to the surrounding residential terraced development at the edge of the burial ground is established by the OPP.
- 6.10 We do not consider that the additional 3m height proposed for Block B introduces an unduly overbearing impact compared with the OPP. We reach this judgement on the following basis:
- The burial ground has mature trees and a vegetated boundary which will help to screen the development, particularly in the summer months when the trees are in leaf;
 - The burial ground is a generous open space and the height would not introduce a sense of enclosure through overshadowing or imposing upon a restricted space;
 - The spatial quality of the burial ground would be preserved;
 - An understanding and appreciation of the use and function of the burial ground in a residential area would be preserved;

- The gap between Block A and Block B is maintained which provides an openness through the neighbouring site and preserves the existing grain of development in this part of the CAs setting; and
 - Blocks A and B remain set back from the boundary of the burial ground and the existing boundary wall will be retained. This separation means that the development does not come right up to the boundary of the burial ground and there is a landscape buffer to help provide further screening.
- 6.11 We reproduce photography from the burial ground looking towards the Site at **Figure 6.1** with a VU.CITY model image of the OPP at **Figure 6.2** and a VU.CITY model image of the proposals at **Figure 6.3**.
- 6.12 The VU.CITY images show only chalk massing model which does not represent the architectural expression of the proposals. The brick materiality is consistent with the prevailing character of the area and the projecting bays in the elevations relate to the rhythm and architectural forms in the early 20th century development in the area.
- 6.13 The bays, mansard roof form, brick detailing and openings in the elevation are considered to be successful in helping to break down the massing and conveying the residential use of the development. Overall, the proposals are considered to introduce a more attractive architecture into the setting of the CA.
- 6.14 This analysis demonstrates that the effect of the changes to the massing are immaterial in terms of the impact on the character and appearance of the CA.
- 6.15 It is our conclusion that there would continue to be no harm to the character and appearance of the CA as a result of the proposals. The significance would be preserved, satisfying the requirements of development plan policy.



Figure 6.1 Photograph looking towards the Site from the Old Mortlake Burial Ground.



Figure 6.2 VU.CITY model image of the OPP without trees modelled, though the photography indicates how trees would filter views of the OPP.



Figure 6.3 VU.CITY model image of the current proposals without trees modelled, though the photography indicates how trees would filter views of the OPP.

COWLEY ROAD CA

- 6.16 The Committee Report for the OPP did not identify any harm to the Cowley Road CA. This assessment considers whether the additional height and architectural expression of Blocks A and B would introduce a harmful impact to the CA as a result of the change to its setting. It is noted that the principle of residential development of greater scale than the prevailing development in the area is established by the OPP.
- 6.17 The setting effects are derived from the visibility of the proposals in views from the CA which look towards the Site from Cowley Road, and the short stretch of North Worple Way between Second Avenue and Cowley Road.
- 6.18 The setting impacts have been understood using VU.City and the relevant photography and model shots are reproduced at **Figures 6.4–6.6**.
- 6.19 Overall, the proposed changes would not in any way change the way the character and appearance of the CA is understood, i.e. as a residential street of Edwardian dwellings. The setting impact as between the OPP and proposals is not considered to represent a material change to the approved position, and would not introduce any harmful effect.
- 6.20 The height of Block A remains as approved and it sits comfortably with the residential scale in the foreground on Cowley Road. Block B is a more distant object and likewise maintains the prevailing height datum. The proposals do not introduce a protruding element above the horizon or change the overall character of views within and out of the CA.
- 6.21 The way that the Recreation Hall appears at the end of the Cowley Road view is unaffected and Block C is not visible.
- 6.22 The significance of the Cowley Road CA is considered to be preserved, satisfying the requirements of development plan policy.



Figure 6.4 Photograph looking towards the Site from the Cowley Road CA.



Figure 6.5 VU.CITY model image of the OPP without trees modelled, though the photography indicates how trees would filter views of the OPP.



Figure 6.6 VU.CITY model image of the current proposals without trees modelled, though the photography indicates how trees would filter views of the OPP.

BARNES HOSPITAL BTMS

6.23 The proposals will retain and reuse the Entrance Lodge, Gatehouse and Recreation Hall in line with the OPP. The OPP establishes the principle of the proposals in the setting of the BTMs and their conversion to residential use. This assessment considers the effect of the changes to the massing and appearance of the proposed blocks on the setting and local interest of the BTMs.

6.24 The BTMs are appreciated in the context of the Site, as well as views from North Worple Way, South Worple Way and the residential street to the north which aligns with the Site, Cowley Road. These views have been modelled using VU.CITY and considered at site observations. We have also had regard to the illustrative images which have been presented in the DAS and landscape proposals.

ENTRANCE LODGE AND GATEHOUSE

6.25 The Entrance Lodge and Gatehouse are located opposite each other on either side of the entrance to the former Barnes Hospital site from South Worple Way.

6.26 The primary elevation of the Entrance Lodge is appreciated in views from the east – see **Figure 6.7**. The model shot from VU.CITY at **Figure 6.8** shows the consented scheme from approximately this location South Worple Way. The model shot at **Figure 6.9** shows the current proposals.

6.27 The model shots from VU.CITY do not show trees, however it is clear from the winter photography at **Figure 6.7** that the trees on the north boundary of the Site, which will be retained, will screen the proposals.

6.28 This is also the case in the views from North Worple Way, represented by the VU.CITY model shots at **Figures 6.10–6.12**. It is noted that the appreciation of the BTMs in these views is influenced by the railway line which cuts across the viwe.

6.29 Similarly, the tree coverage associated with the Old Mortlake Burial Ground and oblique views of the Site provided by North and South Worple Way from the west mean that there is not meaningful appreciation of the Entrance Lodge and Gatehouse in views from this direction, see **Figures 6.13–6.15**. The primary elevation of the Entrance Lodge faces east and both look inward to the entrance route rather than addressing the residential area in the wider surroundings.

6.30 Block A was revised to two storeys plus mansard during pre-application discussions, where the visual impact of three storeys plus mansard on the views of the BTMs was raised as an area of concern by officers at the Council.

6.31 We did not identify harm to the local interest of the BTMs from three storeys plus mansard, however it was possible to revise the design to remove this concern.

6.32 The model shots demonstrate that the current proposals for Block A are consistent in terms of the effect on the setting of the Entrance Lodge and Gatehouse. The new development will be apparent in the backdrop of the Entrance Lodge, but the eye will appreciate the separating distance between them, and the ridgeline of the Entrance Lodge will remain uninterrupted. The use of brick and gable forms in the residential blocks refers to the gable end in the Entrance Lodge and development in the surrounding area. The proposals will be subject to screening by trees, and it is the trees that will continue to form the main backdrop to the BTMs at the entrance to the Site.

6.33 The ability to appreciate the architectural appearance of the Entrance Lodge and Gatehouse and their function at the former entrance of the Site would be preserved in line with the OPP.



Figure 6.7 Photograph of the Entrance Lodge and Gatehouse from the east on South Worple Way. Photography taken in winter (February) 2021.



Figure 6.8 Model shot from VU.CITY of the OPP in views from South Worple Way, approximate to the position of Figure 6.7. Trees are not shown, and the model images should be read with photography and site observations.



Figure 6.9 Model shot from VU.CITY of the current proposals in views from South Worple Way, approximate to the position of Figure 6.7. Trees are not shown, and the model images should be read with photography and site observations.



Figure 6.10 Photograph of the Entrance Lodge and Gatehouse from the east on North Worple Way. Photography taken in winter 2021.

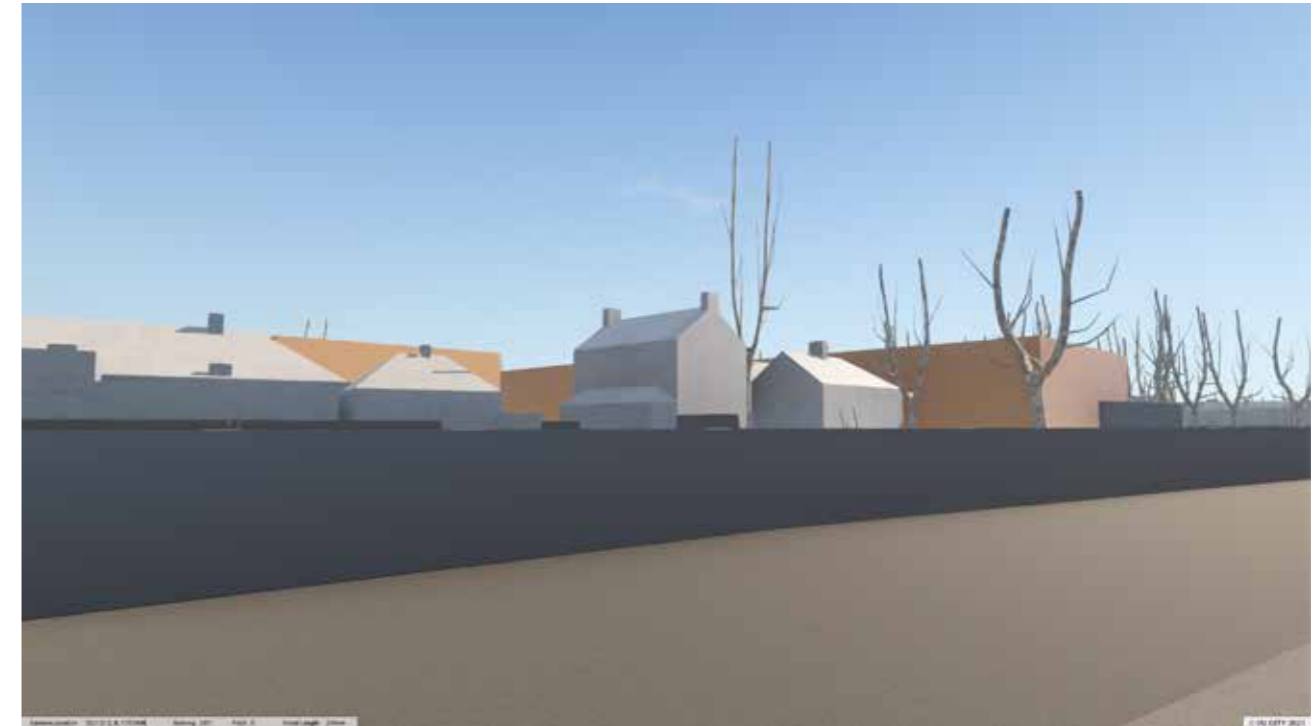


Figure 6.11 Model shot from VU.CITY of the OPP of the view of the Entrance Lodge and Gatehouse from North Worple Way. Trees are not shown, and the model images should be read with photography and site observations.

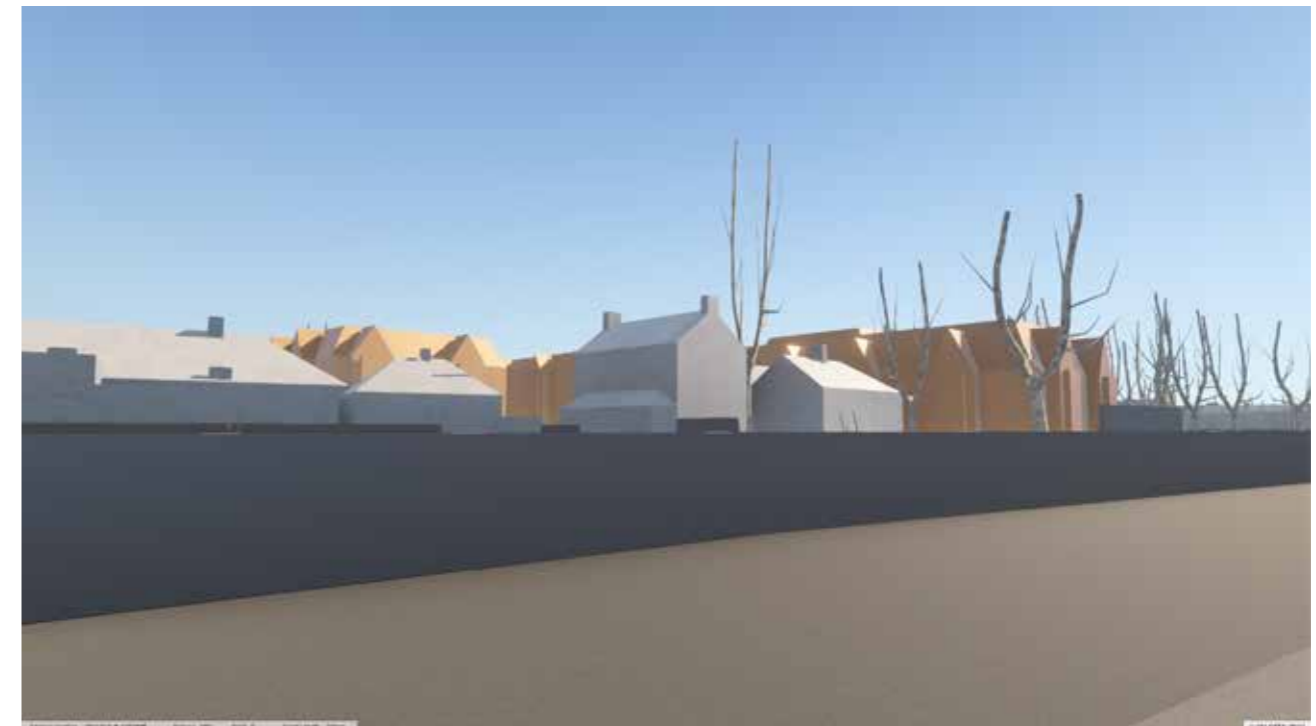


Figure 6.12 Model shot from VU.CITY of the current proposals in the view of the Entrance Lodge and Gatehouse from North Worple Way. Trees are not shown, and the model images should be read with photography and site observations.



Figure 6.13 Photograph of the Site from the west on South Worple Way. Photography taken in winter (February) 2021.



Figure 6.14 Model shot from VU.CITY of the OPP in views from the west, approximate to the position of Figure 6.13. Trees are not shown, and the model images should be read with photography and site observations.



Figure 6.15 Model shot from VU.CITY of the current proposals in views from the west, approximate to the position of Figure 6.13. Trees are not shown, and the model images should be read with photography and site observations.

RECREATION HALL

- 6.34 The Recreation Hall is a single storey which has a limited presence in the townscape views. It is set back within the Site, screened by large mature trees and its low scale means that it does not have a meaningful presence at the Site boundary in views from North Worple Way and South Worple Way. In the views from the east, the Recreation Hall is hidden behind the Entrance Lodge and trees (**Figure 6.7**).
- 6.35 It is noted that the VU.CITY model shots at **Figure 6.11** suggests that the Recreation Hall is more visible, but that is because the tree coverage is not modelled
- 6.36 The effect on this building is therefore the context in which it is appreciated on the Site. Blocks A and B are located nearest the Recreation Hall and they will be seen together from the garden spaces to the south. The separating distance between the residential blocks and the BTM help to preserve an appreciation of the building from this position on the Site. The siting and footprint of the blocks is as approved by the OPP.
- 6.37 The landscape proposals have been improved which has been considered to benefit all three of the BTMs by creating a pleasant garden setting where people would be able to dwell and appreciate the buildings.
- 6.38 The ability to appreciate the architectural appearance of the Recreation Hall would be preserved in line with the OPP.

OTHER BTMS

- 6.39 The other BTMs in the local area surrounding the Site identified at **Section 3.0** would experience no harmful effects of the changes proposed to the OPP.
- 6.40 The separating distance between the Site and nos. 1–12 Lodge Avenue which is provided by the Old Mortlake Burial Ground means that the change in height of Blocks B and C in particular would have no effect on the setting of the assets approved under the OPP. Their local special interest and relationship to the burial ground would be preserved.
- 6.41 The BTMs at nos. 3–24 North Worple Way are experienced in the context of the residential development that forms the area north of the railway line, between it and the riverside at Mortlake. This context would be unaffected by the proposals, and the proposals would not be seen together in views of the BTMs. Therefore, their local significance is considered preserved.

TOWNSCAPE ASSESSMENT

- 6.42 The proposals maintain the siting and footprint of the residential blocks which were approved under the OPP, which has been considered acceptable through that approval in terms of the effect on local townscape character.
- 6.43 The materiality, detailing and architectural forms would be consistent with the Design Code approved with the OPP and agreed with the Council in pre-application workshops which considered the architectural expression.
- 6.44 The architectural expression has been refined in response to the Council's feedback and to ensure that the proposals would introduce a contextual and attractive addition to the townscape.
- 6.45 The increased scale of Blocks B and C has likewise been agreed during pre-application discussions. It was noted that the scale of Block B proposed is consistent with the existing heights of the 20th century development that the OOLTI and residential areas to the south and south-west are experienced in the context of. The architecture of the residential proposals is considered to be of much greater quality and more appropriate use than the existing condition of the Site at the boundaries with the wider area.
- 6.46 The proposals have been subject to testing in model views from the residential streets to the south, Grosvenor Avenue and Grosvenor Gardens, and the roofline of Block C does not protrude obtrusively above the roofscape established by the residential developments in this part of the townscape – see VU.CITY model shot at **Figure 6.16 and 6.17**.
- 6.47 It should be noted that this assessment considers townscape impacts from publicly accessible locations only, and information on effects on residential amenity are presented elsewhere in this report.
- 6.48 We understand there would be no adverse impacts on residential amenity, or indeed overshadowing to the OOLTI, arising from the proposals, which also contributes to there being no adverse townscape character impact.
- 6.49 The effect on the OOLTI is described above through the assessment of effects on the attendant CA. There would be no change to the contribution that the open land makes to the local townscape character, providing an attractive, green, break in the fine grain residential area and some relief to the different grain and scale of development introduced by the former and

proposed Barnes Hospital site. The existing character and openness of the land covered by the OOLTI would be unaffected.

- 6.50 During pre-application discussions, the height of the massing of Block A which addresses South Worple Way was revised from three storeys plus mansard to two storeys plus mansard in order to address officers' concerns on the effect that the three storey option would have on local townscape character.
- 6.51 It was the view of officers that the contrast in scale between the proposals at three storeys would have a harmful effect on the experience of the lower and traditionally scaled development on North Worple Way, seen in views to the north. We did not identify harm from the three storey option, but notwithstanding this concern has been removed by the proposals.
- 6.52 In conclusion, there would be no harm to the local townscape character arising from the changes which are proposed to the OPP in this application. The proposals would achieve the re-use of the land and its development with complementary uses in line with the OPP, and the proposals would introduce high quality and attractive architecture to the area which would improve the townscape amenity.



Figure 6.16 VU.CITY model shot of the current proposals looking west along Grosvenor Avenue which runs parallel to the south boundary of the Site.



Figure 6.17 VU.CITY model shot of the current proposals looking north towards the Site from Grosvenor Gardens.

SUMMARY

- 6.53 In summary, the character and appearance of the CAs would be preserved and enhanced in line with the OPP and the proposals are in accordance with development plan polices London Plan HC1 and Local Plan Policies LP3 and LP5.
- 6.54 There would be no harm to non-designated heritage assets (the BTMs) so the proposals are considered to be in accordance with Local Plan Policy LP4 and paragraph 197 of the NPPF.
- 6.55 The proposals would have no adverse townscape impacts and would contribute towards the use, appearance and function of the area in a beneficial way, in line with the OPP. The proposals are therefore in accordance with London Plan Policy D3, Local Plan Policies LP1 and LP2, and Chapter 12 of the NPPF.
- 6.56 The London Plan and NPPF policies are particularly relevant were they encourage optimisation of land. In this case, it is noted that the use of land will be optimised without detriment to historic environment or townscape interests.

7.0 CONCLUSION

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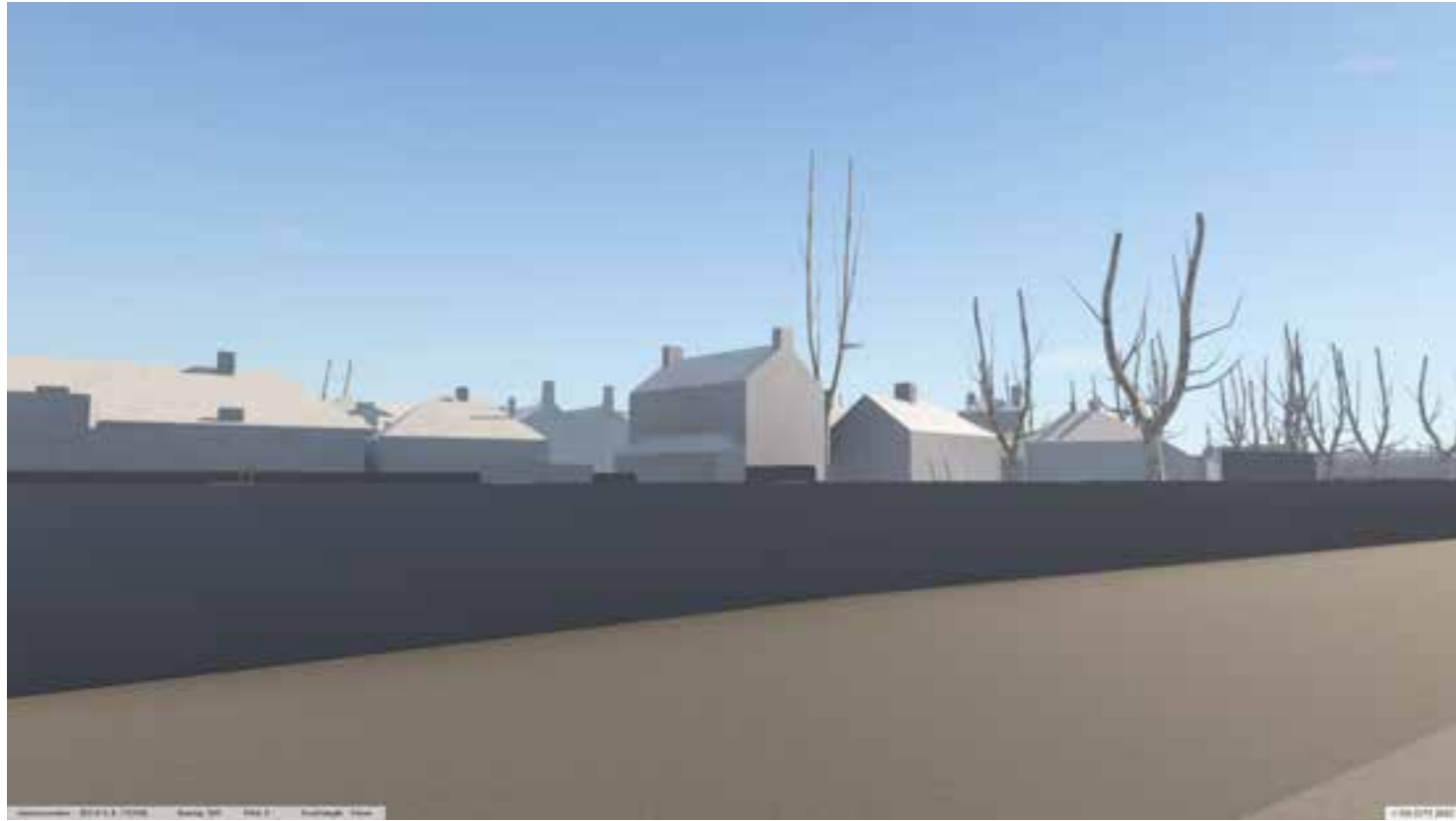
CONCLUSION

- 7.1 Montagu Evans are instructed by Star Land Realty UK Ltd to provide consultancy services and prepare this Heritage and Townscape Statement to support proposals related to the residential development at the site of the former Barnes Hospital on South Worple Way in Richmond, London.
- 7.2 The description of development is:
“Demolition of existing structures and redevelopment of site including construction of three new buildings comprising residential units of mixed tenure (Use Class C3), conversion of two existing buildings for residential use (Use Class C3), car and cycle parking, landscaping and associated works.”
- 7.3 The proposals are based on the residential development which was approved under the OPP for the former Barnes Hospital site in September 2020. The OPP achieved the policy aspirations for the site, set out under site allocation SA 28. The OPP would deliver an SEN school, medical centre and new residential development.
- 7.4 The current proposals seek changes to the massing of the residential blocks approved under the OPP and provides details of the architectural design and landscaping, amongst other changes which are not relevant to the historic environment and townscape matters.
- 7.5 This report has considered the historic environment and townscape impacts of the changes. The OPP is a material consideration and establishes the principle of development at the location, footprint and overall residential typology proposed. This report therefore only considers whether the changes to the OPP and the detailing of the development are acceptable.
- 7.6 The proposals are the result of work by a full professional consultant team and an iterative design process with the Council. The pre-application process included meetings and workshops on specific topics, including massing and design.
- 7.7 One of the main changes which was made to the design in response to officers’ feedback during pre-application discussions was the reduction in height of Block A from three storeys plus mansard roof to two storeys plus mansard roof. It is considered that this change addressed the area of concern that the Council had on the historic environment and townscape, which centred on the way this massing would appear from CAs, in the backdrop of BTMs and alongside the traditionally scaled residential development on North Worple Way.
- 7.8 The proposals presented in this application have been agreed with the Council during pre-application advice.
- 7.9 The Site does not contain any designated heritage assets. It contains five non-designated heritage assets. The OPP approved the demolition of two of the non-designated heritage assets on the Site, as well as three further non-designated heritage assets which formed part of the wider Barnes Hospital complex also.
- 7.10 The other three non-designated heritage assets are proposed to be retained and re-used in line with the OPP. We do not identify any adverse effects on the local heritage value of the BTMs arising from the proposed changes to the OPP scheme.
- 7.11 The Site forms part of the setting of two CAs. The setting of CAs is protected by national and local policy (NPPF and the Local Plan), which is corollary of the statutory duty at Section 72(1) of the 1990 Act.
- 7.12 The main heritage consideration is whether the proposals would preserve or enhance the contribution that the setting makes to the Queens Road (Mortlake) CA and Cowley Road CA. We conclude that the changes to the OPP residential development would introduce no change to, or harmful, impact on the assessment of effects arising from the OPP.
- 7.13 No harmful effects to CAs was identified in the Committee Report for the OPP, and the adjustment to the massing would not introduce an overbearing or dominant impact on views out of the CAs. The ability to appreciate their special interest would be preserved.
- 7.14 The effect on the local townscape character, which is synonymous in part with the heritage interests, would likewise be preserved, and enhanced as a result of the benefits that would be delivered to the area through the complementary new use and function of the area and attractive architecture. It is noted that the proposed architecture closely follows the Design Code approved with the OPP.
- 7.15 We note that the London Plan and NPPF policies are particularly relevant were they encourage optimisation of land. In this case, it is noted that the use of land will be optimised without detriment to historic environment or townscape interests.
- 7.16 In conclusion, the proposals demonstrate accordance with historic environment and townscape policy at the national and local level, and represent the opportunity for benefits to the optimisation of land in the area and will secure the introduction of high quality architecture. The Council have been closely involved in the design development process through pre-application advice, and the current proposals are the result of that process and address the matters raised.

APPENDIX 1: VU.CITY MODEL SHOTS

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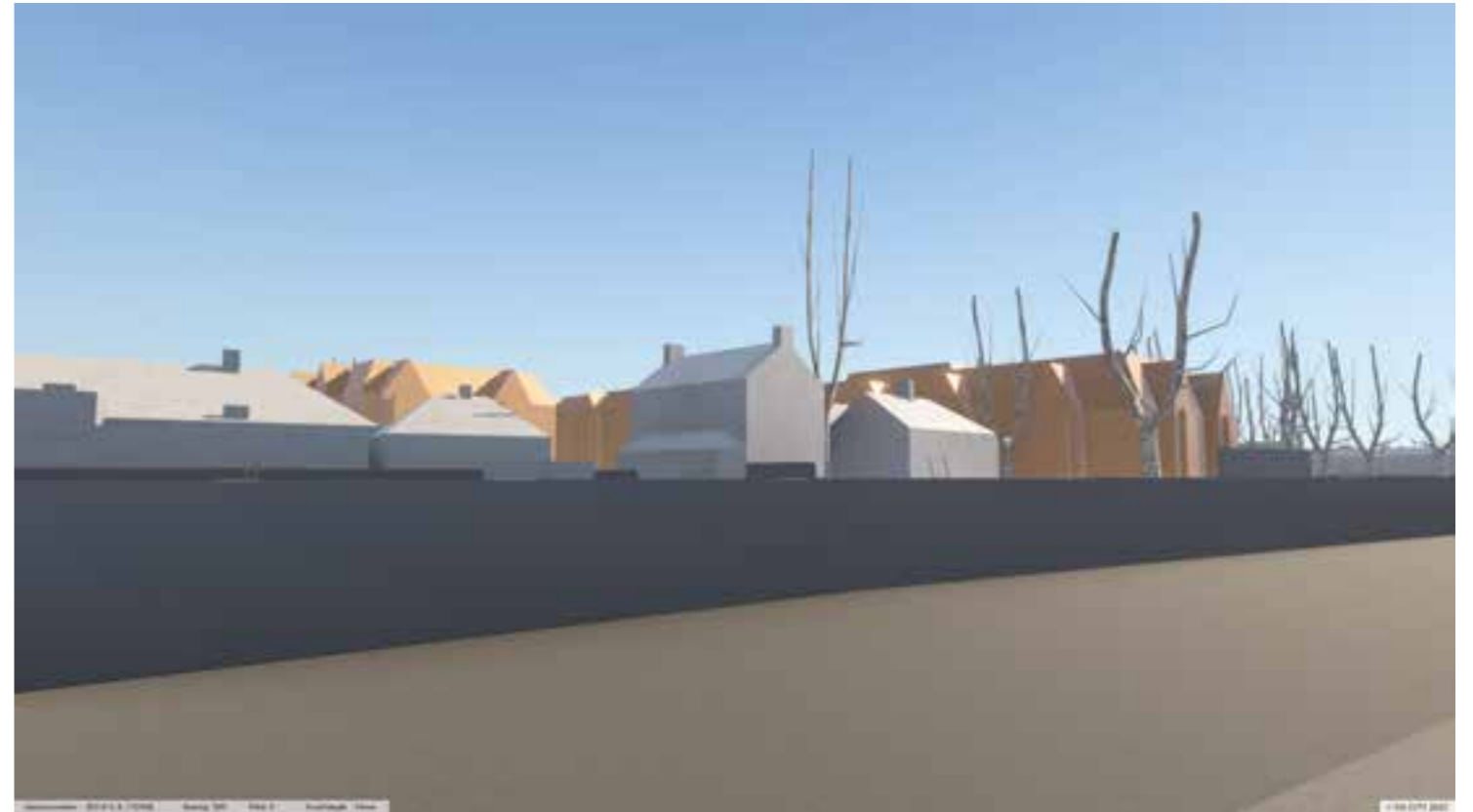
View 1— Looking South-West from North Worple Way



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 2— Looking North-West from South End of Lodge Avenue



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 3— Looking West from the Old Mortlake Burial Ground



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 4— Looking North-West from within the Site (Recreation Hall and Entrance Lodge BTMs to right)



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 5— Looking South on Cowley Road



Existing (no trees)

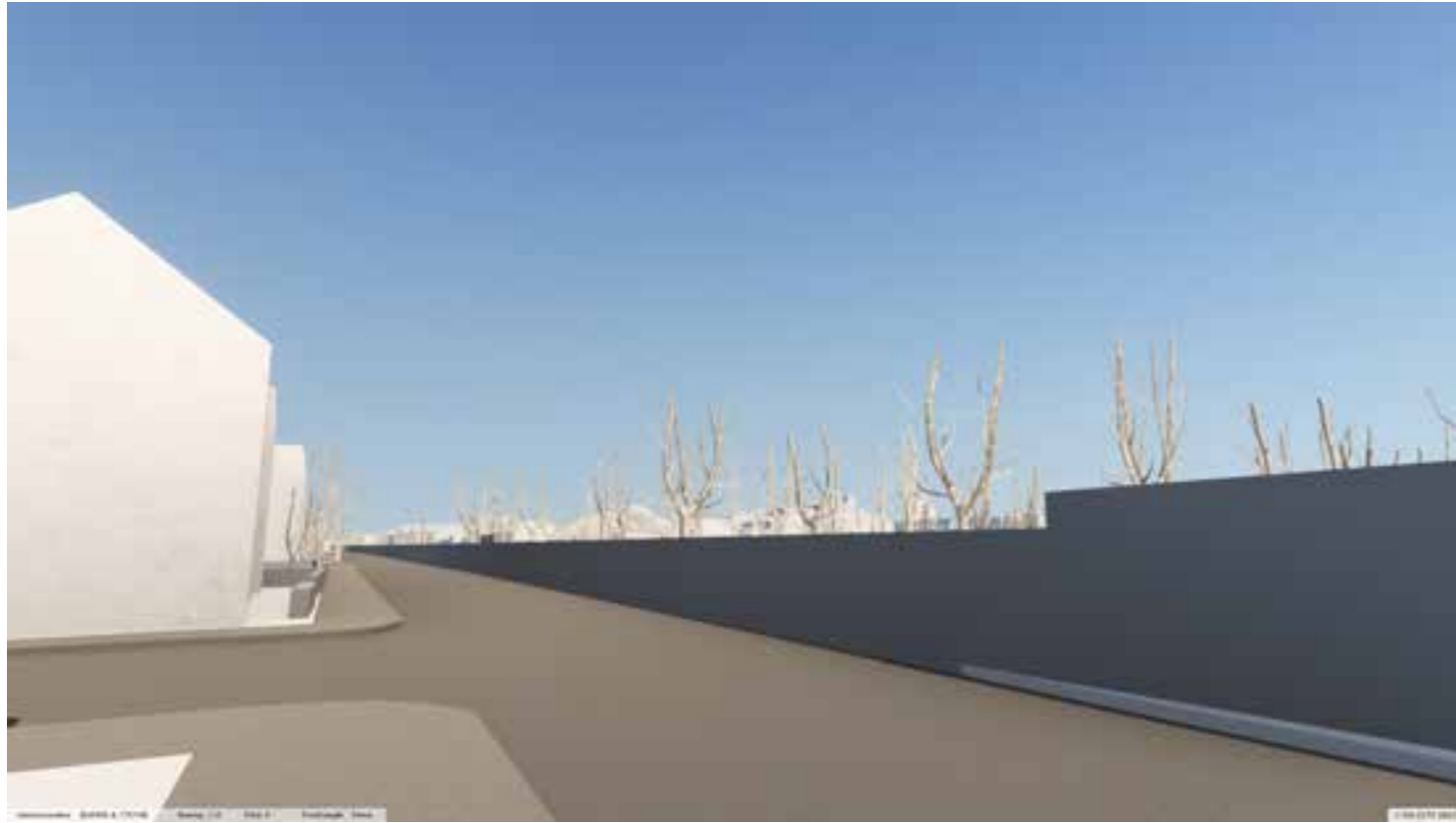


Approved under OPP (no trees)



Proposed (no trees)

View 6— Looking East from North Worple Way at Junction with Ripley Gardens



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 7— Looking West from South Worple Way



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 8— Looking North from South End of Grosvenor Gardens



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 9— Looking East from South Worple Way adjacent to Old Mortlake Burial Ground



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 10— Looking North-West on Grosvenor Avenue



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 11— Looking North on Grosvenor Gardens



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

View 12— Looking South from Cowley Road



Existing (no trees)

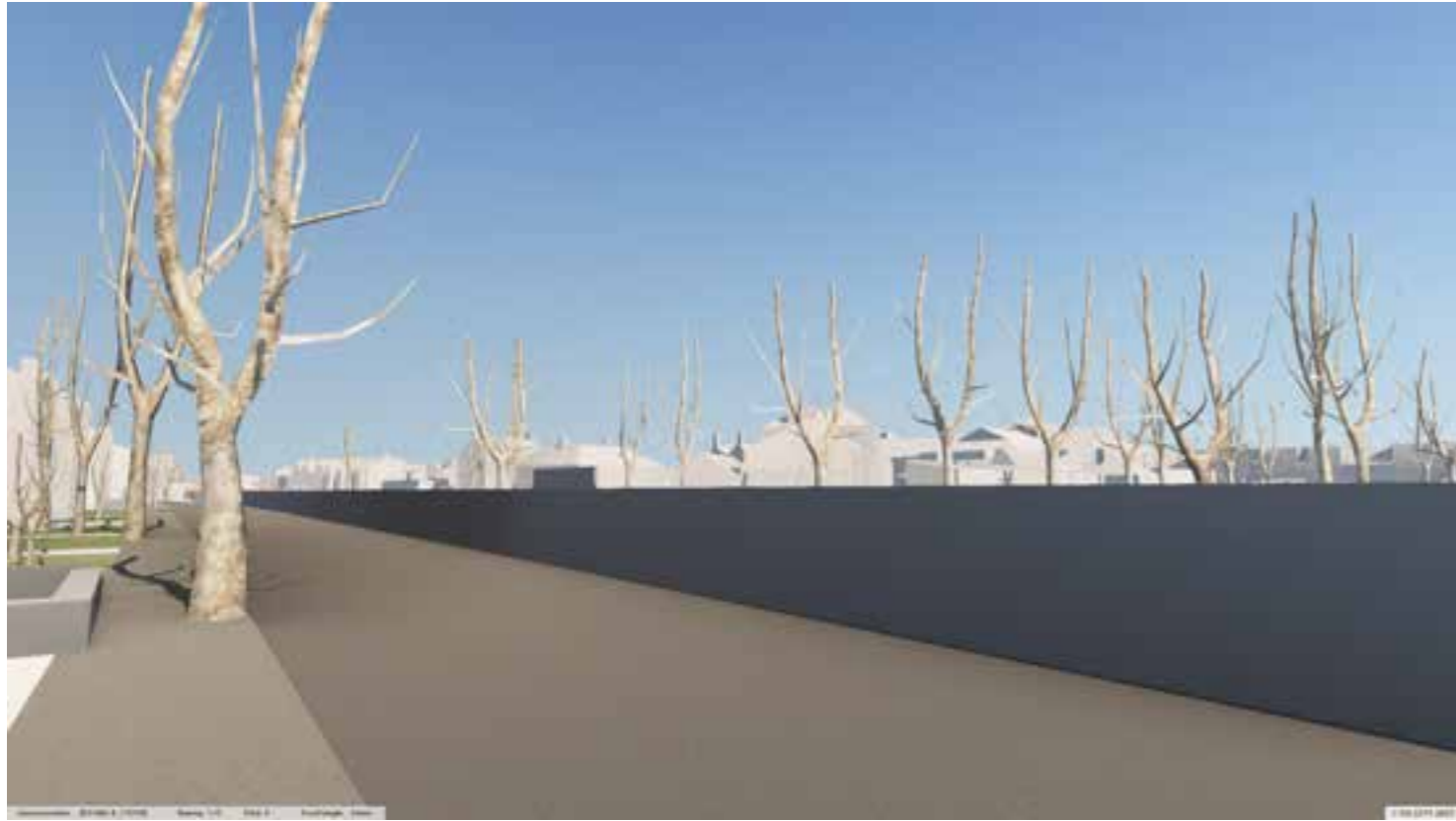


Approved under OPP (no trees)



Proposed (no trees)

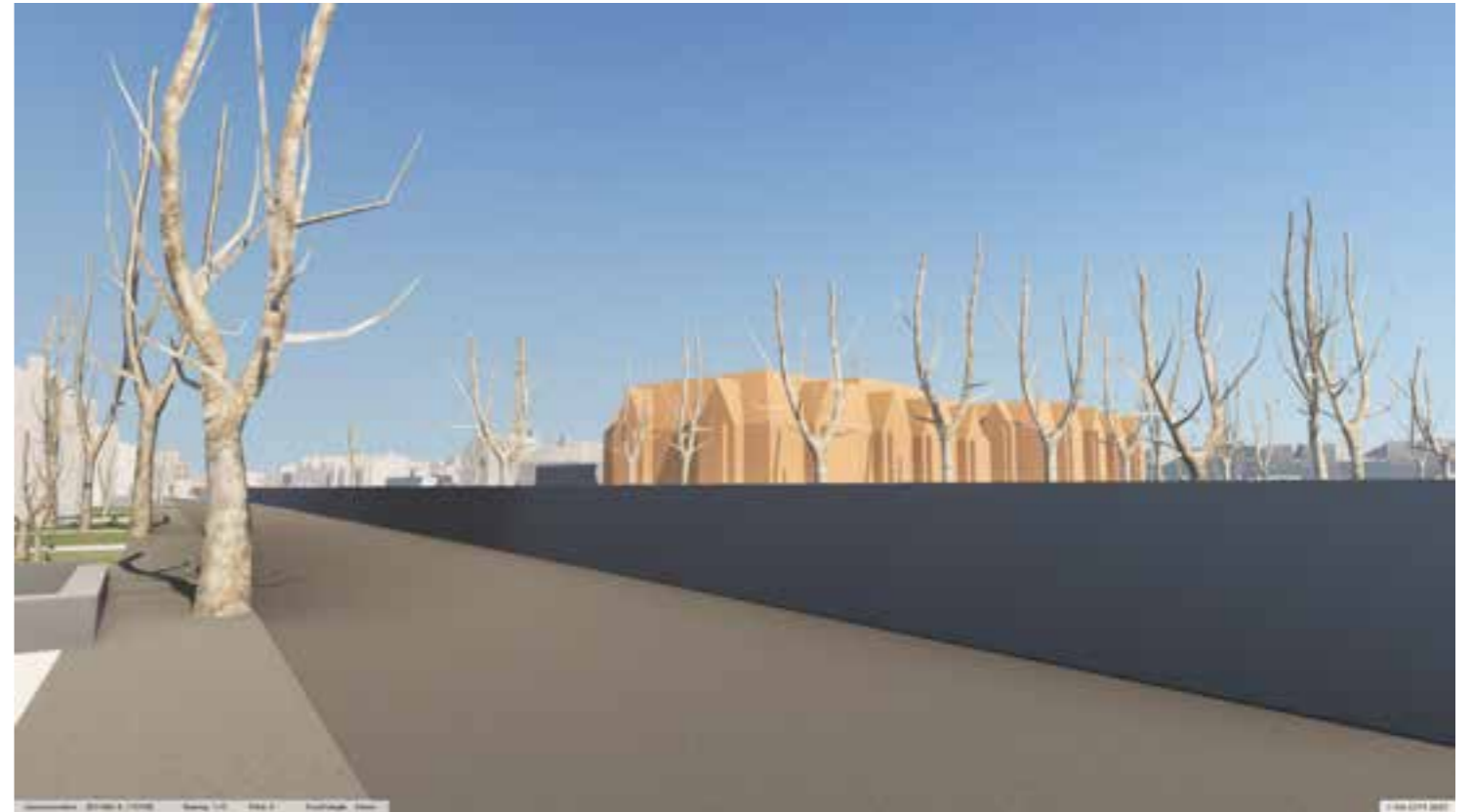
View 12— Looking East on North Worple Way



Existing (no trees)



Approved under OPP (no trees)



Proposed (no trees)

**View 1— Looking South-West from North Worple Way
Proposed, with Trees**



**View 2— Looking North-West from South End of Lodge Avenue
Proposed, with Trees**



**View 3— Looking West from the Old Mortlake Burial Ground
Proposed, with Trees**



View 4— Looking North-West from within the Site (Recreation Hall and Entrance Lodge BTMs to right)
Proposed, with Trees



View 5— Looking South on Cowley Road
Proposed, with Trees



**View 6— Looking East from North Worple Way at Junction with Ripley Gardens
Proposed, with Trees**



View 7— Looking West from South Worple Way
Proposed, with Trees



**View 8— Looking North from South End of Grosvenor Gardens
Proposed, with Trees**



**View 9— Looking East from South Worple Way adjacent to Old Mortlake Burial Ground
Proposed, with Trees**



Camera Location (521991, 6.175734) Bearing 125° Pitch 7° Focal Length 24mm

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View 10— Looking North-West on Grosvenor Avenue
Proposed, with Trees



View 11— Looking North on Grosvenor Gardens
Proposed, with Trees



View 12— Looking South from Cowley Road
Proposed, with Trees



View 13— Looking East on North Worple Way
Proposed, with Trees



MONTAGU EVANS

**70 ST MARY AXE,
LONDON, EC3A 8BE**

TEL: +44 (0)20 7493 4002



WWW.MONTAGU-EVANS.CO.UK
LONDON | EDINBURGH | GLASGOW | MANCHESTER