

# Heritage Statement

## 64 The Green, Twickenham TW2 5AG

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**Written by:** Ignus Froneman B Arch Stud ACIfA IHBC      **Date:** 02 Sept 2024  
**On behalf of:** Elstree Land Ltd      **Ref:** 0458

### 1.0 INTRODUCTION

- 1.1 This Heritage Statement has been prepared by Ignus Froneman, Director at Cogent Heritage, in consultation with the Applicant (Elstree Land Ltd), Avison Young and DHA Architecture. The Heritage Statement supports a planning application submission for the change of the existing building to residential, partial retention of the buildings on May Road, and the redevelopment of the remainder of the application site.
- 1.2 The author of this report is a qualified heritage consultant with over 20 years of experience in the historic environment. This includes regular appearances as an expert witness at public inquiries, on behalf of both appellants, public bodies and local planning authorities.

#### Purpose of the report, site inspection and research

- 1.3 The Heritage Statement assesses the effects of the proposed development on the heritage significance of the relevant heritage assets (see below). The assessment **accords with Historic England’s guidance on heritage assessments, *Statement of Heritage Significance: Analysing Significance in Heritage Assets*** (Historic England Advice Note 12, October 2019). The assessment was carried out to a proportionate degree of detail, in accordance with paragraph 200 of the National Planning Policy Framework.
- 1.4 The Heritage Statement was informed by a site visit, in June 2024, and documentary research. Photos were taken on the site visit, including drone photography. A selection of these has been included to illustrate the report; they have not been altered, aside from cropping or annotation.
- 1.5 The purpose of the documentary research was to establish information about the history and evolution of the application site and its context. This is intended to be informative, but it is not intended to be comprehensive/exhaustive, and it is therefore possible that other sources of information relating to the application site and its context exist.

## Heritage assets

1.6 The subject property is unlisted, but falls within the Twickenham Green Conservation Area in Twickenham. The building is a Building of Townscape Merit (BTM), as are other buildings fronting The Green. There are no listed buildings nearby, the setting of which would be affected by the proposed development<sup>1</sup>, and there are no other designated heritage assets that could be affected by the proposed development (this was confirmed in pre-application advice on a previous proposal for the application site, see below).

## Pre-application advice

1.7 Pre-application advice was provided on a previous proposal for a two storey side extension to the existing corner building (ref: 23/P0294/PREAPP, dated 18 March 2024).

The previous advice included the following comments:

- i. To the rear, along May Road are a series of attached structures of brick construction and some timber. These elements have the potential to yield further information regarding the use of the site, being shown in early OS maps of the area, along with the principal building to the Green. Further research is needed on the origins of these buildings as part of any future application, but regardless, they are of local architectural and historic interest, representing the development of the Green in the early 19th century, and are of a simple design and form to compliment the architecture of both May Road and The Green.
- ii. The proposed "infill development" is considered to poorly relate and fails to be subservient to the BTM. While the infill dwelling is lower in height than the neighbours to the west to create a 'step' toward the BTM front The Green, it is taller than the BTM, and therefore not subservient.
- iii. It should not dominate the existing BTM and should be subservient in scale and appearance.
- iv. The proposal occupies the full width and depth of the open space next to the BTM eliminating any meaningful gap between the BTM and adjacent buildings. It also erodes any legibility of the 'yard,' which has never been developed, although it is acknowledged that the reading of this space can be difficult, particularly given its current use as a drive. Development, which would result in the significant reduction of existing important space between the BTM and the neighbouring buildings is not acceptable.

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<sup>1</sup> The closest listed buildings are three K6 telephone kiosks, one at each corner of The Green, and the Holy Trinity Church to the south.

- v. The proposal would infill a significant gap and conceals the 'workshop' type buildings in views from the Green.

1.8 The previous pre-application advice is referred to where relevant.

#### Legislation and policy summary

1.9 The section below summarises the key provisions of s.66 & s.72 of the Planning Listed Buildings and Conservation Areas Act 1990, the National Planning Policy Framework and the Development Plan policies.

1.10 Legislation: Legislation relating to listed buildings and conservation areas is contained in the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act). Section 66(1) of the Act sets out the statutory duty in relation to development affecting the setting of listed buildings (which is not relevant in this case) and section 72(1) sets out the statutory duty in relation to any buildings or other land in a conservation area.

1.11 It is a well-established concept in case law that **'preserving'** means **doing no harm for the purposes of the 1990 Act. The Court of Appeal's decision in *Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council* [2014] (EWCA Civ 137) established that, having 'special regard' to the desirability of preserving the setting of a listed building under s.66, involves more than merely giving weight to those matters in the planning balance. There is a strong statutory presumption against granting planning permission for any development which would fail to preserve a listed building or its setting (and the same for conservation areas). In cases where a proposed development would harm a listed building or its setting (or a conservation area), the Barnwell decision has established that the duty in s.66 of the Act requires these must be given "considerable importance and weight".**

1.12 The key legal principles established in case law are:

- i. **'Preserving' for the purposes of the s.66 and s.72 duties means 'to do no harm'<sup>2</sup>.**
- ii. **The desirability of preserving the setting of a listed building, or the character or appearance of a conservation area must be given 'considerable importance and weight'<sup>3</sup>.**

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<sup>2</sup> *South Lakeland District Council v Secretary of State for the Environment* [1992] 2 AC 141 per Lord Bridge at p.146E-G in particular (obiter but highly persuasive).

<sup>3</sup> *Bath Society v Secretary of State* [1991] 1 WLR 1303, at 1319 per Glidewell LJ and *East Northamptonshire DC v SSCLG* [2014 EWCA Civ 137] (*Barnwell Manor*), at [22-29] per Sullivan LJ.

- iii. The effect of NPPF paragraphs 205-208 is to impose, by policy, a duty regarding the setting of a conservation area that is materially identical to the statutory duty pursuant to s.66(1) regarding the setting of a listed building (and s.72 in relation to the character and appearance of a conservation area)<sup>4</sup>.
- iv. **NPPF paragraph 208 appears as part of a 'fasciculus' of paragraphs, which lay down an approach corresponding with the s.66(1) duty (and similarly the s.72 duty)<sup>5</sup>.**
- v. If harm would be caused, then the case must be made for permitting the development in question, and the sequential test in paragraphs 206-208 of the NPPF sets out how that is to be done. If that is done with clarity, then approval following paragraph 208 is justified. No further step or process of justification is necessary<sup>6</sup>.
- vi. In cases where there may be both harm and benefits, in heritage terms, great weight has to be given to the conservation and enhancement of a listed building, and its setting, and the preservation and enhancement of a conservation area. It is, however, possible to find that the benefits to the same heritage assets may be far more significant than the harm<sup>7</sup>.
- vii. An impact is not to be equated with harm; there can be an impact which is neutral (or indeed positive)<sup>8</sup>.

1.13 The National Planning Policy Framework: Section 16 of the revised (December 2023) National Planning Policy Framework (the NPPF) deals with conserving and enhancing the historic environment, in paragraphs 195 to 214. Paragraph 195 of the NPPF states that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance.

1.14 According to paragraph 200, applicants should 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.

1.15 According to paragraph 205, which applies specifically to designated heritage assets, **great weight should be given to a heritage asset's conservation (the more important the**

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<sup>4</sup> *Jones v Mordue* [2015] EWCA Civ. 1243 per Sales LJ [at 28].

<sup>5</sup> *Jones v Mordue* [at 28] per Sales LJ.

<sup>6</sup> *R (Pugh) v Secretary of State for Communities and Local Government* [2015] EWHC 3 (Admin) as per Gilbert J [at 53].

<sup>7</sup> *R (Safe Rottingdean Ltd) v Brighton and Hove CC* [2019] EWHC 2632 (Admin) as per Sir Duncan Ouseley [at 99].

<sup>8</sup> *Pagham Parish Council v Arun District Council* [2019] EWHC 1721 (Admin) (04 July 2019), as per Andrews, J DBE [at 38].



asset, the greater the weight should be). This reflects the provisions of the 1990 Act in that it applies irrespective of whether it involves total loss, substantial harm, or less than substantial harm to significance.

- 1.16 Paragraph 206 states that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. It then deals with substantial harm to, or total loss of significance of, different types of designated heritage assets. Paragraph 207 continues on the subject of substantial harm.
- 1.17 Paragraph 208, on the other hand, deals with less than substantial harm. Harm in this category should be weighed against the public benefits of the proposal. The National **Planning Practice Guidance (NPPG)** describes public benefits as "*anything that delivers economic, social or environmental progress*".
- 1.18 Paragraph 209 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 affect non-designated heritage assets, a balanced judgement will be required, having regard to:
  - i. the scale of any harm or loss; and
  - ii. the (relative level of) significance of the heritage asset.
- 1.19 The Development Plan is the London Plan (2021) and **the policies of Richmond's Adopted Local Plan (Review 2015-18)**.
- 1.20 The London Plan: The London Plan 2021 deals with Design at Chapter 3. Policy D4 deals with delivering good design and states that the design of development proposals should be thoroughly scrutinised by borough planning, urban design, and conservation officers, utilising appropriate analytical tools. The design quality of development should be retained through to completion by, amongst others, ensuring maximum detail appropriate for the design stage is provided.
- 1.21 **Policy HC1, entitled "Heritage conservation and growth" is the most relevant of the policies in Chapter 7.** Parts A and B of the policy deals with strategic considerations/requirements and these are not relevant to determining planning applications.
- 1.22 Part C deals with development proposals affecting heritage assets, and their settings. This part of Policy HC1 requires development proposals to conserve the significance of **heritage assets, by being sympathetic to the assets' significance and appreciation** within

their surroundings. The policy also requires the cumulative impacts of incremental change from development on heritage assets and their settings to be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early in the design process.

- 1.23 Policy LP 3 (Designated Heritage Assets) of **Richmond's Adopted Local Plan** requires development to conserve and, where possible, take opportunities to enhance the significance (including the settings) of the borough's designated heritage assets. 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.
- 1.24 Policy LP 4 deals with Non-Designated Heritage Assets. According to this policy, 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.

## 2.0 ASSESSMENT OF SIGNIFICANCE AND CONTRIBUTION

### Historic background overview

- 2.1 The pre-application advice described 64 The Green as an early-to mid C19 building with potential earlier origins. The rear elements, along May Road, were described as a series of attached structures of brick construction, and some timber. They were said to appear to be 'particularly historic' and have the potential to yield further information regarding the age and use of the site. It was stated that further research was needed about the origins of the building.
- 2.2 The *Twickenham Green Conservation Area Appraisal* ( the 'Appraisal' hereafter) highlights that development around the common began in the C18. The 1813 Twickenham Enclosure Act, followed by the 1818 Twickenham Enclosure Award, gave rise to the Green in its present, triangular form. The 3.5 acres of land were initially awarded to the Workhouse, and the rest was set aside to compensate the parishioners who had relied upon it for grazing and fuel, with a physical division between the two. The enclosure was followed by building both around the Green, and on the remainder of the Common to the west of the Green. Between 1821 and 1841, the number of houses in the parish grew from 740 to over 1000, and communication with London was improved by an hourly coach service. The railway arrived in 1848, stimulating further development.

- 2.3 In 1860, the charity that owned the freehold to both parcels of land forming the Green sold it to Twickenham Town Council for use as a public recreation ground. In October 1872, authorisation was given for the purchase of new trees around the Green.
- 2.4 The earliest sourced record of the site is the Enclosure Map of 1818 (Fig 1). The application site is located on the southern part of the parcel of land numbered 280. This land was owned by Thomas Stirling, with the road to the east (now May Road) known at that time as 'Stirling's Road'. **There were no buildings recorded on the site at that time** (buildings to the north are clearly recorded and shown in red on the map).



Fig 1: An extract of the Enclosure Map of 1818. The parcel of land numbered 280, owned by Thomas Stirling, is outlined in a dotted black line. © Richmond Local Studies Library

- 2.5 Land tax records indicate that, in 1825, Stirling was leasing a building on the site to James Baldry, with directories later noting that Baldry was a grocer, who lived in the building until his death in 1844. Between the late 1840s and late 1880s, it was occupied

by grocers Francis Freshwater & Son. It is not known whether the building in which Baldry lived and operated his business from is the present building, or whether it was **replaced after Baldry's death**, for the new business. The 1845 tithe map (Fig 2) shows **Sterling's plot the same as on the Enclosure Map of 1818, but by now** the corner building on the application site stood as a standalone house. The map records non-residential buildings in grey, but there were no such buildings behind the corner building on May Road. These structures therefore post-date the corner house.

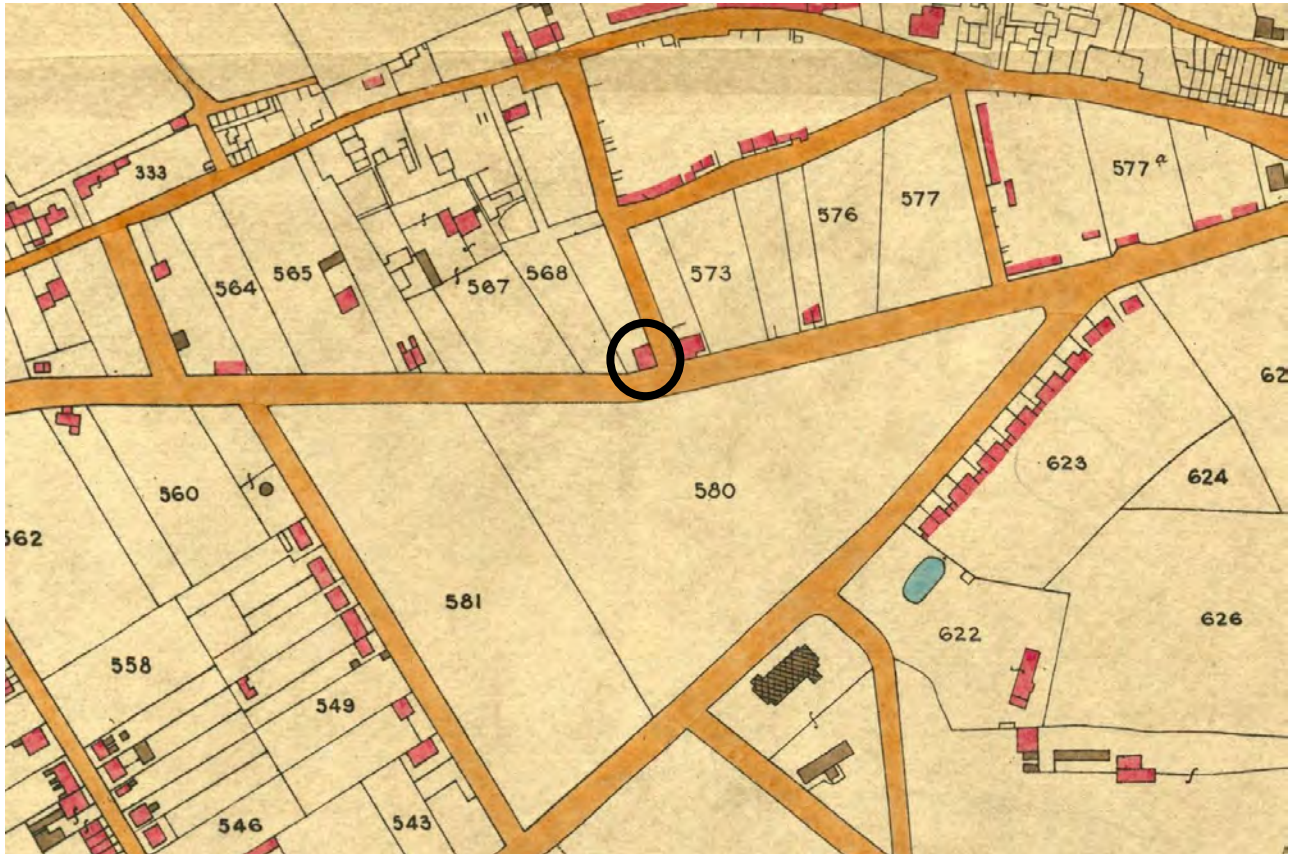


Fig 2: An extract of the 1845 tithe map with the corner building on the application site encircled in black. © Genealogy

2.6 The 1849 map showing the 'Locality of Trinity Church Twickenham' (Fig 3, it is also included in the Twickenham Green Conservation Area Appraisal), shows the corner building on the application site, although the top of the map is cut off and it is not possible to tell whether there were buildings to the north. When comparing the 1849 map with the tithe map, it can be seen that the buildings on the 1849 map are not very accurately depicted, with the buildings footprints apparently more generally representative of built form, than accurate depictions of the outlines of the actual buildings.





Fig 3: An extract of the 1849 map of the 'Locality of Trinity Church Twickenham' with the corner building on the application site encircled in black. © Richmond Local Studies Library

2.7 The next sourced map in the sequence, the 1865 Ordinance Survey map (Fig 4), shows a northern range attached to the corner house, with an irregular footprint. May Road by this time was 'Chamberlain Road'. Given that, between the late 1840s and late 1880s the application site was occupied by grocers Francis Freshwater & Son, the buildings to the rear must have been added in the c. mid C19 and they must have been **used in connection with the grocers' business**, most likely as storage or stock rooms, perhaps with some kind of frontage to May Road.



Fig 4: An extract of the 1865 Ordnance Survey map.

2.8 The 1896 Ordinance Survey map (Fig 5) shows the northern range divided into three units, the northernmost of which appears to have had its own rear plot, and 'closet wing' type rear projections.



Fig 5: An extract of the 1896 Ordinance Survey map.

2.9 The 1910 Lloyd George Domesday Survey map (Fig 6) records the application site similarly, with the plot taking in the current application site. The plot was recorded as 'House & Premises'.

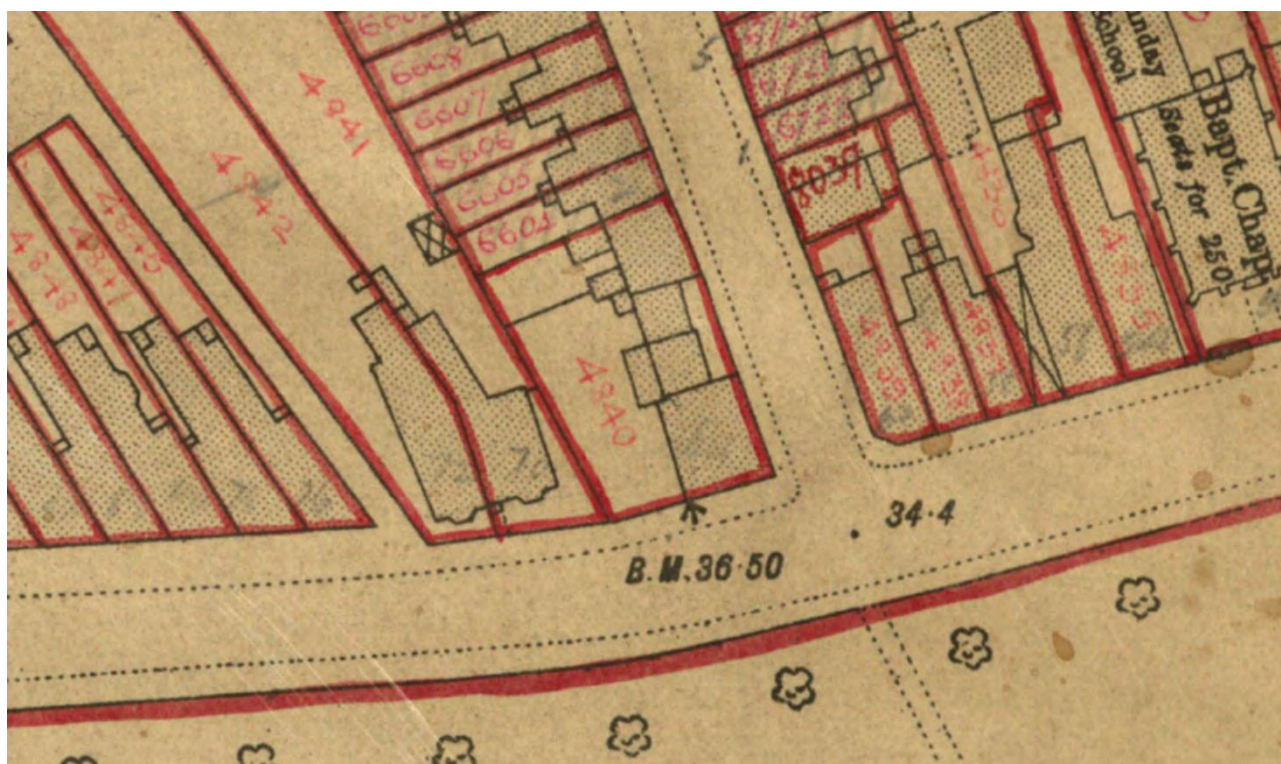


Fig 6: An extract of the 1845 tithe map with the corner building of the application site encircled in black.



2.10 Various early C20 photos and postcards of The Green, and the development along the edges of The Green, have been sourced. However, none of these show the application site and they have not been reproduced (many also appear in the Twickenham Green Conservation Area Appraisal). The 1934 Ordnance Survey map (not reproduced) shows a structure behind the northernmost building, and this can be seen on an aerial photo of (Fig 7).



Fig 7: An extract of a 1947 aerial photo. © Historic England raf\_cpe\_uk\_2112\_v\_5339

2.11 The 1959/61 Ordnance Survey map (Fig 8) shows the northern range amalgamated with the house, and with a reduced footprint, compared with the aerial photo.

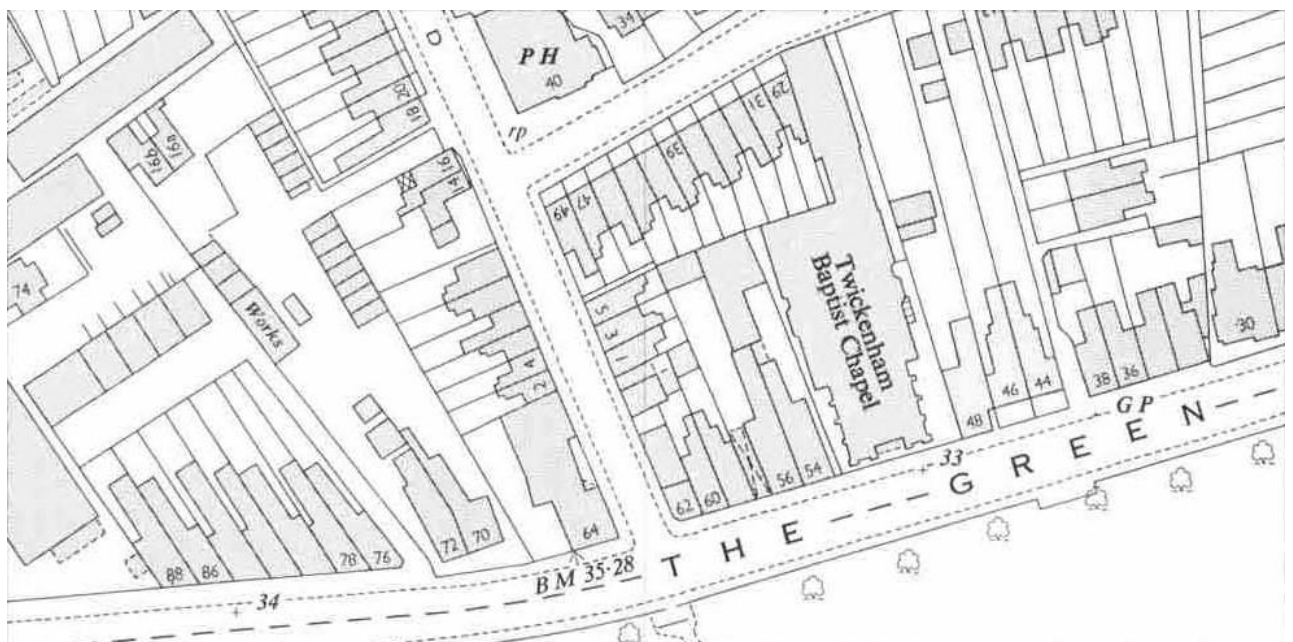


Fig 8: An extract of the 1959/61 Ordnance Survey map.

2.12 The London Metropolitan Museum holds a photo of the Green, taken in 1968 (Fig 9) and in which 64 The Green is just out of view on the left side.



Fig 9: An extract of a photo of the Green, taken in 1968. © London Metropolitan Museum

2.13 In the late C20 the buildings were used for artistic/stage set production by the company J G Pemberton Ltd. Richmond Local Studies Library has a poor quality photo of 64 The Green, taken in 1982 (Fig 10). The setback area of the application site on May Road was fenced at that time, and the eastern elevation of the corner building was fitted with a large billboard.





Fig 10: An extract of a photo of 64 The Green, taken in 1982. © Richmond Local Studies Library

2.14 The building is similarly recorded on photos of 1987 and 1989, held at the Richmond Local Studies Library (Figs 11 & 12). At that time the corner building still had the stub of a chimneystack on the east, which explains the absence of windows on the elevation.



Fig 11: An extract of a photo of 64 The Green, taken in 1987. © Richmond Local Studies Library





Fig 12: An extract of a photo looking up May Road, with 64 The Green on the left, taken in 1989. © Richmond Local Studies Library

2.15 Another photo of 1994 shows the corner building being used as a shop (Fig 13).



Fig 13: An extract of a 1994 photo of 64 The Green in use as a shop. © Richmond Local Studies Library

## The Twickenham Green Conservation Area Appraisal

- 2.16 There is both an old *Conservation Area Study* (1992) and the more recent online Appraisal for Twickenham Green (undated, but with the site visits undertaken in September 2022). The more recent online Appraisal is briefly considered below.
- 2.17 Under the heading 'Setting and Topography' the Appraisal notes that the Green is "*anchored by prominent buildings/structures at each corner*" and that these also serve as focal points in views along the roads and looking both in to, and out from the Green. It goes on to state that the level topography allows for long views across the Green, which make "*an important contribution to the character of the Conservation Area*".
- 2.18 Under the heading 'Townscape' the Appraisal states:  
*"The Green is enclosed by a diverse collection of fine buildings ranging in date from the early 19th century to the 21st century. The varied facades, materials, and roofscape of these buildings adds great interest to the area and provides an important townscape and encircling skyline to The Green. It also demonstrates the changing nature of the area from a predominantly rural one to a more residential area subsumed into wider development around Twickenham [emphasis added]."*
- 2.19 It is clear from the above that the variety in the buildings seen from the Green is a strength, not a weakness in the conservation area. The Appraisal is also very clear that this includes C21 development. Aside from the dates of the buildings, the variety in **facades, materials, and roofscape adds "great interest" and provides "an important townscape"**. These are, again, quite clearly very positive attributes. The Appraisal is clear that the evidence of the changes to the area (i.e. the 'changing nature of the area') is very much part of the character of the Green. These are, obviously, important aspects to keep in mind when considering the impacts of further change when seen from the Green.
- 2.20 The Appraisal highlights the Holy Trinity Church, Twickenham Baptist Church, and Twickenham Congregational Church as 'key buildings', each marking a side of the Green and dominating both the immediate streetscape and wider views across the Green.
- 2.21 Still under the same heading (i.e. 'Townscape') the Appraisal notes how the northern side of the Green (i.e. the street named 'The Green') is more varied, and includes residential, retail, and industrial uses. It goes on to state:  
*"Beyond the industrial estate [this must be to the east of the industrial estate, given that the conservation area terminates a short distance to the west of it], the townscape*

*is continuous, with a higher building density and a common building line. While the character of these buildings is varied, they are generally of a larger two/three storey scale than those on First Cross Road. Materials are predominantly stock brick and render, with slate roofs. The wide variation in architectural styles demonstrates the more piecemeal development of this side of The Green, with short parades of shops and red brick statement buildings such as Twickenham Baptist Church, and 28 & 30 The Green [emphasis added]."*

2.22 On the subject of townscape, the Appraisal concludes that there is a good quality historic townscape surrounding the Green, which has been built up gradually. The "*collection of distinct architectural styles*" **is noted**, but the phases of development are described as fitting well together and combining to create a townscape of strong historic interest.

2.23 **Under the heading 'Spatial Analysis' the Appraisal** notes of the north side of the Green (all emphasis added):

*"This northern side of The Green is densely developed, with little space between the individual buildings/parades of shops. As these buildings sit hard up against the pavement, the road does not create a significant spatial barrier between the buildings and The Green, which allows for a close visual relationship between the two. The historic streetscape opens out towards the north-western end of The Green due to the industrial estate."*

2.24 The cottages on May Road and Albion Road **are noted to** "*sit tight in their plots, with little, or no front gardens*".

2.25 **Under the heading 'Views' the Appraisal** highlights the views into, across, and out from the Green are an important part of the character of the conservation area. The Appraisal highlights that the view looking south from May Road towards the Green and the Holy Trinity Church has been identified as an important local view in the draft Local Views Supplementary Planning Document. This view is illustrated in the Appraisal with a photo (Figure 14: View looking south from the bottom of May Road across The Green to Holy Trinity Church). The photo from the Appraisal is replicated below, incidentally also Fig 14 in this report:





Fig 14: An extract of the photo at Figure 14 of the Appraisal, entitled "View looking south from the bottom of May Road across The Green to Holy Trinity Church." © London Borough of Richmond

- 2.26 The north side of the Green is then discussed under the heading “*The Green North*”. The paragraph in which the application site is discussed is quoted below:
- “Both nos. 70 & 72, and no. 64 have mid-19th century origins and are some of the oldest buildings on the north side of The Green. Situated between two three storey parades of shops, they are more modest in scale than the surrounding red-brick buildings. Nos. 70 & 72 have had an uneven pattern of render applied, and the hardstanding to the front creates a poor setting. No.64 has retained it [sic] more generous original plot, with outbuildings to the rear along May Road. These outbuildings represent the early 19th century development of the Green and form part of the former industrial character of this part of the Conservation Area. While less architecturally elaborate than the main building fronting the Green, they maintain a traditional character which contributes positively to the overall character of the Conservation Area [emphasis added].”*
- 2.27 In light of the historic background section above, the following can be noted of the buildings to the north of 64 The Green:
- i. The buildings do not represent the early C19 development of the Green. They were added in the latter half of the C19.
  - ii. They were not former industrial buildings. They were built in association of the use of the site by the grocers Francis Freshwater & Son.
  - iii. The buildings have been at least partially rebuilt, and modified with modern windows, on May Road. What can be seen of these from the south are the largely modern additions, under mostly asbestos corrugated sheet roofs. Whilst the pantile roofs and piecemeal arrangement on May Road can be said to maintain something of a traditional character, that description is not entirely appropriate or reflective of the actual buildings, or what can be seen on The Green.
- 2.28 The Appraisal notes, under the discussion of Albion Road and May Road that the north-south routes contribute to the setting of the space and also allow important views through on to the Green. May Road is noted to be particularly important in this respect, **by “offering long views looking south down the road across The Green towards Holy Trinity Church.”** It is noted to be comprised of mid-late C19 cottages on narrow plots. The terrace closest to the Green **is noted to be “hard up against the pavement, resulting in a narrow road”**.
- 2.29 Under the discussion of the Green itself, the Appraisal notes that the Green is the remnant of the extensive 175 acre Common, which once formed part of Hounslow Heath. Since the 1818 Enclosure, it has evolved into an important area of public open space. It is described as a large triangular shaped area of open space bordered with

mature trees. It is bisected by the path running north-south from opposite May Road to opposite Holy Trinity Church. The lack of planting or structures in the middle contributes to the wide, open character of the Green, which “offers respite from the densely developed residential areas to the north, west, and south” and the busy Heath Road to the east. The buildings surrounding The Green are noted to be set back due to the trees and roads, but the “comparatively narrow First Cross Road means that these buildings enjoy a more intimate connection with The Green and are a remnant of the more rural historic character of the area.” The Holy Trinity Church, and Twickenham Baptist Church are **noted to be** “highly prominent in views looking out from the centre of The Green”.

- 2.30 **As a conclusion, the ‘Summary of Special Interest’ in the Appraisal provides a concise summary of the significance of the conservation area:**

*“The Twickenham Green Conservation Area contains some of the oldest development in the area outside Twickenham town centre. It was one of the first areas to be developed away from the riverside, following Enclosure in 1813 and constitutes a mix of modest early 19th century cottages, mid-19th century houses, and later 19th/early 20th century larger red brick houses and parades of shops. The Green is a prominent area of open space and a remnant of the once extensive Hounslow Heath. Its shape has defined development along the three sides, and its open, verdant nature has helped to maintain the semi-rural historic character of the area. The long views across the Green and the domestic scale of the townscape, unbroken by taller modern development, allow appreciation of its historic form and add greatly to the area’s significance. These buildings reflect the growth of the area and development from a rural area to being subsumed into Twickenham as a whole. Relatively little change has occurred in the built environment since the early 20th century, with only a small amount of modern development, most notably the industrial estate.”*

## **THE BUILDINGS ON THE APPLICATION SITE**

- 2.31 The buildings on the application site are first shown on the un-annotated aerial photos (Photos 1, 3 & 5), and then individual components are identified in different colours on the second series of aerial photos (Photos 2, 4 & 6). This is how the buildings are referred to henceforth.





Photo 1: A vertical aerial photo of the application site (the site and buildings outlined in a dotted red line).





Photo 2: An annotated version of the vertical aerial photo of the application site (the site and buildings outlined in a dotted red line):

1. In red, at the bottom (south), is the early C19 corner house, originally probably L-shaped and with a later two storey catslide infill on the east, to May Road.
2. To the north of it, in orange, a heavily altered/rebuilt mid-late C19 two storey extension with a rear catslide roof to the west.
3. To the north of it, in green, a small, heavily altered and partially rebuilt mid-late C19 single storey extension with the rear roof reconfigured to create additional space for the internally inserted mezzanine.
4. To the north of it, in purple, a partially rebuilt mid-late C19 two storey extension with a the rear roofslope in a corrugated sheet cladding.
5. In blue, to the NW of the application site, modern poor quality concrete 'breeze' block and corrugated sheet roof lean-to structures or 'workshops'.





Photo 3: An oblique aerial photo of the application site from the east.

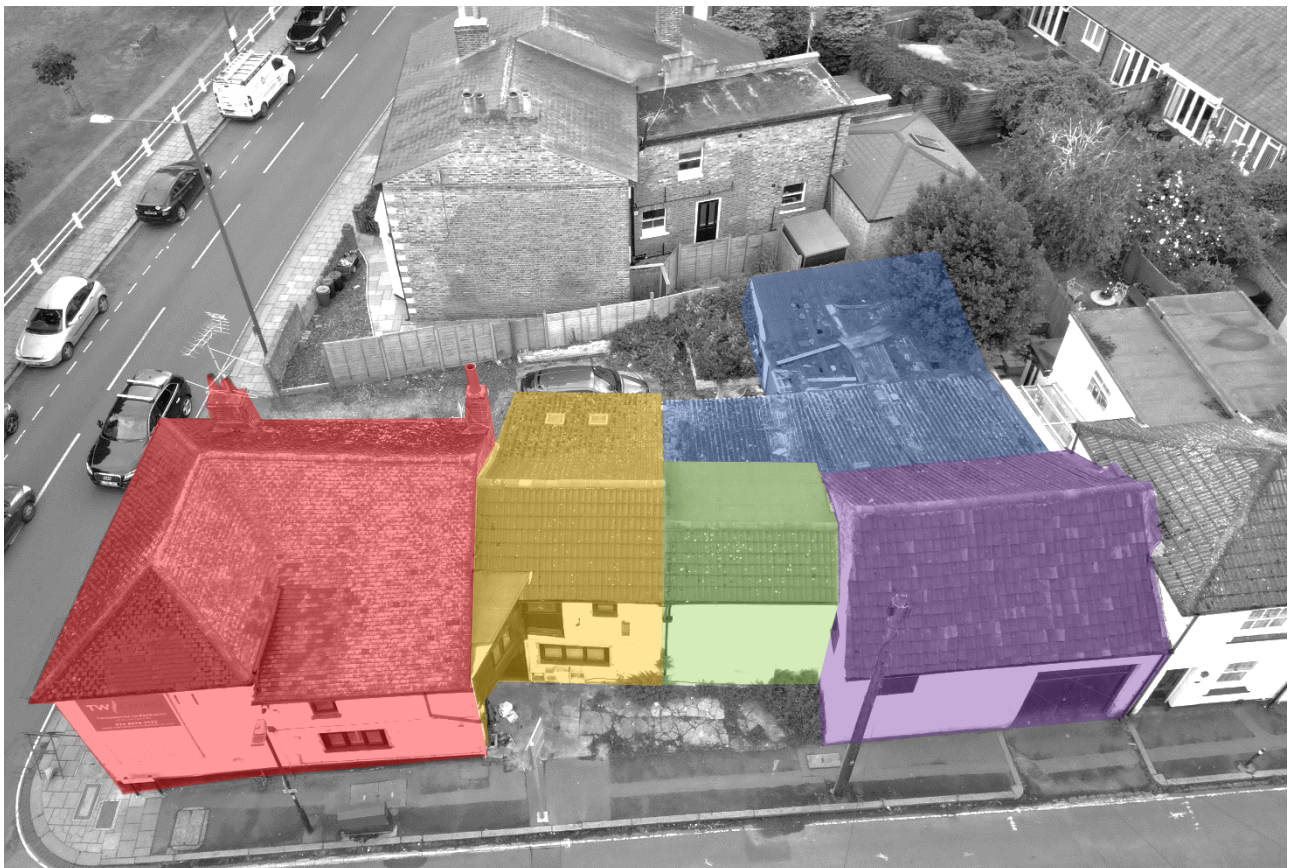


Photo 4: An annotated version of the aerial photo, using the same colour scheme as above of the application site.





Photo 5: An oblique aerial photo of the application site from the west.

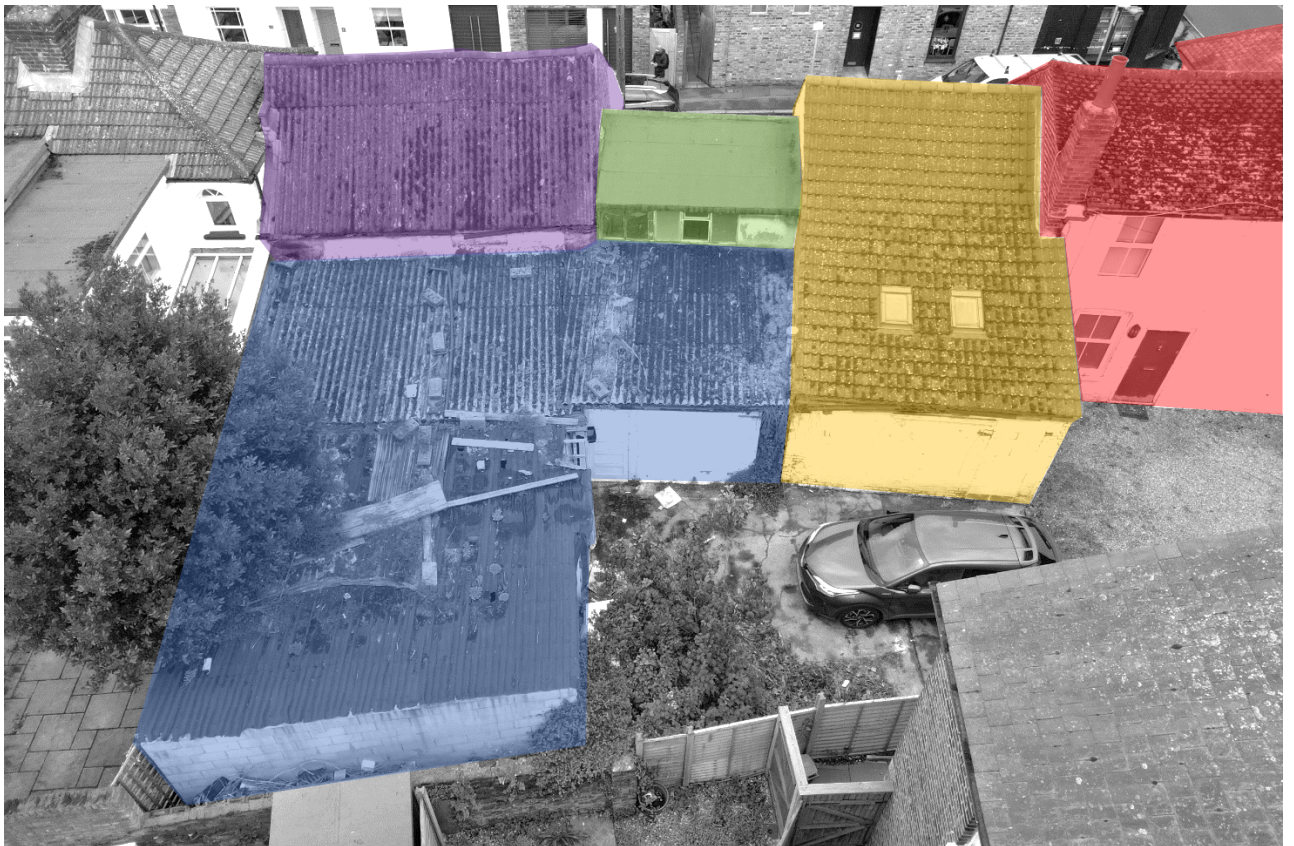


Photo 5: An annotated version of the aerial photo, using the same colour scheme as above of the application site.



### The early C19 corner house and infill catslide extension (red)

2.32 The frontage of the early C19 corner house has two window bays to The Green, either side of a central ground floor entrance (Photo 6). The east ground floor window has been converted to a rudimentary shopfront, under a shallow projecting canopy. The shopfront appears to have been altered/reconstructed in recent times and is of no great age or interest. The windows are poor quality UPVC replacements. The roof is hipped with end stacks to the west (the stack to the east has been removed), indicating a likely original plan form of two rooms either side of a central stairs core, and a rear outshot to the west, making the L-shaped footprint, that was later infilled to the east with the catslide addition.



Photo 6: A frontal view of the early C19 corner house.

2.33 The west return elevation (Photo 7) is largely blank, aside from an inserted modern door and a set of windows at the northern end of the rear range. It is not an especially notable part of the building for any reason, and it is unremarkable in its own right.



Photo 7: The west return elevation (Photo 7) is largely blank, aside from an inserted modern door and a set of windows at the northern end. It is not an especially notably part of the building for any reason.

- 2.34 To the west is a short section of boundary wall, with a vehicular entrance that allows parking space for two cars side-by-side on the gravel surfaced area to the west of the house (Photo 8). Beyond this, the largely modern and very poor quality piecemeal and had hoc rear 'workshops' can be seen. **Beyond the rear 'workshops' on the application site, the large rear extensions and the box dormers to the houses on May Road are seen.**





Photo 8: To the west is a short section of boundary wall, with a vehicular entrance that allows parking space for two cars side-by-side on the gravel surfaced area; beyond this, the largely modern and very poor quality piecemeal and had hoc accretions to the rear 'workshops' can be seen.

- 2.35 The corner house has a prominent advertisement on the eastern return elevation (Photo 9). There is a straight vertical joint on May Road where the catslide infill attaches to the original house, indicating it was added later. The May Road elevation of the catslide infill (Photo 10) is cluttered with vents and pipes and an inappropriate ground floor window has been cut into the elevation.
- 2.36 Altogether, the south façade has been compromised by unsympathetic insertions and alterations, but this part of building retains the essence of an early C19 house. The west return elevation is unremarkable, though obviously part of the building. The advertisement on the eastern return elevation of the early C19 corner house, and the poor quality, cluttered elevation of the catslide infill makes for a somewhat disappointing flank elevation to the BTM. Nevertheless, when seen in the round, the building retains a good deal of its character, despite the various unsympathetic alterations (Photos 11 & 12).
- 2.37 Architecturally, the corner house is a pleasant, early C19 villa of modest proportions and scale, with a respectable front elevation to The Green. It represents an example of the fairly modest early C19 development along the edges of The Green; this captures

its inherent significance as a BTM, and its contribution to the significance of the conservation area. The building displays none of the architectural adornment typically seen on more ornate/high status villas of this period, such as stucco enrichment, eaves brackets, etc. The western side elevation is unremarkable. The building has some historic value as one of the earliest buildings to be developed along The Green.



Photo 9: The east return elevation of the early C19 corner house and the catslide infill on May Road.





Photo 10: The east elevation of the catslide infill on May Road.





Photo 11: The early C19 corner house, from the SW.



Photo 12: The early C19 corner house, from the SE.



**The heavily altered/partially rebuilt mid-late C19 two storey extension with a rear catslide roof to the west (orange)**

2.38 The east (May Road) elevation of the heavily altered/partially rebuilt mid-late C19 two storey extension (Photo 13) is again somewhat cluttered with utilities and pipes, and an inappropriate ground floor window has been cut into the elevation. This area was previously fenced from the street and that might explain the poor quality of the cluttered elevation. The ad hoc weatherboard first floor link, set at an angle under a corrugated roof, and the adjacent loft/loading door, together with the pantile roof, give the structure an organic 'old world' feel that imparts some character. On the other hand, on closer inspection, it is largely modern (Photo 14), and hardly a high quality or exceptional structure. It contributes to a sense of time depth in the conservation area and as a quirky, but heavily altered/partially rebuilt remnant of the piecemeal development to the north of the early C19 corner house.



Photo 13: The east (May Road) elevation of the heavily altered/partially rebuilt mid-late C19 two storey extension with a rear catslide roof.





Photo 14: On closer inspection, it is largely modern.



2.39 Turning to the rear (Photo 15), the 1885 Ordinance Survey map shows that the structure at that time projected slightly beyond the building line of the early C19 corner house. The present building has a deeper rear projection, and although the painted-over brickwork makes it hard to see the bricks properly, judging from what can be seen (Photos 15 & 16), it would appear that the rear projection is much more recent. The footprint of the current structure seems to have been added between the 1915 and 1934 Ordinance Survey maps, and that is reflected in the more uniform bricks. The west end elevation is heavily altered and in a poor state (Photo 16). There is nothing especially notable about this part of the building, which is for the most part obscured from public view; the rear catslide pantile roof can be seen at some angles (e.g. Photo 17) but again there is hardly anything notable about it.



Photo 15: The heavily altered/partially rebuilt mid-late C19 two storey extension with a rear catslide roof, seen from the south.





Photo 16: The back of the heavily altered/partially rebuilt mid-late C19 two storey extension with a rear catslide roof, seen from the south.



Photo 17: The catslide roof, seen from the SW.

### **The small, heavily altered and partially rebuilt mid-late C19 single storey extension (green)**

- 2.40 The plain, blind east elevation of the partially rebuilt mid-late C19 single storey extension on May Road (Photo 18) has a rendered lower part, the composition of which is unknown, but it is possible that this could be the original mid-late C19 wall. Above that is stretcher bonded brickwork of that is plainly of no great age or quality. The pantile roof gives a bit of texture and character to what is an otherwise entirely unremarkable structure that offers no interaction with the street.
- 2.41 At the back, the ground floor has been subsumed by the poor quality modern structures. Only the roof is exposed. The roof has been lifted to create windows to light the internal mezzanine (Photo 19). What can be seen of it is a modern felt roof and windows; it is a poor quality modification that is fortunately mostly hidden from view (see Photo 17 above).
- 2.42 There is nothing notable about this structure, with its single pantile roofslope on May Road the only exposed component that is not obviously modern.





Photo 18: The plain blind east elevation of the partially rebuilt mid-late C19 single storey extension on May Road.





Photo 19: At the back, the roof has been lifted; it is a poor quality modification that is fortunately well-hidden from view.



### The partially rebuilt mid-late C19 two storey extension (purple)

2.43 The May Road elevation of this structure has been rebuilt in recent years and almost all of what can be seen from May Road is a modern reconstruction, executed in plain bricks to a rather poor standard, as is **evidenced in the brick 'toothing' at the southern corner** (Photos 20 & 21). It is an entirely unconvincing modern reconstruction that cannot be mistaken for a C19 building. Fig 15 is an extract of a Google 'streetview' image, taken in 2012 and showing the partially rebuilt mid-late C19 structure before the May Road elevations were rebuilt. A small part of the southern gable that can be seen still contains the original brickwork (Photo 21), but that is all of the visible fabric of the building that is of any age, and the pantiles have also been re-used on the eastern roofslope. The back of the building has been subsumed in modern poor quality 'workshops' and a large connecting opening has been inserted in the rear wall. The exposed rear roofslope is clad in poor quality corrugated asbestos sheets (Photo 22). The little bit of the northern gable that is exposed is formed of modern concrete 'breeze' blocks and a small section of 'fletton' bricks.

2.44 As with the previous structure, the pantile roofs to the single east facing roofslope on May Road gives a veneer of age and texture, but what can be seen of this building is modern fabric of no great age or significance. The large garage doors again offers no meaningful interaction with the street.



Photo 20: Almost all of what can be seen of the partially rebuilt mid-late C19 two storey extension from May Road is a modern reconstruction, executed to a rather poor standard, as evidenced in the brick 'toothing' at the southern corner.



Photo 21: A small part of the southern gable that can be seen still contains the original brickwork.





Fig 15: An extract of a Google 'streetview' image, taken in 2012 and showing the partially rebuilt mid-late C19 two storey extension before the May Road elevations were rebuilt. © Google maps





Photo 22: Almost all of what can be seen of the partially rebuilt mid-late C19 two storey extension from May Road is a modern reconstruction, executed to a rather poor standard, as evidenced in the brick 'toothing' at the southern corner.



### **The modern poor quality lean-to structures or 'workshops' (blue)**

2.45 The Ordnance Survey maps show that by 1934 there were structures behind the May Road fronting buildings, but apparently in a different configuration. The present lean-to type structures appear to have been added after WWII, as can be seen from the **concrete 'breeze' block remnant walls internally**, and the steel channel roof members. The infill structure at the north is a much later, modern addition (in the past this structure encroached further south, but the southern part has since been removed).

2.46 These structures can be dealt with in short order. As can be seen from Photos 23-25 below, they are of a very poor quality and it would not be an overstatement to say that they make for something on an eyesore on the site, which markedly detracts from the character and appearance of the conservation area.



Photo 23: The modern 'workshops' behind the buildings on May Road and at the north of the application site.





Photo 24: The modern 'workshops' behind the buildings on May Road and at the north of the application site.



Photo 25: The modern 'workshops' behind the buildings on May Road and at the north of the application site.



2.47 In conclusion, the contribution of the various components on the site is visually summarised on Photo 26 below.



Photo 26: An annotated vertical aerial photo of the application site with the contribution of the various components on the site shown in different colours: green – positive contributor; orange – neutral contributor; yellow – neutral contributor with detracting elements; red – detractor.



### **Further considerations: townscape interest and historic interest**

- 2.48 Having considered each of the structures individually, there are two further points to be considered in relation to the contribution of the application site on the whole. Firstly, **the 'collective value' of the whole** range of buildings, rather than just each as a component on its own and, secondly, the contribution of the open areas of the application site.
- 2.49 **The 'collective value' of the buildings on the application site can be divided into two** components: townscape interest and historic interest.
- 2.50 The historic interest of the buildings obviously rely on the buildings actually being historic. What can be seen from the previous section is that the rear buildings on May Road have been substantially rebuilt, such that what can be seen of these buildings is either mostly modern fabric of no inherent historic interest or authenticity, or remnant historic fabric that has been compromised by unsympathetic modern modifications/insertions.
- 2.51 To the extent that the buildings represent or illustrate something, it is worth again **noting what the Appraisal says of them:** "*These outbuildings represent the early 19th century development of the Green and form part of the former industrial character of this part of the Conservation Area.*"
- 2.52 But that is, as a matter of fact, incorrect. The buildings are not examples of the early development around the Green, but instead somewhat later additions, when the present-day development around the Green had already been largely established. Neither were they industrial; they were built as part of the use of the site by the grocers Francis Freshwater & Son. It can again be added that much of the present-day fabric of the buildings is the result of rebuilding, and modern rather than historic.
- 2.53 Nevertheless, in the area where there is an overlap between historic interest and townscape, it can be said that the northern buildings on May Road have some character in their fine grain and piecemeal/ad hoc appearance (Photos 27 & 28). The pantile roofs, the variations in height and width, and the stepped building line have much to do with this, along with the occasional glimpse of older fabric in a gable, and the little weatherboard link at the back of the corner building. That said, none of the buildings can lay claim to any notable quality or intactness. Their attraction lies in mainly in the visual interest that the juxtaposition of different forms and roofs provide.



Photo 27: The northern buildings on May Road have some character in their fine grain and piecemeal/ad hoc appearance.



Photo 28: The northern buildings on May Road have some character in their fine grain and piecemeal/ad hoc appearance.



2.54 It is difficult to conclude that what can be seen of the rear of these buildings, collectively, makes any meaningful contribution to the conservation area (Photo 29). Aside from the pantile catslide roof, the corrugated asbestos roofslopes (and at some angles the section of modified felt covered rear roofslope) is the most visible manifestation of these buildings. There is nothing remarkable or notable about this, and it is not of importance, either from a historic interest, or townscape, perspective.



Photo 29: The rear of the northern buildings on May Road, seen from the SW.

2.55 Finally, the spaces associated with the buildings can briefly be considered. At the front of the application site on The Green, is a vehicular opening giving onto a gravelled area where two cars can be parked side-by-side (Photo 30; **Google 'streetview' images** indeed show that to have been the case). This issue of front gardens being given over to hardstanding for car parking is highlighted in the Appraisal, under the heading "*Problems and Pressures*".

2.56 The car parking and lack of enclosure at the front of the application site on The Green obviously detracts from both the BTM and the conservation area; the gap here is uncharacteristic of the tightly packed development along the north of The Green and there is evidently scope for improvement here. It can also be noted that the views beyond is of the bulky rear extensions and dormers to the houses on May Road to the north, and it is not a view that can be said to reveal anything positive.



Photo 30: At the front of the application site on The Green, is a vehicular opening giving onto a gravel area where two cars can be parked side-by-side.

2.57 On May Road is a little setback area of **poor quality 'no-man's-land'** and this is something of an eyesore (Photo 31). Historically there was a fence here, and that perhaps explains the somewhat cluttered elevations behind, which would at least have been hidden when the fence was in place. In any event, this area obviously detracts, and the buildings here, for the most part, do not engage with the street (aside from the door and windows towards the south). As can be seen from Figs 16-19, there is a long history of cars being parked here over the course of several years, which again can only be described as unfortunate, and obviously also detracting from the conservation area townscape.





Photo 30: The little setback area on May Road is something of an eyesore.





Fig 16: An extract of a Google 'streetview' image, taken in 2012 and showing a car parked on the setback area on May Road. © Google maps



Fig 17: An extract of a Google 'streetview' image, taken in 2014 and showing a car parked on the setback area on May Road. © Google maps





Fig 18: An extract of a Google 'streetview' image, taken in 2016 and showing a car parked on the setback area on May Road. © Google maps



Fig 19: An extract of a Google 'streetview' image, taken in 2018 and showing a car parked on the setback area on May Road. © Google maps

### 3.0 IMPACT ASSESSMENT

3.1 The proposed development can be summarised as follows:

- i. Conversion of the corner house to residential, with the removal of the billboard on the side and with a residential window replacing the non-original shopfront. A side entrance to the west would be created, along with a front garden area.
- ii. A setback, subservient, single storey, hip roofed extension to the west side of the corner house. This takes up part of the front parking area and creates another area of front garden instead.
- iii. Modification and conversion of the heavily altered/partially rebuilt mid-late C19 two storey extension that abuts the corner house on the north. Its elevation on May Road would not be altered. The little inset area on May Road would become a small garden.
- iv. Redevelopment of the heavily altered and partially rebuilt buildings to the north, **on May Road, and the modern poor quality concrete 'breeze' block and corrugated sheet roof lean-to structures or 'workshops' behind them. The proposal is for two small houses, of different design and with a staggered building line, to reflect the fine grain and piecemeal/ad hoc appearance of this area.**

3.2 Each of these components of the proposed development is considered in turn below.

#### **Conversion of, and modifications to, the corner house**

3.3 The following can be noted (there is also a degree of overlap in relation to the proposed side extension, which is not repeated again):

- i. The Appraisal highlights that The Green is "*enclosed by a diverse collection of fine buildings ranging in date from the early 19th century to the 21st century. The varied facades, materials, and roofscape of these buildings adds great interest to the area and provides an important townscape and encircling skyline to The Green. It also demonstrates the changing nature of the area* [emphasis added]".
- ii. It is clear from the above that the variety in the buildings seen from the Green is a strength, not a weakness in the conservation area.
- iii. The Appraisal is clear that this includes C21 development.
- iv. The Appraisal is clear that the evidence of the changes to the area (i.e. the **'changing nature of the area'**) is very much part of the character of the Green.
- v. The proposed development would add positively to the existing diverse collection of buildings, without taking away anything of interest or significance.



- vi. The Appraisal notes that the north side of The Green displays the greatest mix of building types. The proposed development would add another layer to this existing mix of building types.
  - vii. **Under the heading 'Spatial Analysis' the Appraisal notes of the north side of the Green** "*This northern side of The Green is densely developed, with little space between the individual buildings/parades of shops [emphasis added]."*
  - viii. **The site's frontage to** The Green at present consists of an uncharacteristic gap, where car parking is provided. The issue of front gardens being given over to hardstanding for car parking is highlighted in the Appraisal, under the heading "*Problems and Pressures*".
  - ix. The gap is inconsistent with the tightly packed development and defined building line of the area. The proposed development would better reflect the established character of the conservation area; both the enclosure of the new building and the front garden in place of car parking would enhance the character of the conservation area.
  - x. Seen through this gap, the corrugated sheet roofs and the modern poor quality lean-to structures or 'workshops' make for something on an eyesore on the site, which markedly detracts from the character and appearance of the conservation area.
  - xi. The corner house has a prominent advertisement on the eastern return elevation; this large modern advertisement board is an unfortunate element that detracts from the traditional character of the conservation area.
- 3.4 The modifications to the building are relatively minor, and largely positive. The removal of the advertisement on the eastern return elevation would be a notable and highly visible improvement, and there would be no harm in removing the non-original shopfront, given the generally domestic design and appearance of the building. The deeply setback side entrance door, which would be overlapped by the extension (considered below) would be replaced with a new side entrance. Together with the new front garden here, in place of the present car parking, this would be an enhancement.

#### **A setback, single storey, hip roofed extension to the west side of the corner house**

- 3.5 The proposed extension uses traditional forms, proportions and materials. These, and the use, are compatible with the conservation area and would help the proposed development assimilate and blend well into the conservation area townscape.

- 3.6 The extension has been designed to transition the building line between the corner house and the more set-back houses to the west. It therefore steps roughly halfway between these, and would act as a logical transition, with the front garden boundary.
- 3.7 The eaves and ridge heights again step down, and transition between the existing buildings either side.
- 3.8 Three dimensionally, the effect of the setback, and lower height, in relation to the corner building, would make the extension clearly subservient. The setback from the BTM means that the primacy of the corner building would be retained in oblique views from both sides.
- 3.9 **This addition would add to the 'diverse collection' of 'higher density' buildings, add to the 'varied facades, materials, and roofscape' and 'add interest' as well as 'demonstrating the changing nature of the area' (all positive qualities of the norther part of The Green, as identified in the Appraisal).**
- 3.10 The detracting, corrugated sheet roofs and the modern poor quality lean-to structures or **'workshops' seen through the existing gap would be removed.** That would be an enhancement, compared with the status quo. A small gap would be retained between the extension and the neighbouring house to the west, retaining the sense of separation.
- 3.11 The unsightly car parking would be replaced with a front garden area, which would be an obvious improvement.
- 3.12 This part of the proposed development would enhance the character, appearance and significance of the conservation area and preserve the significance of the BTM.

### **Modification and conversion of the mid-late C19 two storey extension to the north**

- 3.13 The characterful elevation of this structure on May Road, including the weatherboarded first floor link, would not be altered.
- 3.14 The poor quality little inset area at ground level, with a cracked concrete surface that has for many years been used as a car parking space, would become a small garden, as it was in the past. This would enhance the conservation area.
- 3.15 The deep, pantile roof rear catslide of the building would be redeveloped, but this is a largely hidden part of the building and the rear elevation is of no quality or interest (the proposed side extension would obscure this area from view, in any event).



3.16 This part of the proposed development would enhance the character, appearance and significance of the conservation area and preserve the significance of the BTM.

### **Redevelopment of the heavily altered buildings to the north, and the modern sheds**

3.17 Collectively, the northern buildings on May Road have some character in their fine grain and piecemeal/ad hoc appearance (this includes the retained mid-late C19 two storey extension discussed above). The pantile roofs, the variations in height and width, and the stepped building line have much to do with this, along with the occasional glimpse of older fabric in a gable, and the little weatherboard link at the back of the corner building.

3.18 The two northernmost of these structures would be replaced with two cottages. These two existing structures on May Road are the most heavily altered, and partially rebuilt buildings. What can be seen of them is largely modern brickwork, and pantile roofs.

3.19 The modern, **poor quality concrete 'breeze' block and corrugated sheet roof lean-to structures or 'workshops' behind them** are detractors. The removal of these would be an enhancement.

3.20 May Road is noted in the Appraisal to be comprised of mid-late C19 cottages on narrow plots. The proposal is for two small houses/cottages, of different design and with a staggered building line, to reflect the fine grain and piecemeal/ad hoc appearance of this area. They have been designed as individual buildings, of a height that is compatible with the cottages to the north. Materials could be made subject to a condition and, if it is considered that the pantile roofs are important, this material can be secured by way of a condition.

3.21 Compared with the largely modern and unremarkable existing buildings, there would be no harm due to the change on May Road, and arguably a good deal of enhancement.

3.22 This part of the proposed development would preserve and enhance the character, appearance and significance of the conservation area and preserve the significance of the BTM.

#### 4.0 CONCLUSIONS

- 4.1 This report presents a proportionate assessment of the significance of the BTM, the conservation area, and the contribution of the subject property to the significance of the conservation area.
- 4.2 The assessment has demonstrated that the proposed development is characteristic of the conservation area would preserve and enhance the significance of the conservation area and the significance of the BTM.
- 4.3 Because no harm has been identified, there are no policy conflicts with the Development Plan. Neither does the proposal trigger paragraphs 206-209 of the National Planning Policy Framework. The proposed development also complies with the Development Plan, and the statutory duties in s.72 of the Planning Listed Buildings and Conservation Areas Act, 1990.