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The Manor House, Ham Street, Richmond upon Thames, Surrey TW10 7HA

Heritage Impact Assessment

September 2023



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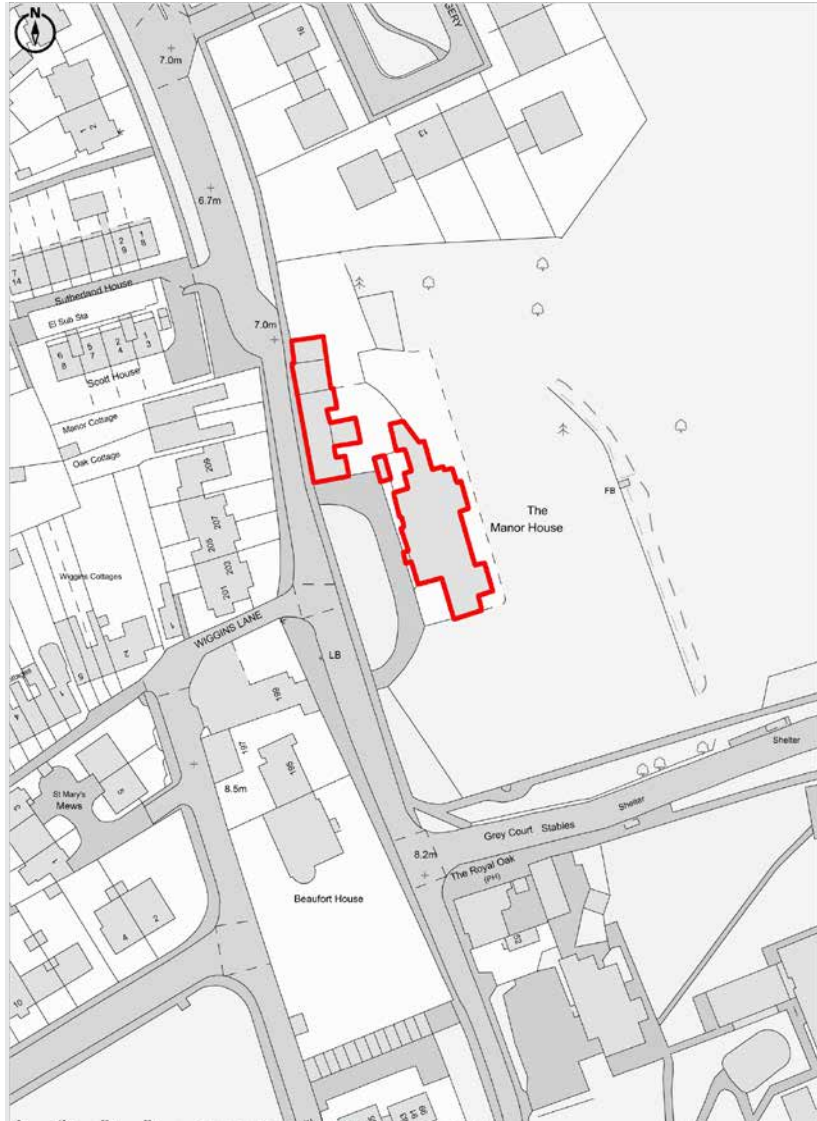
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1.0 Summary Heritage Impact Assessment

1.1 Introduction

In 2020 planning permission and listed building consent were granted for a number of significant alterations to the Manor House and Coach House, Ham Street, Richmond upon Thames. These were described in the consents as:

The refurbishment, restoration, alteration and extension of the Manor House and alterations to the Coach House including refurbishment and internal reconfiguration including landscaping and all necessary enabling works.

Donald Insall Associates was commissioned by Primus Inter Pares in 2022 to assist them in assessing revised proposals for alterations and extensions. This report deals with the impacts of the proposed revised proposals on the heritage assets, the listed buildings and the Ham House Conservation Area. The impacts on the listed buildings, primarily the Manor House, are considered more significant than those on the conservation area.

The buildings have already been the subject of other, comprehensive reports, namely

- 'The Manor House, Ham, Richmond-Upon-Thames: Archaeological desk-based assessment and building investigation' by Oxford Archaeology (2011).
- 'The Manor House, Ham Street, Richmond upon Thames, Surrey TW10 7HA: Heritage appraisal' by KM Heritage (2019).

This new report adopts many of the findings of these reports, but with some minor updates, and should be read alongside these earlier reports. This report uses the historical research already carried out, from both archival and secondary material, and information obtained from a site inspection in March 2022. A brief illustrated history of the site and buildings, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the significance of the buildings, which is set out in Section 4 and summarised below. Section 5 provides a brief description of and justification for the revised scheme by Paul Davis Architecture and MAP Projects, with reference to the requirements of the relevant legislation, planning policy and guidance.

1.2 The Buildings, their Legal Status and Policy Context

The Manor House is listed at Grade II * and is located in the Ham House Conservation Area in the London Borough of Richmond. The stables which lie in the northwest corner of the plot are listed separately from the Manor House, at Grade II.

The statutory list descriptions of the listed buildings are included in Appendix I. They lie on the east side of Ham Street which links Ham village and common, to the south, to the River Thames. It occupies a large L-shaped plot just to the south of Ham House, a grade I listed building. The eastern edge of the plot is bordered by Ham Avenues which is a long straight route running

almost north-south, leading to the south side of Ham House. The site is bounded by Ham Street to the west and Sandy Lane to the south, and is enclosed by a tall brick wall along these boundaries. To the north of the plot there is a post-war housing development on the west side and a plant nursery on the east, immediately south of the garden to Ham House.

1.2.1 Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Sections 16, 66 and 72 of the Act impose statutory duties upon local planning authorities which, with regard to listed buildings, require the planning authority to have 'special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses' and, in respect of conservation areas, that 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. The development plan applicable to the site comprises the Richmond Local Plan and The London Plan (March 2021).

1.2.2 Richmond Local Plan (2018)

The Richmond Local Plan has policies which deal with development affecting the historic environment. These are included in Appendix 2.

Policy LP1 deals with 'Local Character and Design Quality' and requires that all development should be of high architectural and urban design quality so that the high quality character and heritage of the borough and its villages will be maintained and enhanced. To ensure development respects, contributes to and enhances the local environment and character, a number of matters will be considered when assessing proposals, including:

- compatibility with local character including the relationship to existing townscape, development
- patterns, views, local grain and frontages as well as scale, height, massing, density, landscaping,
- proportions, form, materials and detailing;
- sustainable design and construction, including adaptability, subject to aesthetic considerations;
- spaces between buildings, relationship of heights to widths and relationship to the public realm, heritage assets and natural features.

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

Policy LP3 deals with 'Designated Heritage Assets' and states the Council will require development to conserve and, where possible, take opportunities to make a positive contribution to, the historic environment of the borough. Development proposals likely to adversely affect the significance of heritage assets will be assessed against the requirement to seek to avoid harm and the justification for the proposal.

The significance (including the settings) of the borough's designated heritage assets, including listed buildings and conservation areas, will be conserved and enhanced. The following parts of the policy are relevant to these proposals:

- Give great weight to the conservation of the heritage asset when considering the impact of a proposed development.
- Resist the demolition in whole, or in part, of listed building. Consent for demolition of Grade II listed buildings will only be granted in exceptional circumstances and for Grade II* and Grade I listed buildings in wholly exceptional circumstances following a thorough assessment of the justification for the proposal and the significance of the asset.
- Require the retention and preservation of the original structure, layout, architectural features, materials as well as later features of interest within listed buildings,
- Resist the removal or modification of features that are both internally and externally of architectural importance or that contribute to the significance of the asset.

- Demolitions (in whole or in part), alterations, extensions and any other modifications to listed buildings should be based on an accurate understanding of the significance of the heritage asset.
- Require, where appropriate, the reinstatement of internal and external features of special architectural or historic significance within listed buildings, and the removal of internal and external features that harm the significance of the asset, commensurate with the extent of proposed development.
- Require the use of appropriate materials and techniques and strongly encourage any works or repairs to a designated heritage asset to be carried out in a correct, scholarly manner by appropriate specialists.
- All proposals in conservation areas are required to preserve and, where possible, enhance the character or the appearance of the conservation area.

1.2.3 The Ham House Conservation Area

The conservation area was designated in 1975 and extended in 1982. The conservation area statement (no. 23) states:

The Ham House Conservation Area is focused on the estate of Ham House, situated on the South bank of the River Thames and contained by the settlements of Ham and Petersham to the South and East.

Ham Street runs North to South from the riverbank and Ham House to Ham Common. It contains an eclectic collection of buildings including a group of elegant 18th century listed mansions of The Manor House, Beaufort House and Newman House, with their enclosing high brick walls and mature gardens, and also a number of terraced cottages and alms houses on a smaller scale. Wiggins and Pointer Cottages is a secluded distinctive and largely unspoilt group of simple Victorian terraced cottages built off at right angles to the street. The resulting mix of styles and traditional materials gives texture and interest to this street. Those gaps between the houses and groups of houses provide glimpses of the wider backdrop of trees and green space, a landscape setting which contributes to the distinctive rural character of this area.

1.2.4 The London Plan

Policy HC1 Heritage Conservation and Growth of The London Plan (March 2021) stipulates that:

(C) Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings....Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.

1.2.5 The National Planning Policy Framework 2021 (NPPF)

The courts have held that following the approach set out in the policies on the historic environment in the NPPF will effectively result in a decision-maker complying with its statutory duties. The Framework forms a material consideration for the purposes of section 38(6) of the Planning and Compulsory Purchase Act 2004. At the heart of the Framework is 'a presumption in favour of sustainable development' and there are also specific policies relating to the historic environment. The Framework states that heritage assets are 'an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'. The Glossary to the National Planning Policy Framework defines a heritage asset as:

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

Paragraph 194 of the NPPF 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.

Section 4 of this report – the assessment of significance – meets this requirement and is based on the research and site surveys presented in sections 2 and 3, which are of a sufficient level of detail to understand the potential impact of the proposals.

Paragraph 199 requires 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.

The Framework goes on to state at paragraph 200 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.

The Framework requires that local planning authorities categorise harm as either 'substantial' or 'less than substantial'. Where a proposed development will lead to 'substantial harm to (or total loss of significance of) a designated heritage asset', the Framework states, in paragraph 201, that:

...local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

Guidance on the meaning of 'substantial harm' is given in paragraph 18 of the National Planning Practice Guidance (2019), as follows:

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

Where a development proposal will lead to 'less than substantial harm' to the significance of a designated heritage asset, the Framework states, in paragraph 202, that:

...this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

1.3 Summary Assessment of Significance

A detailed assessment of significance with guidance on the relative significance of elements of fabric and plan form and the extent to which these elements are sensitive to alteration is included in Section 4.0 of this report. The following paragraphs are a summary explaining why the listed building is of nationally-important architectural and historical interest.

The Manor House is a grade II* listed building which means that it is of more than special interest. Only about 5.8% of the nation's listed buildings are listed at grade II*. It has a national significance for its architecture and its setting. Its historical association with the architect Sir George Gilbert Scott also contributes to its significance. He lived in the house for two periods in the 1860s and 1870s, a period in which he produced some of his most important work. The stables are listed grade II.

The heritage significance of the Manor House site, including the stables, can be summarised as follows:

- The plan form, design, structure, form and massing of the original 18th century house.
- The plan form, design, structure, form and massing of the Victorian and Edwardian extensions and the coach house and stables.
- Architectural features and decoration from the 18th century, 19th century and the early 20th century.
- The history and associations of the buildings and the site.
- The garden setting.

The site and buildings, because of their significance, make a strongly positive contribution to the character and appearance of the Ham House Conservation Area.

1.4 Summary of Proposals and Justification

The principles of the development have been accepted by the granting of planning permission and listed building consent. The new, revised proposals, are a development of that permitted scheme. While there are material differences from the approved scheme, these will not cause additional harm to the significance of the heritage assets and they remain in accordance with the relevant local planning policies and the national guidance. Some aspects of the revised proposals are improvements on the aspects of the approved scheme, and they will cause less harm and/or be beneficial to the significance of the listed buildings.

2.0 Historical Background

2.1 The Development of the Surrounding Area

Ham was a small village around the Ham Common until the early 19th century when it expanded considerably. Ham Street runs north to south and links Ham village with the River Thames. The Manor House lies on the east side of Ham Street, south of Ham House which dates from the early 17th century and is the most important historic building in the area.

In the 20th century Ham saw the development of large housing estates, mainly on the west side of Ham Street. However, Ham retains a semi-rural character, in part due to the provisions of the Richmond, Petersham and Ham Open Spaces Act of 1902 which sought to preserve this character. The east side of Ham Street is largely undeveloped and the Manor House forms part of this green strip running from north to south.

2.2 The Buildings: The Manor House and Coach House

As KM Heritage noted in their report, the Manor House 'dates from the age of Queen Anne and has a mysterious early history. Somewhat surprisingly, it has received little architectural investigation over the years'. The accepted view seems to be that the Manor House was built soon after 1700 for William Genew who occupied the building from at least 1712. His son William inherited the property in 1730.¹ In the mid-18th century the building was square in plan, as shown, rather sketchily, on Rocque's map of 1741 [Plate 2.1]. However the map shows, erroneously, the house being

immediately adjacent to Ham Street, rather than being set back. The 1841 tithe map of Ham shows the layout of the house and garden more accurately. [Plate 2.2].

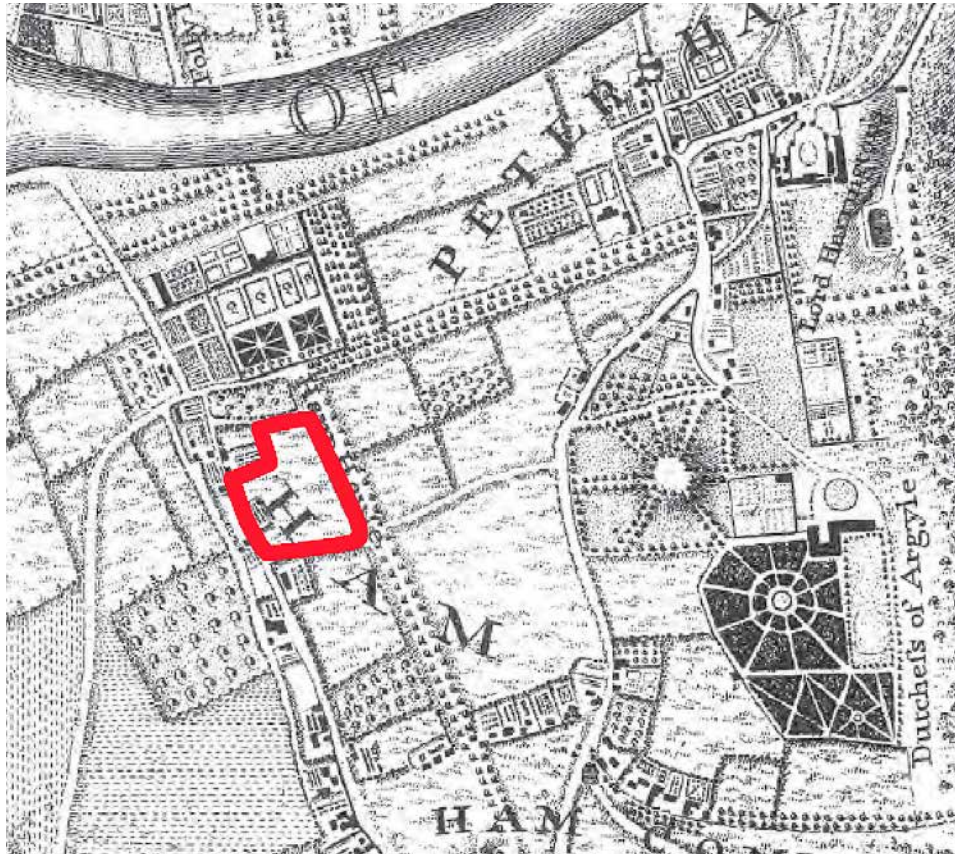
The 18th century house was a double pile construction, five bays wide and square on plan, with a large chimney stack in the middle of the southern part of the house. It had a hipped roof with dormers. However, it appears to have been a house of two parts. The east (garden) façade is two storeys high, with a third floor in the roof space. In contrast the west façade is three storeys high. The floor to floor heights in the eastern part are considerably taller than those in the west part. The reason for this is unknown but it could indicate different phases of development. The east side appears to date from circa 1700. The west side has a mid-18th century style façade, but the internal structure, which is in part timber framed (see below), may predate the east side. [Plates 2.3 and 2.4].

The house was then altered and extended a number of times in the 19th and 20th centuries. By 1841 the house had an L-shaped extension on its north side, as shown on the tithe map (see plate 2.2). The map shows a solid line between this extension and the house, suggesting that they may not have been connected internally and could have been in use by two separate occupiers. The OS map published in 1897 shows a different, linear, extension on the north side of the house, and a conservatory and projecting bay on the south side. [Plate 2.5].

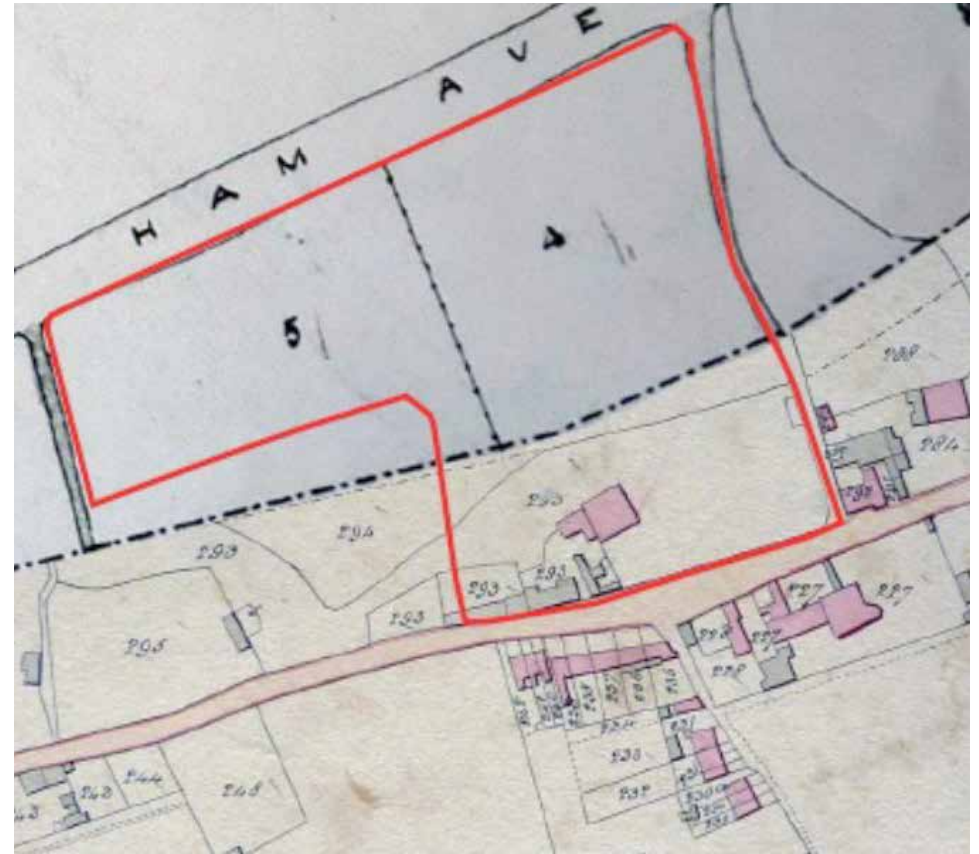
The most significant alterations and extensions were carried out in 1908-9 by J C Hall FRIBA, for Major David Phillips Chapman.² Large wings were added to the north and south ends of the house. [Plate 2.6]. It would appear that significant alterations were carried out internally to the 18th century house, including the relocation of the main staircase and modifications to the internal plan form.

1 Murphy, K (op cit) p.10

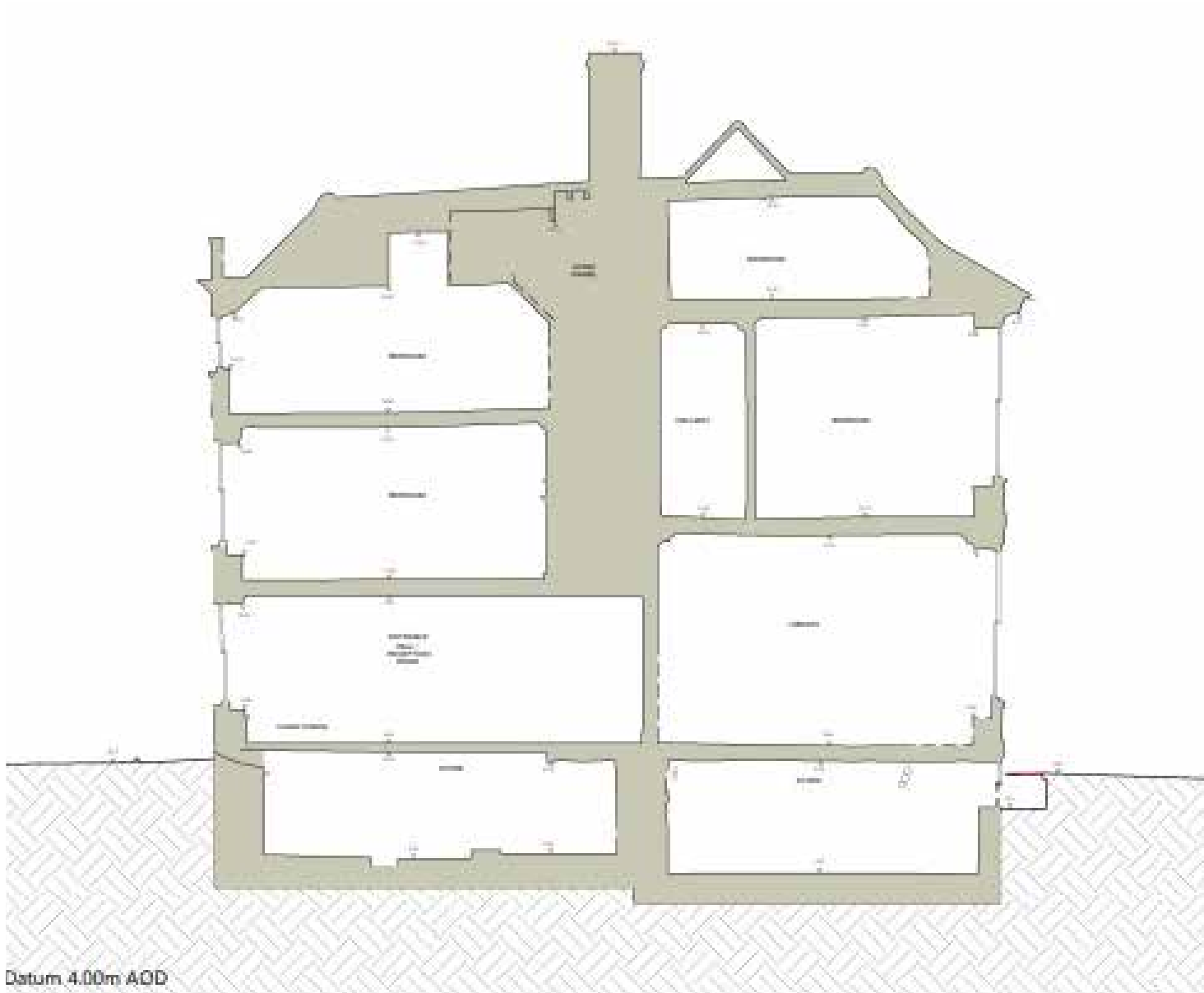
2 Murphy, K (op cit) p.9



2.1 An extract from Rocque's map of London 1741



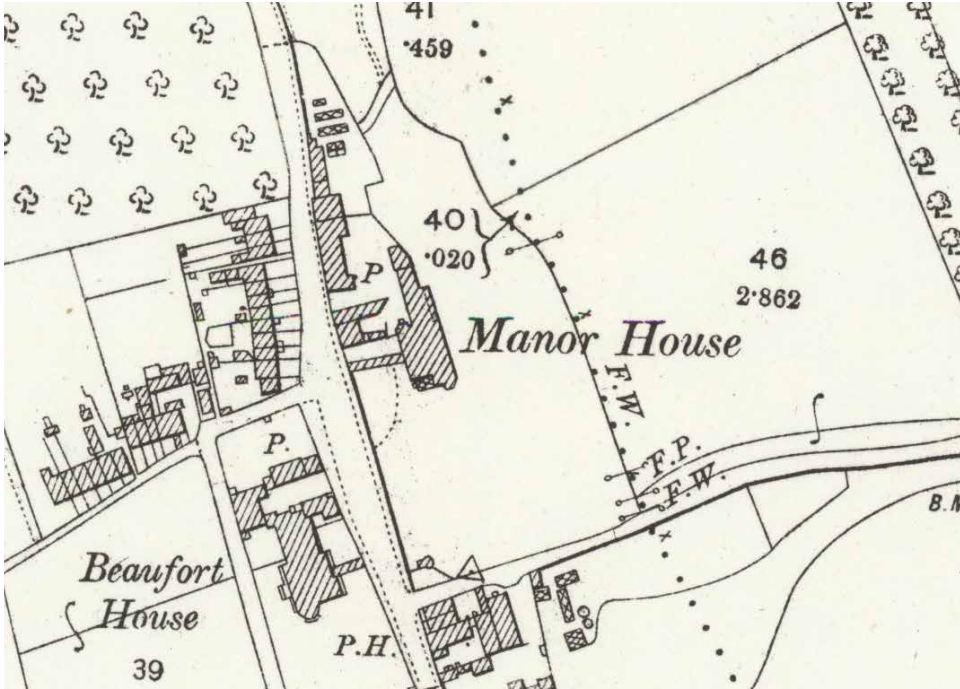
2.2 The Tithe Map of 1841



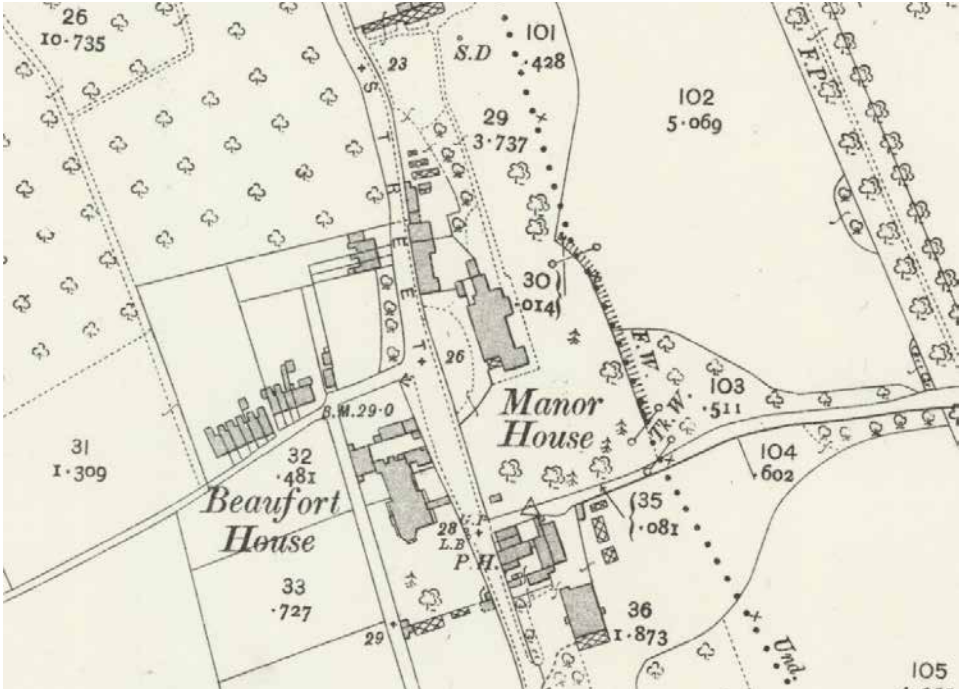
2.3 Section East-West showing different floor levels in the two sides of the building



2.4 The west (left), south and east facades (right)



2.5 OS Map surveyed 1893-4 published 1897



2.6 OS Map surveyed 1910 published 1913

2.3 Relevant Planning History

A number of consents have been granted for works to the site. These are summarised as follows:

- Planning permission (Ref: 77/0098) was granted in January 1977 for the erection of 3 metre (10ft 0ins) high brick walls and balustrades.
 - Planning permission (Ref: 04/3496/HOT) and listed building consent (Ref: 04/3508/LBC) were granted in December 2004 for the installation of a new internal lift from ground floor to first floor.
 - A planning application was submitted in November 2011 for the removal of wall and gates which divide garden. (Ref: 11/3649/HOT). This application was withdrawn by the applicant. Listed building consent (Ref: 11/3650/LBC) was granted in November 2011 for this work.
 - Planning permission and listed building consent (ref: 16/2680/LBC and 16/2676/HOT) were recommended for approval and refused by planning committee in November 2016 for works of alteration, extension and demolition to the main house including: creation of loggia, reinstated conservatory, extended basement, guest accommodation, garden pavilion and infilled courtyard alterations to the Coach House accommodation including - removal of existing external canopy and minor demolition, refurbishment and reconfiguration works along with new gable windows to roof.
 - This decision was challenged at appeal, and the reason for refusal on Metropolitan Open Land grounds were upheld. The inspector found the impacts of the proposals on heritage assets were acceptable on balance.
- Planning Application Ref: 19/0676/FUL - The refurbishment, restoration, alteration and extension of the Manor House and alterations to the Coach House including refurbishment and internal reconfiguration including landscaping and all necessary enabling works.
 - Listed Building Application Ref: 19/0677/LBC - The refurbishment, restoration, alteration and extension of the Manor House and alterations to the Coach House including refurbishment and internal reconfiguration including landscaping and all necessary enabling works.

2.4 Occupancy History

The occupancy history is set out in some detail in section 2 of KM Heritage's report of 2019 and it is not repeated here. However, one particularly noteworthy occupier in the 19th century was Sir Giles Gilbert Scott who lived in the house in the late 1860's.

2.5 Sources and Bibliography

Published Reports

Oxford Archaeology 'The Manor House, Ham, Richmond-Upon-Thames: Archaeological desk-based assessment and building investigation' (2011).
KM Heritage 'The Manor House, Ham Street, Richmond upon Thames, Surrey TW10 7HA: Heritage appraisal' (2019).

3.0 Site Survey Descriptions

3.1 The Setting of the Building and the Conservation Area Context

3.1.1 The Wider Setting

The site lies within the Ham House Conservation Area. There are a number of listed buildings in the immediate area, including Beaufort House, its boundary wall, and Beaufort Cottages to the southwest which are listed Grade II. Newman House is Grade II. Ham House, to the north, is listed Grade I and its surrounding formal landscape is included in the Register of Historic Parks and Gardens at Grade II*. The South Avenue is part of the registered garden and it extends along the eastern boundary of the Manor House site. [Plate 3.1].

3.1.2 The Immediate Setting

The immediate setting of the house comprises its large open garden, on the east side of the house, enclosed by high brick walls on its west and south sides. Much of the garden is lawned, but there are mature trees in the middle of the garden and on the perimeter. A notable feature of the garden is the ha-ha which runs north-south to the east of the house.

3.2 The Manor House Exterior

The house comprises three main elements: the five bay historic core (early 18th century); the Edwardian extensions either side of the core; the 19th century extensions at the northern end.

3.2.1 The West Side (Front)

The front of the building faces west towards Ham Street. [Plate 3.3]. The central part, which is the original 18th century house, is five bays wide and three storeys high, with the middle three bays projecting, by a half brick, from the end bays. It is built in yellow/brown brick. There are projecting string courses, three bricks high, at first and second floor level. Above the second floor level windows is a modillion cornice. Above this is a pediment, three bays wide, with an oculus in its centre, and a blocking course (parapet) either side. The façade projects from the building behind and this is clearly visible from the south [Plate 3.4]. It appears to be a mid to late 18th century façade on an earlier (possibly early 18th century) house. The report by Oxford Archaeology suggests that, alternatively, it could be that the original early 18th century façade was retained and altered significantly later in the 18th century.³ The exposure of a timber frame in the west façade supports this latter suggestion (see below).

The ground and first floor window openings are vertically proportioned with gauged red brick arches over. The second floor level windows are square in shape, also with red brick arches over. The windows are vertically sliding sashes at ground and first floor levels, with six panes per sash. The windows at second floor level are side hung casements with one horizontal glazing bar. The windows are recessed from the face of the brick façade by a full brick and the sash boxes are set within the brick wall. This is typical of a later 18th century façade.

The porticoed entrance is in the centre of the façade and takes the form of a projecting pedimented structure, supported by two columns and half columns and pilasters framing the entrance. The portico has a fluted frieze with roundels, topped by a dentil cornice. The entrance doors are a pair of glazed doors with solid panels below.

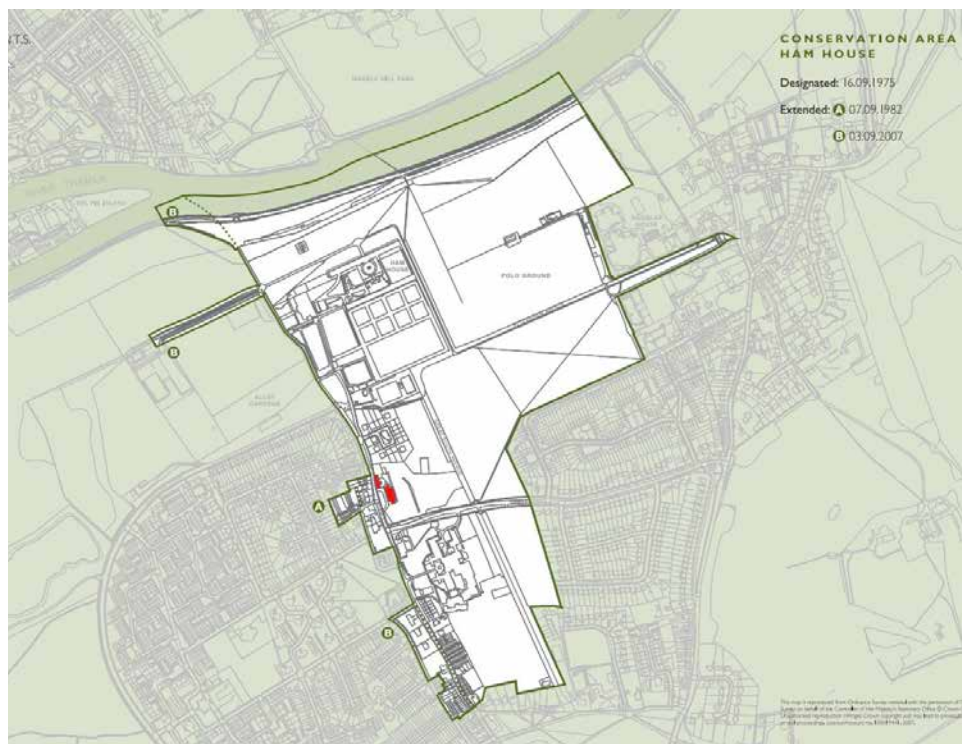
To the south is the two storey Edwardian extension, with double doors at ground floor and two sash windows, with four panes per sash. [see plate 3.3]. These windows are set flush with the façade, with the sash boxes exposed, in the early 18th century style. The façade is capped by a timber eaves cornice. At the southern end is a single storey extension with a balustraded terrace on its roof.

At the northern end the building takes a more complex form, reflecting its incremental development, comprising one, two and three storey extensions. [Plate 3.5].

3.2.2 The East Side (Garden) façade

The central five bays form the core of the original house. The façade is of yellow/brown brick with red bricks around the window openings. There is a brick string course above the ground floor windows, four bricks high. The window openings have red gauged brick arches over. [Plate 3.6].

3 Oxford Archaeology 2012 p.16



3.1 Map of the Ham House Conservation Area. The Manor House is shown in red



3.2 Map showing listed buildings (Grade II - Blue; Grade II Star - Red) and the Registered Historic Park and Garden (Green)



3.3 The west (front) facade from the southwest with the Edwardian extension (right)



3.4 The west facade (left) projects beyond the face of the earlier south facade (right)



3.5 The extensions north of the original house (west side, looking south)



3.6 The central part of the east facade is the early 18C house. It is flanked on both sides by the Edwardian extensions

The white-painted windows are tall, with nine-pane vertically sliding sashes. The sash boxes are exposed and set flush with the brick façade, in the early 18th century manner. The façade is capped by a white-painted dentilled timber eaves cornice. The tops of the basement windows are just visible above the level of the stone terrace. They have horizontal black-painted metal grilles in front of them, flush with the terrace. In the centre of the façade is a large semi-circular, hooded white-painted timber canopy, supported by carved console brackets, above a single leaf glazed door and fanlight. Stylistically this is early 18th century but it is more modern in origin, perhaps contemporary with the Edwardian alterations and extensions, when the corridor linking the entrance hall with the garden was most likely created (see below). (In the 19th century there was a door leading to the garden but this was in the second window bay from the north).

At both ends of the central section are the two Edwardian extensions, each three bays wide, with nine pane sashes at ground floor level and six pane sashes at first floor [Plate 3.7]. On the returns of the extensions are six pane sashes at ground floor level and four pane sashes at first floor; each sash being two panes wide, rather than three. The extensions are capped with a timber eaves cornice, at a lower level than that on the central part of the house.

At the northern end, beyond the Edwardian extension are, first, a slightly lower two bay Edwardian extension, with a single storey lean-to, then two earlier, 19th century extensions which only have timber sash windows at ground floor level; the upper parts of the facades are blind. [Plate 3.8].



3.7 The south east corner of the house with the Edwardian extension (left)



3.8 The northern extensions on the east side (looking south)

3.2.3 Return façades

The south façade largely comprises the Edwardian extension, but immediately behind the front (west) façade is a section of earlier wall, with projecting string courses which do not align with those of the front façade. At first floor is a sash window with its sash boxes set flush with the façade. At ground floor level is a set of French doors. This section of wall appears to be early 18th century. There is evidence of a conservatory extension in this location. The façade is capped by a timber eaves cornice which matches that on the three bay Edwardian extension adjacent. **[Plate 3.9].**

The north façade of the original house is largely obscured by the later extensions. No 18th century brickwork is visible.

3.2.4 Roof

The building has a complex roof form. The core of the 18th century house has hipped roofs on all four sides, with a very small area of flat roof in the middle. There is a pitched roof behind the pediment on the west side. On the south side there are two hipped roofs at right angles to each other, on the Edwardian extensions. The north side has a complex arrangement of hipped roofs reflecting the accretive nature of the extensions here. On the northeast side the hipped roof echoes that south of the 18th century house. Then there are a series of roofs, mainly with their ridges running north south. On the west side is a hipped roof at right angles to these.



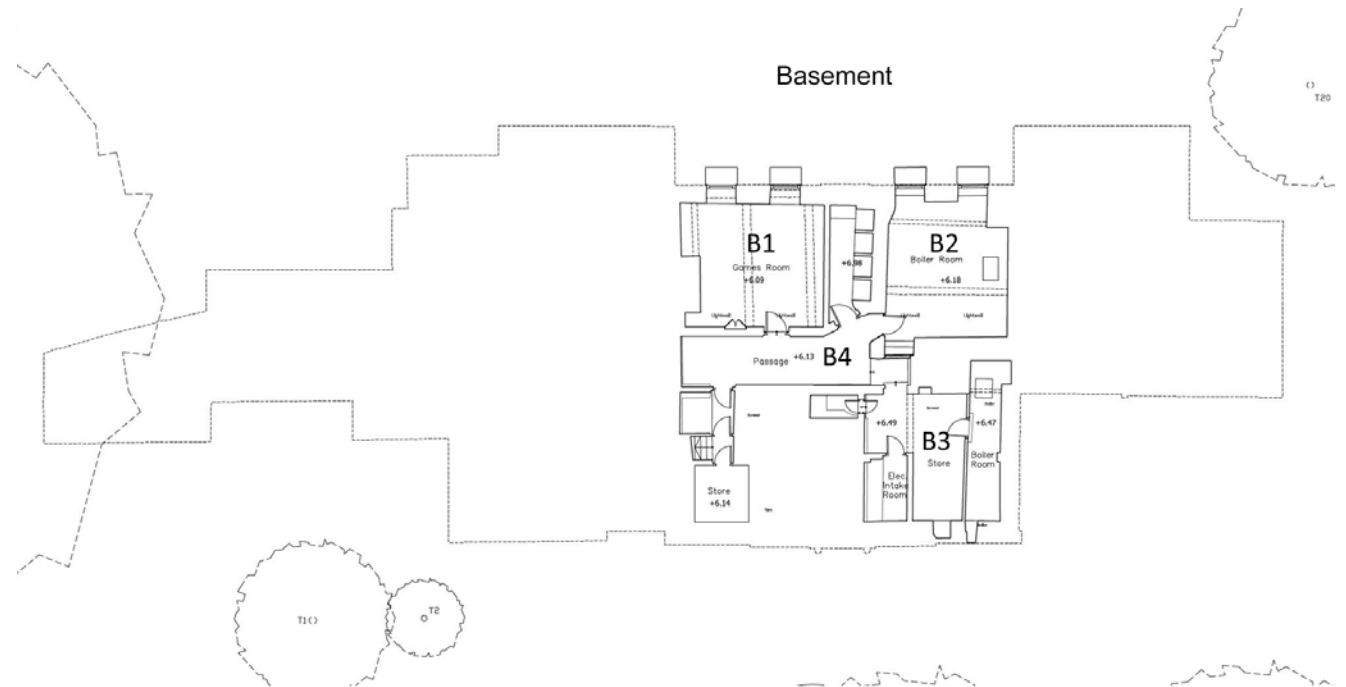
3.9 *The south elevation of the Edwardian extension*

3.3 The Manor House Interior

3.3.1 Basement

The basement extends only beneath the main 18th century core of the house. It comprises three square rooms and a narrow wine store, accessed from a central passage (B4). [Plate 3.10]. The rooms on the east side (B1 and B2) appear to have their original plan form. The room in the south west corner (B3) has been subdivided to create a boiler room, store and electricity intake room. There is no room in the north west corner, but there is a small staircase which provides access to the ground floor.

The Oxford Archaeology report refers to evidence of a stair or ramp in the north east part of the corridor⁴. (If this was once the location of a stair then this could support the idea that the original stair in the house was in this location, as shown on plate 3.17 below). There is an interesting historic door to the south west room (B3) from the passageway (B4), comprising six ovolo moulded panels. This could be a late 17th / early 18th century door but its origins are unknown. [Plates 3.11 and 3.12].



3.10 Basement level

4 Oxford Archaeology paragraph 4.3.6 page 21



3.11 *The basement corridor (B4) looking south*

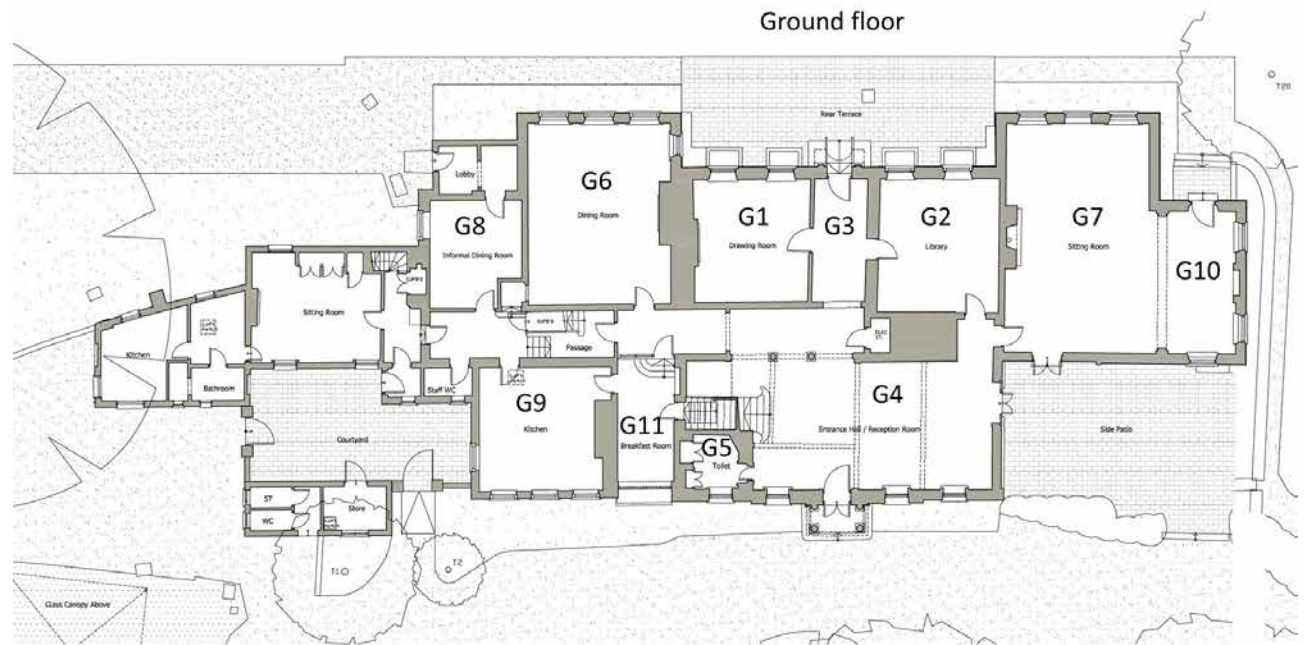


3.12 *Possibly late 17C-early 18C door in the basement (at the south end of B4 leading to B3)*

3.3.2 Ground Floor

The ground floor of the 18th century house has been significantly altered over the years, especially on the west side. [Plate 3.13]. This is now essentially one large open space (G4), with the stair in the centre of the north side, a small toilet in the north west corner (G5), and a line of columns on the east side. [Plates 3.14, 3.15 and 3.16]. These three elements are all post 18th century alterations. It is likely that there were two separate rooms on the west side in the 18th century. The southern room was probably square on plan, with a fireplace in the large stack which lies in the centre of the southern half of the plan. The northern room was probably rectangular in plan and led to the original staircase compartment in the centre of the northern part of the house. A possible layout is shown in Plate 3.17. This arrangement would be similar to the layout of the basement, with two square rooms at the south end and is also similar to that shown in the plan of a five bay house taken from 'A Collection of Designs in Architecture' by Abraham Swan (1757).

On the west side the 18th century arrangement probably comprised two rooms; a rectangular room on the north side (G1) and a square room on the south (G2). The original plan forms of these rooms appear to survive, but the northern room has been divided when the corridor (G3) and door to the garden was added, probably as part of the Edwardian scheme [Plate 3.18]. The panelling on the north side of the partition was probably relocated from the original south wall of the room. [Plate 3.19]. The panelling of the partition does not quite align with the panelling on the east and west walls, which is likely to be original.



3.13 The ground floor plan



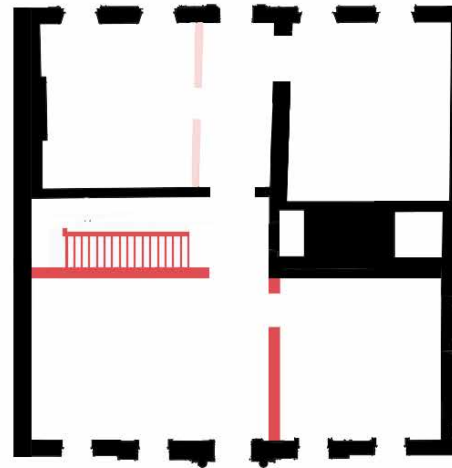
3.14 The entrance hall (G4) looking north to the main stair



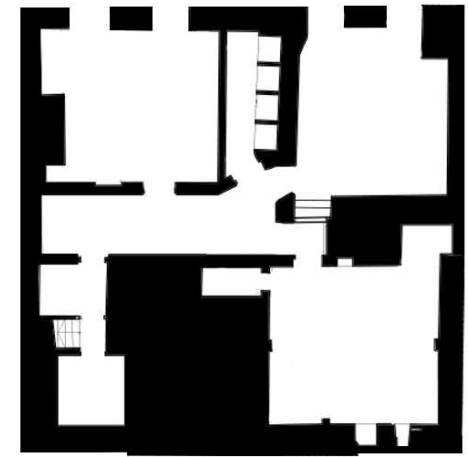
3.15 The entrance hall (G4) looking south



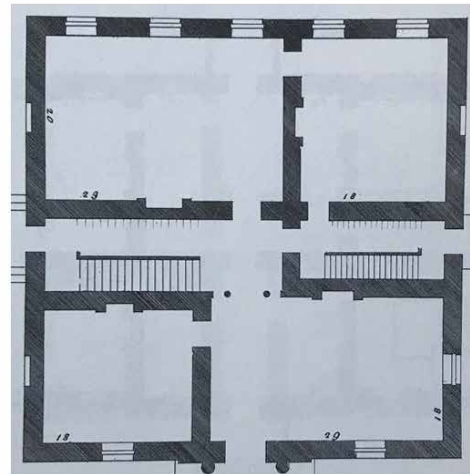
3.16 Square panelling in toilet in north east corner of the entrance hall (G5)



Ground



Basement



- Existing structure
- Possible 18th C plan form
- Later partition to be removed

Swan, A, 'A Collection of Designs in Architecture', 1757, Plate 4

3.17 A possible 18C layout of the ground and basement



3.18 View from the entrance hall along the corridor (G3) to the east (garden) facade



3.19 The northeast room (G1). Junction of later south partition wall with 18C east wall

3.3.3 First Floor

The first floor plan of the 18th century house appears to have been significantly altered, much of it probably at the time of the Edwardian extensions. **[Plate 3.20]**. There are two rooms which appear to have survived in something like their original form: the square rooms in the south west and north east corners (F1 and F4 respectively). The bedroom in the north west corner (F2) has been altered with the intrusion of the stair, a corridor and the addition of a small bathroom in the north west corner (F3). Recent opening up work in the bedroom (F2) involving temporary removal of panelling which has exposed timber framing with brick infill in the partition wall with the south west room (F1). There is also evidence of a timber frame in the west façade. **[Plates 3.21, 3.22 and 3.23]**. Further investigatory works could reveal more about the origins of the structure.

In the south east corner of the 18th century house are three small rooms, a bedroom and two bathrooms, which probably date from the Edwardian period. They are accessed by a corridor which leads to the two larger rooms (F8 and F9) in the Edwardian extension. **[Plate 3.24]**.

North of the 18th century house, in the Edwardian extension, is a large bedroom (F10) and two bathrooms, and a secondary stair. North of these is a sitting room and bedroom, which are not accessible from the main house, but have a separate stair from ground floor.



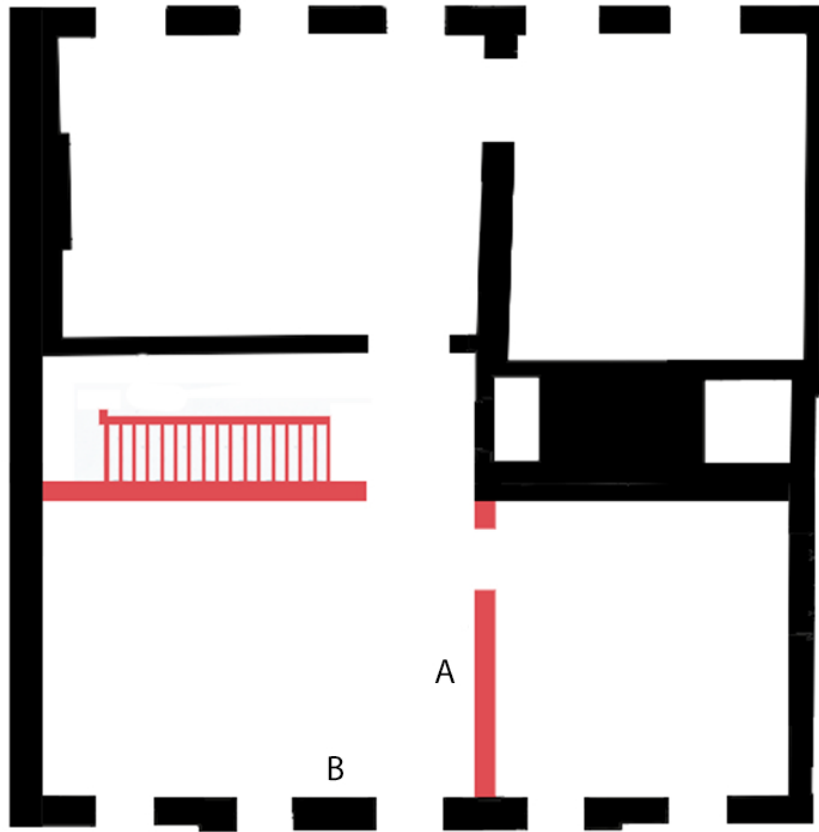
3.20 The first floor plan



3.21 The first floor north west room (F2) showing timber framing in south wall



3.22 Close up of the timber framing with brick infill (F2)



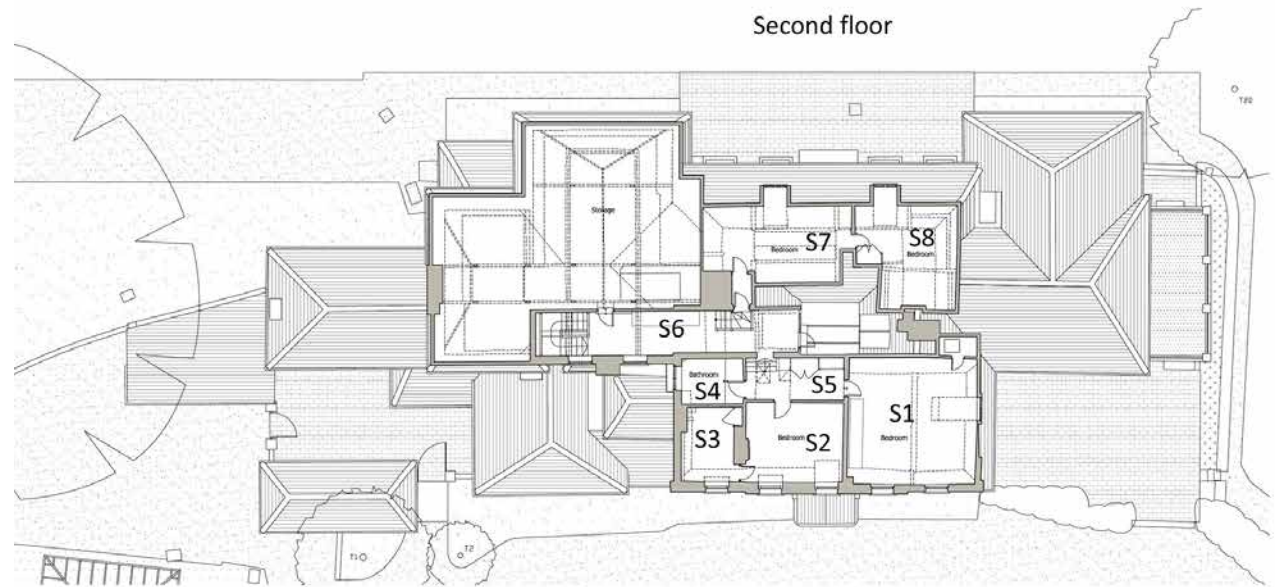
3.23 A possible arrangement of the first floor in the 18C. A and B are the locations of timber framing



3.24 First floor corridor to north west corner rooms. The door to bedroom F9 is at the end of the corridor

3.3.4 Second Floor

There are rooms in the hipped roof of the 18th century house. **[Plate 3.25]**. It is very likely that the layout of these rooms is largely 18th century in origin. On the west side are four rooms accessed from a short corridor (S5). On the east side are two rooms with windows overlooking the garden (S7 and S8). These two rooms appear to be in something like their original arrangement, and the 18th century structure of the roof is apparent. **[Plate 3.26 and 3.27]**. The rooms are accessed from a stair and corridor at the north end (S6) which are Edwardian. The large storage space within the roof above the northern Edwardian extension has been rebuilt following a recent fire and is modern.



3.25 *The second floor*

3.4 The 20th century interiors

The Edwardian interiors are found not only in the south and north wings but also within the main building, notably at first floor level on the east side. These rooms are Georgian in style, with deep Classical cornices, plain plaster walls and ceilings, large chimneypieces, panelled timber doors, and traditional, small pane, timber sash windows. The first floor corridor has similar characteristics. The 'oak' panelled room in the southwest corner at first floor level appears to feature oak veneered plywood and so is 20th century in origin, at least in part. These spaces are of moderate significance, and not as important as the 18th century rooms on the east side of the ground floor. [Plates 3.28, 3.29, 3.30 and 3.31].



3.26 The attic room on east side of the 18C house, looking south (S7)



3.27 The attic rooms on east side of the 18C house, looking north (S8). The door appears to be 17C



3.28 *The southern room at ground floor level (G7) looking east*



3.29 *The Edwardian corridor and stairs at first floor level looking south*



3.30 The 'oak' panelled room in the southwest corner at first floor level (F1)



3.31 The first floor bathroom on the east side (F6)

4.0 Assessment of Significance

4.1 Introduction

The purpose of this section is to provide an assessment of significance of the Manor House and Coach House, so that the proposals for change to the buildings are fully informed as to their significance and so that the effect of the proposals on that significance can be evaluated.

This assessment responds to the requirement of the National Planning Policy Framework to 'recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'. The NPPF defines significance as;

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological (potential to yield evidence about the past), architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.

4.2 Assessment of Significance

The significance of the Manor House has already been assessed by KM Heritage and Oxford Archaeology. Appendix 7 of the KM Heritage report includes coloured floor plans which categorise the significance as high, medium, low and no significance. A similar approach is adopted in this report and the conclusions are broadly similar to that of KM Heritage. However, there are some differences, most notably the significance of the roof structures and the attic rooms in the original 18th century house.

Our assessment of the significance of the building is as follows.

Of **high significance** are:

- The east and west facades of the 18th century core of the house; that is the five bay, double pile house.
- The structure and interior of the 18th century core, including the basement.
- The surviving 18th century interiors and the main staircase.
- The roofs of the 18th century core, including the attic rooms on the east side.

Of **moderate significance** are:

- The Edwardian extensions; the facades, roofs and the interiors.
- The facades and roofs of the 19th century northern extensions.

Of **neutral significance, neither contributing to or detracting** from the significance of the whole are:

- The interiors of the northern extensions – the kitchen and informal drawing room.
- The interiors of the 19th century northern extensions

5.0 Commentary on the Revised Proposals

5.1 Description of the Proposals and their Impact on the Listed Building and Conservation Area

This report deals with the heritage impacts of the proposed revisions to the scheme approved in 2020, as outlined in the drawings and Design and Access Statement by MAP Architecture and Paul Davis Architecture.

5.2 The Approved Scheme

The Richmond Borough Council Planning Report dated 7 February 2020 concluded that the impact on heritage assets was acceptable. It stated:

Overall the proposal respects the historic and established character of the building and Officers consider that the proposal would have a neutral impact on the setting of the listed buildings and within this part of the conservation area and the proposal is considered to respect the proportions and form of the host and adjacent buildings, and will not unduly dominate or detract from the character and appearance of the adjacent building. Subsequently and on balance, in terms of design the development is considered in accordance with the policies LP1, LP3, and LP11 of the Local Plan 2018 and the National Planning Policy Framework 2019.

5.2.1. External alterations and extensions

The approved works can be summarised as follows:

- New extensions at the northern end of the house, including a loggia on the east side, a family room at the north end, and a kitchen on the west side.
- New extension in the south west corner of the house to create a garden room.
- Coach House: Removal of canopy and reinstatement of ground floor façade.
- Erection of a garage, with bedrooms in the roof space, at the northern end of the Coach House.

5.2.2 Internal alterations

The approved works can be summarised as follows:

- Ground floor: Removal of the toilet (G5) in the entrance hall on the ground floor.
- Ground floor: Removal of part of the wall on the east side of the entrance hall (G4).
- Ground floor: Internal alterations to the northern wing, beyond the 18th century house.
- First floor: Removal of partition between rooms in the southeast corner (F6 and F7).
- First floor: Creation of a new door opening between rooms (F6 and F7).
- First floor: Install entrance screen in corridor leading to the master bedroom suite (F8 and F9) in the southern Edwardian extension.
- First floor: Install new chimneypieces (F1 and F4)

- Second floor: Subdivide the south west room (S1) to create a corridor leading to a new stair up to the roofspace in the south wing.
- Second floor: Remove partition wall in north west room (S3/S4) to create an ensuite bathroom.
- Coach house: Minor internal alterations to create a housekeepers flat at the south end.

5.3 Basement Level

5.3.1 The approved plans included the creation of an opening in the southwest corner (in B3) and an extension on the north side, under the Edwardian wing (north of B4). These works are no longer proposed so there will be less impact on the building at basement level. There are minor changes to the layout of the interior of the approved basement extension on the south side, but these have no impact on the listed building.

5.4 Ground Floor Level

5.4.1 Internal alterations to the entrance hall (G4)

The large open space of the existing entrance hall has evolved over the years and while it is part of the history of the building it is at odds with its original cellular 18th century plan form. The approved scheme includes the removal of the toilet in the northwest corner (G5) so that the existing Edwardian stair would be freestanding within the northern end of the entrance hall. The west side of the lower part of the stair is supported on the

east wall of the toilet, which is to be removed, and this would be replaced by a new balustrade to match the east side of the stair.

The approved scheme also removed the cupboard on the north side of the central chimney stack. This is now to be retained and the revised proposal involves the installation of a partition wall with central opening on what is almost certainly the 18th century partition between the south west room and the entrance hall (See plate 3.17). The partition had been removed by the end of the 19th century [Plate 5.1]. The proposed partition would restore the historic plan form and create an interior more befitting the 18th century house. This is a highly beneficial change which would enhance the significance of the interior.

The approved scheme also involved the creation of a new window opening in the southwest corner of the room. This is no longer proposed, thereby preserving more historic fabric. This is beneficial too.

5.4.2 Removal of south wall of northeast ground floor room (G1)

This partition was added when the corridor (G3) from the entrance hall to the garden front was created, as part of the Edwardian works. The approved scheme retained this arrangement. However, the 18th century room was almost certainly a rectangular space, and the revised proposal would recreate the original plan form by removing the partition. This change would restore the 18th century plan form of the room and the historic panelling on the north side of the existing partition would be reused on the south wall of the

restored room, which is where it was almost certainly located before the insertion of the corridor and the alterations to this room. This is a highly beneficial change which would enhance the significance of the interior.

5.4.3 Raising the roof of the small room north west of the 18th century house (G11).

In the approved proposals this room was to be accessed from the corridor at the eastern side of the entrance hall. It is now proposed to create an access directly from the entrance hall, with the floor level raised in the small room (G11) to match that in the hall. In order to get adequate height within the room it is necessary to raise the existing eaves level to match that of the extension immediately to the north.

This would have a small impact on the external appearance of the single storey extension. However, this would not harm the architectural relationship with the 18th century house to the south, or the later extension to the north. It would also be partly hidden by the large Yew tree. Its impact on the significance of the listed building would be negligible. [Plate 5.2].



5.1 Room G4 Looking North (OA)



5.2 West front with early 20 century extensions on the left

5.4.4 Redesign of the layout of the interiors in the northern and southern extensions building

It is proposed to revise the internal layouts of the new extensions at the north end of the building. Since these revisions only affect new construction there is no impact on the significance of the listed building and so the works are uncontentious and unharmed. They could be regarded as non-material amendments to the approved scheme. There are minor changes to the internal layout of the approved extension in the southwest corner (the Garden Room) but these will have no impact on the listed building.

5.5 First Floor Level

5.5.1 New stair up to rooms in the Edwardian roof space, in south east corner.

The approved scheme included the creation of new rooms within the roof space of the south Edwardian extension. In order to get access to these rooms the proposal involved installing a corridor in the southwest room at second floor level (S1) and a new stair in the southeast corner of the room, adjacent to the large chimney stack. This would be a rather complicated route up to these new rooms in the roof, and it is now clear that this stair would involve significant alterations to the roof structure which would be harmful to the significance of the 18th century house. The new stair would have required an alteration to the roof which would have been visible from the west side of the building. Therefore, an alternative proposal has been devised.

The revised proposal is to install a staircase, a straight flight, on the east side of the chimney stack, in the Edwardian corridor at first floor level. The approved scheme included significant alterations to this area, creating a dressing room in the southeast corner of the 18th century house and a lobby to the master bedroom and bathroom in the Edwardian extension.

The impact on the interior of the new stair is relatively minor and less harmful than the approved arrangement. The second floor 18th century room (S1) and hipped roof adjacent would be left intact. The revised stair proposals would only affect Edwardian fabric which would be altered considerably in the approved scheme. (See also 5.5.1 below).

This revised arrangement does not involve any external alterations to the roof, which is a further improvement on the approved scheme. Overall the revised proposals will be less harmful to significance than the approved works.

5.5.2 Relocate door in master bedroom (south east)

The approved scheme creates a new dressing room out of existing Edwardian rooms F6 and F7 in the southeast corner of the 18th century house. The existing bathroom (F5) becomes a dressing room too. Rooms F6 and F7 were historically one square room (as on the ground floor) and their amalgamation is beneficial to the significance of the interior. (see plate 3.21).

In the revised proposals the approved door between rooms F5 and F6 is relocated westwards, away from the east facade. This does involve the loss of some historic fabric in the partition wall, however, no more than in the approved scheme, just in a slightly different location.

5.6 Second Floor Level

5.6.1 New stair up to rooms in roof space, in south east corner (S1).

As mentioned in paragraph 5.5.1 above the revised proposals would omit the approved stair from the west side of the house. The existing historic arrangement would be retained. This is beneficial to the significance of the second floor level.

The revised stair would rise to the south of the southeast room (S8) and into the new room created within the Edwardian roof (Bedroom Suite 9). The location and design of the revised stair has been carefully designed in order to minimise its impact on the historic fabric. The historic rafters on the south side of the Georgian roof would not be affected. **[Plate 5.3]**. Full details of these works could be controlled by condition if listed building consent is granted.

5.6.2 Alterations beneath eaves

Elsewhere the footprint of areas used under the eaves was reduced in light of the existing roof structure. This would cause no harm to the significance of the listed building.



5.3 Rafters on the south side of the 18C roof, looking into the roof of the south Edwardian extension



5.4 View northwards showing the north end of the garages, where the approved extension will be (left)

5.7 The Coach House

- 5.7.1 Some changes to the approved internal layout of the building are proposed. These are minor variations to the approved scheme, such as relocating the proposed stair and toilets in the house keepers flat at the south end of the stables. These changes were introduced in order to avoid the removal of existing beams, and they will have no impact on the significance of the building.
- 5.7.2 In part of the ground floor existing fabric is retained that was removed in the approved scheme. This is a benefit of the proposals.
- 5.7.3 The approved scheme included double doors to the garages. These will be replaced with bi-fold doors which will improve access to the garages. When they are shut they will appear very similar to the approved doors. This results in no harm to the listed building. **[Plate 5.4]**.
- 5.7.4 The modern wall between the garages will be removed. This wall is not significant in terms of historic plan form or fabric and its removal would not harm the significance of the listed building.
- 5.7.5 To the north of the stables minor changes are proposed in the new areas of construction. These works would have no impact on the significance of the listed building.

5.8 Conclusion

This report has analysed the significance of the Manor House, Ham Street and assessed the impact of the proposed works on that significance. It is concluded that the proposals would ensure the beneficial long-term and optimum viable use of the building as a residence. The proposed revisions to the approved scheme are relatively minor and they have been sensitively designed so that they will not cause harm to the significance of the listed buildings or to the character and appearance of the Ham Conservation Area. Indeed many of the revisions are beneficial to the significance of the Manor House, including:

- The partial restoration of the historic plan form at ground floor level
- The omission of approved demolition and alteration works at ground floor level
- The relocation of the stair from first floor to the roof space to the centre of the plan
- The omission of alterations to the southwest corner of the second floor and roof associated with the new stair

The proposals would sustain the significance of the listed buildings and the conservation area in accordance with paragraph 197 of the National Planning Policy Framework. Moreover, it is concluded that the proposed works would preserve the special architectural and historic interest of the listed buildings and the character and appearance of the conservation area, in accordance with the statutory

duties set out in Sections 16, 66 and 72(l) of the Planning (Listed Buildings and Conservation Areas) Act 1990. The proposals also accord with policies LP 1: Local Character and Design Quality, LP 3: Designated Heritage Asset and policy HC1 Heritage Conservation and Growth of the London Plan.

Appendix I - Statutory List Description

Official list entry
Heritage Category: Listed Building
Grade: II*
List Entry Number: 1358099
Date first listed: 10-Jan-1950
Statutory Address 1:
MANOR HOUSE, HAM STREET

County: Greater London Authority
District: Richmond upon Thames (London Borough)
Parish: Non Civil Parish
National Grid Reference: TQ 17290 72605

Details

In the entry for HAM STREET 22/5 (east side)
Manor House The grade shall be amended to II*

1. 5028 HAM STREET (east side)
Manor House TQ 1772 22/5 10.1.50
II

2. Early to mid C18, 3-storey building with attic. Brown brick and red dressings. Principal part, 5 windows wide with pedimented entrance porch with Doric columns and pilasters: a modillion cornice with a pediment containing an oculus above the central 3-window bays. To the rear and extending either side modern or reconstructed wings designed in keeping with the principal part. Garden front door has a porch with bowed hood, possibly modern.

Listing NGR: TQ1729072605

Official list entry
Heritage Category: Listed Building
Grade: II
List Entry Number: 1080792
Date first listed: 02-Sep-1952
Statutory Address 1:
STABLES TO MANOR HOUSE, HAM STREET

County: Greater London Authority
District: Richmond upon Thames (London Borough)
Parish: Non Civil Parish
National Grid Reference: TQ 17266 72630

Details

1. 5028 HAM STREET (east side)
Stables to Manor House TQ 1772 22/29
II

2. Range of brick built parapeted 2-storey stables, set along Ham Street to north of house. Wing at either end projecting towards the house.
Listing NGR: TQ1726672630

Appendix II - Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

The Act is legislative basis for decision making on applications that relate to the historic environment.

Sections 16, 66 and 72(l) of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

[...] in considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Similarly, section 66 of the above Act states that:

In considering whether to grant permission for development which affects a listed building or its setting, the local planning authority, or as the case may be the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Similarly, section 72(l) of the above Act states that:

[...] with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

Local Policy - Richmond Local Plan (2018)

Policy LP 1: Local Character and Design Quality

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

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

1. compatibility with local character including the relationship to existing townscape, development patterns, views, local grain and frontages as well as scale, height, massing, density, landscaping, proportions, form, materials and detailing;
2. sustainable design and construction, including adaptability, subject to aesthetic considerations;

3. layout, siting and access, including making best use of land;
4. space between buildings, relationship of heights to widths and relationship to the public realm, heritage assets and natural features;
5. inclusive design, connectivity, permeability (as such gated developments will not be permitted), natural surveillance and orientation; and
6. suitability and compatibility of uses, taking account of any potential adverse impacts of the collocation of uses through the layout, design and management of the site.

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

Policy LP 3: Designated Heritage Asset

A. The Council will require development to conserve and, where possible, take opportunities to make a positive contribution to, the historic environment of the borough. Development proposals likely to adversely affect the significance of heritage assets will be assessed against the requirement to seek to avoid harm and the justification for the proposal. The significance (including the settings) of the borough's designated heritage assets, encompassing Conservation Areas, listed buildings, Scheduled

Monuments as well as the Registered Historic Parks and Gardens, will be conserved and enhanced by the following means:

1. Give great weight to the conservation of the heritage asset when considering the impact of a proposed development on the significance of the asset.
2. Resist the demolition in whole, or in part, of listed building. Consent for demolition of Grade II listed buildings will only be granted in exceptional circumstances and for Grade II* and Grade I listed buildings in wholly exceptional circumstances following a thorough assessment of the justification for the proposal and the significance of the asset.
3. Resist the change of use of listed buildings where their significance would be harmed, particularly where the current use contributes to the character of the surrounding area and to its sense of place.
4. Require the retention and preservation of the original structure, layout, architectural features, materials as well as later features of interest within listed buildings, and resist the removal or modification of features that are both internally and externally of architectural importance or that contribute to the significance of the asset.
5. Demolitions (in whole or in part), alterations, extensions and any other modifications to listed buildings should be based on an accurate

understanding of the significance of the heritage asset.

6. Require, where appropriate, the reinstatement of internal and external features of special architectural or historic significance within listed buildings, and the removal of internal and external features that harm the significance of the asset, commensurate with the extent of proposed development.
 7. Require the use of appropriate materials and techniques and strongly encourage any works or repairs to a designated heritage asset to be carried out in a correct, scholarly manner by appropriate specialists.
 8. Protect and enhance the borough's registered Historic Parks and Gardens by ensuring that proposals do not have an adverse effect on their significance, including their setting and/or views to and from the registered landscape.
 9. Protect Scheduled Monuments by ensuring proposals do not have an adverse impact on their significance.
- B. Resist substantial demolition in Conservation Areas and any changes that could harm heritage assets, unless it can be demonstrated that:

1. in the case of substantial harm or loss to the significance of the heritage asset, it is necessary to achieve substantial public benefits that outweigh that harm or loss;
 2. in the case of less than substantial harm to the significance of the heritage asset, that the public benefits, including securing the optimum viable use, outweigh that harm; or
- C. All proposals in Conservation Areas are required to preserve and, where possible, enhance the character or the appearance of the Conservation Area.
- D. Where there is evidence of intentional damage or deliberate neglect to a designated heritage asset, its current condition will not be taken into account in the decision-making process.
- E. Outline planning applications will not be accepted in Conservation Areas. The Council's Conservation Area Statements, and where available Conservation Area Studies, and/or Management Plans, will be used as a basis for assessing development proposals within, or where it would affect the setting of, Conservation Areas, together with other policy guidance, such as Village Planning Guidance SPDs.

Ham House Conservation Area : Note 23

Designation

Conservation area designated: 16.09.1975

Conservation area extended: 07.09.1982

Location OS Sheets: 1772, 1773

Ham House conservation area is focused on the estate of Ham House, situated on the South bank of the River Thames and contained by the settlements of Ham and Petersham to the South and East. It adjoins a number of other conservation areas to the North, East and South.

History and Development

Ham House (listed grade I and scheduled ancient monument) was first built in 1610 for Sir Thomas Vavasour and its formal gardens then laid out. The house was substantially altered in the later 17th century. At this time the house became renowned as the meeting place of the CABAL or the chief ministers to the Court of King Charles II. The gradual development of Ham Street dates from the 18th, 19th and 20th centuries. Here a number of fine 18th century houses were built benefiting from the picturesque setting and this prestigious location, also a number of modest cottages likely to have been built to house the staff of those larger houses. A large estate of houses and flats was built in the 1960s on former river meadows immediately to the West. This area is recognised as being of archaeological importance.

Character

The conservation area is focused on the remarkable Ham House and its estate, an exceptionally fine example of a 17th century country house and grounds in a distinctive rural setting by the River Thames. In recognition of the historical and scenic importance of Ham House, its grounds and riverside setting, this estate is listed grade II* on the Register of Historic Parks and Gardens. Ham House is highly visible from Richmond Hill and from both banks of the river. It is one of the strategic landmarks of the Borough and plays an important role as part of the wider formal landscape of Ham Common, Richmond Park and Twickenham riverside. This has been accentuated by 18th century landscape architects who have planted formal avenues to visually link Ham House with the surrounding landscape and landmark buildings such as Marble Hill. Ham House's relationship with the river is an intimate one with floodwater serving as a reminder of the continued dominance of the natural landscape in Ham. Ham Street runs North to South from the riverbank and Ham House to Ham Common. It contains an eclectic collection of buildings including a group of elegant 18th century listed mansions of The Manor House, Beaufort House and Newman House, with their enclosing high brick walls and mature gardens, and also a number of terraced cottages and alms houses on a smaller scale. Wiggins and Pointer Cottages is a secluded distinctive and largely unspoilt group of simple Victorian terraced cottages built off at right angles to the street. The resulting mix of styles and traditional materials gives texture and interest to this street. Those gaps between the houses and groups of houses provide glimpses

of the wider backdrop of trees and green space, a landscape setting which contributes to the distinctive rural character of this area.

Problems and Pressures

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

Opportunity for Enhancement

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

Regional Policy - The London Plan (March 2021)

In March 2021 the Mayor adopted The London Plan. This is operative as the Mayor's spatial development strategy and forms part of the development plan for Greater London. Policies pertaining to heritage include the following:

Policy HC1 Heritage Conservation and Growth

(C) Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (July 2021). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

Paragraph 7 of the Framework states that the purpose of the planning system is to 'contribute to the achievement of sustainable development' and

that, at a very high level, 'the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs'.

At paragraph 8, the document expands on this as follows:

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

and notes at paragraph 10:

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).

With regard to the significance of a heritage asset, the framework contains the following policies:

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

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 197 of the NPPF identifies the following criteria in relation to this:

the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

c) the desirability of new development making a positive contribution to local character and distinctiveness

With regard to applications seeking to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), paragraph 198 states that:

...local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal.

With regard to potential 'harm' to the significance designated heritage asset, in paragraph 199 the framework states the following:

...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.

The Framework goes on to state at paragraph 200 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. Substantial harm to or loss of:

a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Where a proposed development will lead to 'substantial harm' to or total loss of significance of a designated heritage asset paragraph 201 of the NPPF states that:

...local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

*a) the nature of the heritage asset prevents all reasonable uses of the site; and
b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

d) the harm or loss is outweighed by the benefit of bringing the site back into use

With regard to 'less than substantial harm' to the significance of a designated heritage asset, paragraph 202 of the NPPF states the following:

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

In terms of non-designated heritage assets, the NPPF states:

203. 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.

The Framework requires local planning authorities to look for opportunities for new development within conservation areas and world heritage sites and within the setting of heritage assets to enhance or better reveal their significance. Paragraph 206 states that:

... Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Concerning conservation areas and world heritage sites it states, in paragraph 207, that:

Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 200 or less than substantial harm under paragraph 201, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Concerning enabling development, it states, in paragraph 208, that local authorities should:

assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

National Planning Practice Guidance

The National Planning Practice Guidance (NPPG) was published on 23 July 2019 to support the National Planning Policy Framework (NPPF) and the planning system. It includes particular guidance on matters relating to protecting the historic environment in the section: Conserving and Enhancing the Historic Environment.

The relevant guidance is as follows:

Paragraph 2: What is meant by the conservation and enhancement of the historic environment?

Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in every day use and as yet undiscovered, undesignated buried remains of archaeological interest.

In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so for those kinds of sites, periodic changes may not be necessary, though on-going management remains important.

Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-making in respect of applications for planning permission and listed

building consent to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development. Heritage assets are either designated heritage assets or non-designated heritage assets.

Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified (noting that the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted), the aim then is to:

- capture and record the evidence of the asset's significance which is to be lost
- interpret its contribution to the understanding of our past; and
- make that publicly available (National Planning Policy Framework paragraph 199)

Paragraph 6: What is "significance"?

'Significance' in terms of heritage-related planning policy is defined in the Glossary of the National Planning Policy Framework as the value of a heritage asset to this and future generations because of its heritage interest. Significance derives not only from a heritage asset's physical presence, but also from its setting.

The National Planning Policy Framework definition further states that in the planning context heritage interest may be archaeological, architectural, artistic or historic. This can be interpreted as follows:

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

In legislation and designation criteria, the terms 'special architectural or historic interest' of a listed building and the 'national importance' of a scheduled monument are used to describe all or part of what, in planning terms, is referred to as the identified heritage asset's significance.

Paragraph 7: Why is 'significance' important in decision-taking?

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.

Paragraph 13: What is the setting of a heritage asset and how should it be taken into account?

The setting of a heritage asset is defined in the Glossary of the National Planning Policy Framework.

All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent.

The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in

close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time.

When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.

Paragraph 15: What is the optimum viable use for a heritage asset and how is it taken into account in planning decisions?

The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation.

By their nature, some heritage assets have limited or even no economic end use. A scheduled monument in a rural area may preclude any use of the land other

than as a pasture, whereas a listed building may potentially have a variety of alternative uses such as residential, commercial and leisure.

In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

It is important that any use is viable, not just for the owner, but also for the future conservation of the asset: a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes. The optimum viable use may not necessarily be the most economically viable one. Nor need it be the original use. However, if from a conservation point of view there is no real difference between alternative economically viable uses, then the choice of use is a decision for the owner, subject of course to obtaining any necessary consents.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, and provided the harm is minimised. The policy on

addressing substantial and less than substantial harm is set out in paragraphs 199-203 of the National Planning Policy Framework.

Paragraph 18: How can the possibility of harm to a heritage asset be assessed?

What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting.

Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (paragraphs 199-203) apply. Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.

Whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the

adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings' significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting.

The National Planning Policy Framework confirms 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). It also makes clear that any harm to a designated heritage asset requires clear and convincing justification and sets out certain assets in respect of which harm should be exceptional/wholly exceptional (see National Planning Policy Framework, paragraph 200).

Paragraph 20: What is meant by the term public benefits?

The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal.

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

Examples of heritage benefits may include:

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

Other Relevant Policy Documents

Historic England: Historic Environment Good Practice Advice in Planning (March 2015)

Historic England: Conservation Principles and Assessment (2008)

