

Barker-Mills Conservation

Heritage Statement and Impact Assessment

2-4 Ennerdale Road Kew

Author: Dr N P Barker-Mills BA(Hons) PhD Dip Cons (AA) IHBC FSA

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Contents

1.0	Introduction and purpose of report.....	page 3
2.0	Significance.....	page 5
3.0	Proposals, including background.....	page 8
4.0	Impact of Proposals upon significance.....	Page 9
5.0	Historic Environment Legislation and Policy.....	page 10
6.0	Summary and Conclusions.....	page 11

Appendices

Appendix NPBM 1: Conservation Area Map

Appendix NPBM 2: Sources

1.0 Introduction and purpose of report

- 1.1 Barker-Mills Conservation is an independent, expert consultancy advising on the historic environment. Nigel Barker-Mills, the author of this report, trained as an architectural historian and has an honours degree and doctorate awarded by the University of Reading. Following appointment as a Fieldworker for the Accelerated Resurvey of the Lists of Buildings of Special Architectural or Historic Interest for the county of Surrey, he was employed by Surrey County Council as a specialist historic environment officer advising on all aspects of the management of historic buildings and areas. He founded and subsequently chaired the Surrey Conservation Officers' Group and commissioned the first Buildings at Risk survey for the county. During his time in Surrey, he obtained a Post Graduate Diploma in Building Conservation from the Architectural Association of London, which included preparing a thesis on the issues around education of construction professionals working on historic buildings.
- 1.2 In 2000 he joined the south-east region of English Heritage in the role of Historic Areas Adviser during which time he advised on new development and regeneration issues across Kent, Surrey, Sussex and Oxfordshire. He provided expert monitoring for the Heritage Lottery Fund on area grant schemes and was the national lead for English Heritage in Developing the "Building in Context Toolkit". This training programme, delivered by the national network of Architecture Centres in collaboration with the Commission on Architecture and the Built Environment (CABE), won a national planning award in 2008.
- 1.3 In 2009 Nigel joined the London Region of English Heritage (later Historic England) as Head of Partnerships and subsequently Head of Development Management, with responsibility for strategic relationships with the Greater London Authority and managing the London Historic Environment Record. In 2011-2 he was appointed Planning Director for the London Region, leading a team of 40 specialist Inspectors and advisers, including architects, planners and surveyors providing the statutory advice and grant assistance across the capital. He retired from Historic England in 2016.
- 1.4 Nigel is a full, founder, member of the Institute of Historic Building Conservation (IHBC) and has served on both the south-east branch, as Chairman and Secretary, and also the national committee. He was Chairman of the Editorial Board of "Context" the Journal of the IHBC for 6 years and to which he has contributed several articles. In 2014 he was elected as a Fellow of the Society of Antiquaries of London. In 2017 he was appointed Chair of the Heritage Advisory Group of the Canals and Rivers Trust. He was re-appointed as Chair of the Cultural Heritage Advisory Group in 2021.

- I.5 Nigel has been a member of several expert design panels, including those in Oxford and the London Borough of Haringey and has also published on architectural history and conservation. In 2015 he presented a paper at the 43rd Oxford Joint Planning Law Conference, an annual event organised by the Law Society, the Bar Council, the RTPI and the Royal Institute of Chartered Surveyors (RICS). The paper on “Heritage Assets and their Setting” has been published in the *Journal of Planning and Environment Law: Occasional Papers No 43 (pub Sweet & Maxwell)*
- I.6 Barker-Mills Conservation has worked with clients across both public and private sectors including the Greater London Authority; the London Borough of Southwark; The Corporation of the City of London; Guildford Borough Council; Hart District Council and Historic England in both the south-east and the north-west regions. Private sector clients include the Gascoyne Cecil Estate; The *SS Great Britain* Trust and JCB. Recently Nigel prepared the draft Historic England Guidance on the Conservation of Georgian and Victorian Terraced Housing issued in July 2020 and he is currently working with Historic England the Dean and Chapter of St Paul’s Cathedral completing a setting study.
- I.7 This report has been commissioned by Park Property Group and its purpose is to set out the heritage significance of 2-4 Ennerdale Road Kew. This enables the applicants to demonstrate the potential impact of their proposals upon heritage significance in accordance with paragraph 200 of the National Planning Policy Framework, as amended December 2023 (NPPF).
- I.8 This statement has been informed by the Historic England Advice Note on statements of heritage significance published 2019.¹ The statement is based upon primarily secondary sources but also includes information gained from an inspection of the building undertaken on 9th January 2024.
- I.9 The views expressed in this report are the true and professional judgement of the author and provided in accordance with the Code of Practice of his professional Institute; the Institute of Historic Building Conservation (*IHBC*) of which he is a founder member.

¹ Historic England 2019 *Statement of Heritage Significance: Analysing Significance in Heritage Assets Historic England Advice Note 12*. Swindon. Historic England.

Executive Summary

- Numbers 2-4 are Buildings of Townscape Merit in a designated conservation area;
- The buildings are historic villas which have been significantly altered over time;
- The proposals re-establish the use for which the buildings were designed which benefits both the buildings but also the conservation area;
- The removal of harmful extensions and additions is beneficial to both the buildings and the character and appearance of conservation area;
- The re-instatement of lost detailing enhances the architectural interest of the buildings and is beneficial to the appearance of the conservation area;
- The reconfiguration of the front gardens and re-establishment of appropriate boundary treatments is beneficial to the appearance of the conservation area;
- The new development proposed to the west is informed by and responds to the historic character of the existing buildings and therefore protects and enhances the appearance of the conservation area;
- The proposals deliver heritage benefits and cause no harm to the historic environment

2.0 Significance

2.1 Significance is one of the guiding principles running through the historic environment section of the National Planning Policy Framework (as amended 2023). The NPPF defines significance as ‘the value of a heritage asset to this and future generations because of its heritage interest’. Such interest may be archaeological, architectural, artistic or historic’ and it may derive ‘not only from a heritage asset’s physical presence, but also from its setting’.² Significance is what conservation sustains, and where appropriate enhances, in managing change to heritage assets.

2.2 Any building, monument, site, place, area or landscape has the potential to be a heritage asset and as sites and society evolves over time, their interest will also

² A variety of terms are used in designation criteria (for example, outstanding universal value for World Heritage Sites, national importance for scheduled monuments and special interest for listed buildings and conservation areas) but all of these refer to a heritage asset’s significance.

evolve. All heritage assets have significance but this is on a sliding scale. It is the degree and nature of the significance that will determine the level and type of protection which will be appropriate under law and policy, including national or local designation, and which should inform future management. Where the identified heritage or cultural interest of a site meets defined criteria, it will then be eligible for designation, which at a national level includes Scheduling and Listing.³

- 2.3 Numbers 2-4 Ennerdale Road are located within the Kew Gardens (*formerly Lichfield Road*) Conservation Area Number 15 which was first designated for its special character and appearance in January 1969 by The Borough of Richmond-upon Thames. (*NPBM Appendix 1 Conservation Area map*) It was subsequently reviewed and the boundaries extended in September 1982, June 1988, October 1998, April 2004, and February 2017. Ennerdale Road was included in the 2004 extension Numbers 2-4 are identified as Buildings of Townscape Merit which make a positive contribution to the special interest of the conservation area and are therefore to be regarded as non-designated heritage assets in their own right in terms of the National Planning Policy Framework (NPPF).

The special interest of the Kew Gardens Conservation Area

- 2.4 This area was formerly fields and markets gardens until the middle of the 19th Century. Following the opening of Kew Gardens Station in 1869, which was in part to facilitate visitors to the adjacent Royal Botanic Gardens, the area was speculatively developed in the 1870-1890's. Initially this took place around the station, but then with further villas and new roads in the Edwardian period (1901-1911) which included Ennerdale Road.
- 2.5 The special character of the conservation area is described as having its focus on the station characterised as a busy gateway including shops and cafes with wide tree lined pavements. The wider conservation area is characterised by residential streets of substantial two-two and a half storey detached and semi-detached villas set in substantial plots with continuous front boundary walls or railings to the street. The grain of the wider conservation area is distinguished by its historically consistent density, consistent building lines and general consistency of height and built form. The predominant materials are brick (yellow and red/orange) with timber sash fenestration, tiled roofs and exuberant timber detailing in the form of bargeboards. Features including terracotta panels, ridge cresting and gable finials in addition to turrets and prominent stacks also add to the general enjoyment of the architectural scene.

³ Designated Heritage Asset comprise World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and Conservation Areas designated under the relevant legislation. NPPF Annex 2 Glossary p69

- 2.6 The current character and appearance of Ennerdale Road is still largely residential. At its junction with the B353 the slightly lower density and grain of development can be appreciated in contrast to the denser more urban appearance of the B353 Kew Gardens-Sandycombe Road, which contains commercial properties. Proceeding west into Ennerdale Road the street trees make a strong visual impact. The spaces between the buildings provide views towards the mature planting in private gardens. Numbers 2-4 are on the north side of the road to the west of 20th Century development including Sandycombe. Attached on the east end is a lower, late 20th century addition. Further to the west Ennerdale Road curves round to the south with Edwardian development facing across each side of the road until at the apex of the curve and the junction with Holmesdale Road is a mid-20th century replacement development of flats.
- 2.7 As Ennerdale Road continues to gently curve Edwardian residential development dominates and the characteristic appearance of the conservation area is clearly illustrated until the replacement development of Voltaire, which is of significant scale and comprises modern flats opposite at the junction with Branstone Road, form a contrasting break in character. Returning east along Ennerdale Road it is only at the apex of the curve and the junction with Holmesdale Road that the site of 2-4 can be seen; with the later eastern extension in the foreground and with the adjacent street tree, largely obscuring any clear views of the more historic buildings.
- 2.8 Numbers 2 and 4 are late Victorian, originally villas, that were threatened with demolition in the 1970's. (*NPBM Appendix 3 Photographs 1 and 2*) At that time number 2 had been significantly altered which included replacement of its roof with concrete tiles and including paint applied over its brickwork and its terracotta panel. It had lost its stacks although retained its bargeboards. The boundary treatment along the front was a simple, but out of character, close boarded fence. Number 4, photographed some three years later was vacant and in very poor condition. Although it then retained its bargeboards, original roof covering and ridge cresting, the stacks had been truncated and the former close boarded fencing along the front boundary was missing.
- 2.9 The two buildings were saved when permission was granted for use as a care facility and they were subsequently linked and number 4 extended to the west. A detached building was constructed to the east of number 2. Number 2 itself has been re-roofed again, this time with artificial slate and the through-eaves gable to the right has lost some of its finial. The porch has been modified but timber plate sash windows remain, apart from in the attic of the main gable. Number 4 is marginally more complete although it has lost some of the bargeboard decoration and elements of the ridge cresting have also been lost.

- 2.10 The link between the buildings is recessed which allows the two former villas to be understood as formerly separate, although the extension to the left is more visually prominent and is an incongruous feature. Further extensions and additions have been constructed to the rear of the building. The boundary treatment to the former villas has also changed, with that to number 2 being lost and the front area being used for car parking, whilst the remains of the former close boarded fence to number 4 has been replaced by sections of lower picket fencing either side of a short section of replacement close boarding.

Kew Village Planning Guidance SPD July 2014

Ennerdale road is contained within Conservation Area 4 of the SPD the north end of which links onto Sandycombe Road which connects to the station. The description of the area is essentially the same as that identified in the Conservation area appraisal although it notes that the buildings are generally 3 storeys with infill and replacement developments of flats in a mature landscape comprising a mix of street trees and planting.

3.0 Proposals

- 3.1 The proposals comprise:

- Extension of the 20th century detached building to the east of number 2 (Plot 7);
- Conversion of Number 2 into a semi-detached house (Plot 6);
- Conversion of the part of Number 2 and the link into a house (Plot 5);
- Conversion of Number 4 into semi-detached houses (Plots 4 and 3);
- Replacement of the western extension to Number 4 with a semi-detached pair of houses (Plots 2 and 1)
- Demolition of utilitarian extensions and additions to the rear to recover former garden space;
- Remodelling of front boundary treatments;
- Reinstatement of missing or truncated sections of bargeboards on the historic buildings;
- Reinstatement of ridge cresting to the roof of number 4

- 3.2 The proposals can be seen on drawings 2041.03.03.Pln01.022.D and 2041.03.03.Pln01.002.A by Michael Jones Architects

4.0 Impact of proposals upon significance

- 4.1 The proposals return the buildings to the use for which they were designed which was as residential villas. This enhances the historic character of the conservation area.
- 4.2 The physical works include the removal of utilitarian additions and extensions at the rear of the historic properties and returning the space to garden use. This will facilitate planting and vegetation and is a further enhancement to the character and appearance of the conservation area.
- 4.3 The proposed addition to the modern building to the east of number 2 (*Plot 7*) is largely screened from the street by the wall forming the boundary to the parking area associated with Sandycombe. The removal of the poor-quality addition at ground floor level which links to the adjacent, more historic, villa re-establishes the building as detached and therefore more in character with the prevailing type of development. This is an enhancement to both the BTM but also the conservation area.
- 4.4 The demolition of the extensions to the west of Number 4 and their replacement with two villas (*Plots 1 and 2*) removes an incongruous and visually prominent building which causes some harm to the character and appearance of the conservation area. Removing this extension also re-establishes the historic form of the villa at Number 4 which is an enhancement to both the conservation area and also a building identified as being of townscape merit. The proposed replacement villas are modelled on the historic villa and in terms of scale, architectural character and grain of development fit comfortably into the street scene. They are an enhancement to the conservation area.
- 4.5 The physical works also include the provision of off-street parking and reconfiguration of the existing boundary treatments in front of the buildings. Currently the boundary treatments are an ad-hoc mixture of incongruous close boarding and picket fences with some sections of hedge and brick. A significant section of the boundary in front of the historic villas is missing and the gravel parking area is particularly unattractive. The new approach is to provide a single parking space for each plot and with each historic villa delineated by walls perpendicular to the street. Between these walls hedges separate the parking space from a proposed path to each unit and accessed by a gate between simple piers. The boundary treatments respond to the rhythm of the proposed housing and re-establish a sense of coherence to this section of the street scene.

5.0 Historic Environment Legislation and Policy

- 5.1 Where any development has the potential to affect the historic environment and its heritage assets the legislative framework includes the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 72 provides that in the exercise of planning powers, 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 that area.
- 5.2 The application of this statutory duty informs the approach to the Historic Environment set out in the National Planning Policy Framework (NPPF) and supported by the National Planning Policy Guidance. In the NPPF it is recognised that protection and enhancement of our built and historic environment is an essential element of the environmental role of sustainable development and the Government's objective is the conservation of heritage assets in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of this and future generations.⁴
- 5.3 The principles and policies set out in Section 16 of the NPPF are explicitly linked to the responsibilities of Local Planning Authorities under the heritage related consent regimes of the Planning (Listed Buildings and Conservation Areas) Act 1990⁵. It is made clear that heritage assets are an irreplaceable resource and therefore their significance should be sustained and enhanced. The starting point is a good understanding of the significance of an asset and that understanding should be used to avoid or minimise conflict between the heritage assets' conservation and any aspect of the proposal.⁶ If harm cannot be avoided it has to be clearly and convincingly justified. The greater the extent of harm the greater the justification required and the more significant the heritage asset the greater the weight to be given to its conservation.⁷
- 5.4 The proposals involve the removal of additions and extensions to the historic villas as part of their repair and refurbishment to once again provide family homes. This reversion to the use for which they were designed enhances the character of the conservation area. The replacement of the modern addition to the west of number 4 with a pair of new villas is also an enhancement and the changes to the boundary treatments introduce a coherence into this part of the street scene.

⁴ NPPF paragraph 195 page 57,

⁵ NPPF paragraph 195 page 57, footnote 71

⁶ NPPF paragraph 201, page 58

⁷ NPPF paragraph 205, page 59

- 5.5 No harm will be caused to the special character and appearance of the conservation area.
- 5.6 The existing historic buildings have been identified as a building of townscape merit. This means that they have to be regarded as a non-designated heritage asset in terms of the NPPF. Non-designated Heritage Assets do not share the statutory protection accorded to designated assets, including listed buildings and conservation areas and therefore the weight to be attached to the conservation of their significance is not the same. Paragraph 209 of the NPPF states:
- “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 balance is therefore not “weighted” in the same way as for designated heritage assets. In order to reach a balanced judgement, the significance of the asset has to be understood and the scale of any harm or loss also has to be clearly identified.
- 5.7 The significance of the non-designated heritage asset is both architectural and historic. The architectural significance will be enhanced by the removal of extensions and additions to the rear and the east and importantly the western additions to Number 4 that further reveals its original form. The change of use and reversion once again to residential is an enhancement to the historic significance of the building. Therefore, there will be no harm or loss.

6.0 Summary and Conclusions

- 6.1 The current buildings comprising numbers 2-4 Ennerdale Road are an agglomeration of ad-hoc extensions and additions around an historic pair of villas. These additions and the associated ad-hoc amendments to the front boundaries, including poor quality parking arrangements have caused harm to both the conservation area and the Building of Townscape Merit.
- 6.2 The majority of the extensions and additions are proposed to be demolished which better reveals the architectural significance of the historic villas but also re-establishes gardens to the rear. The historic pattern of development is better revealed and the new development proposed to the west of Number 4 is consciously informed by the character and appearance of the existing villa. The current incoherent boundary treatment to the front of the building, which includes significant missing stretches and poor-quality parking and is of no historic significance, is redesigned to provide a coherent approach that reinforces the rhythm of the plot

arrangement and provides for dedicated paths and parking spaces. This will be a benefit to the heritage assets.

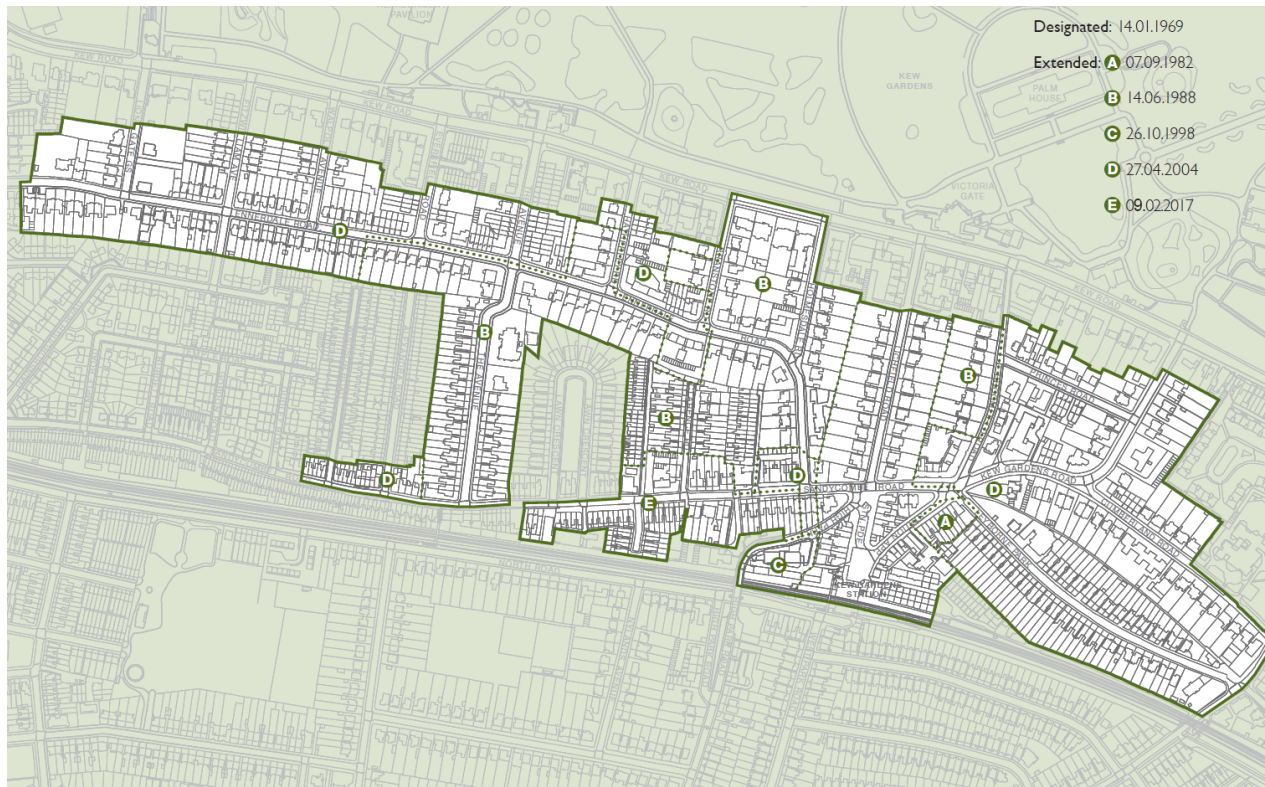
6.3 No heritage harm has been identified arising from the proposals which deliver heritage benefits. These include:

- Re-establishing the residential use of the historic buildings;
- Removal of disfiguring additions to provide green space to the rear which is characteristic of the conservation area;
- Removal of incongruous additions to the west of number 4 better revealing its historic form and thereby enhancing the conservation area;
- Re-instatement of missing historic detailing including bargeboards and ridge cresting on Number 4
- Replacement of the extension with new paired villas that respond sensitively to the historic character and appearance of the conservation area;
- Reconfiguration of front boundary treatments and garden which enhance the street scene and the appearance of the conservation area.

Therefore, the proposals comply with the requirement to conserve the significance of heritage assets and to take opportunities to enhance where appropriate.

APPENDICES

Appendix NPBM I: Conservation Area Map



Appendix NPBM 2: Sources

Historic England Guidance:

Making Changes to Heritage Assets Historic England Advice Note 2. February 2016

The London Archives Collection

Section LCC Photograph Library

Record No I63744

Catalogue No: SC_PHL_01_680_72_9295

Photograph I972

Barker-Mills Conservation: 2-4 Ennerdale Road Kew

This view shows a detached Victorian house at 2 Ennerdale Road in the Kew Gardens conservation area of Richmond-upon-Thames. It survived planning applications during the early 1970s to demolish and redevelop and permission was finally granted in 1976 to convert this and the adjacent house at number 4, partly visible to the left of view, into a residential care home for elderly persons

Record No I63795

Catalogue No SC_PHL_01_680_75_7412

Photograph 1975

This view shows a detached Victorian house at 4 Ennerdale Road in the Kew Gardens conservation area of Richmond-upon-Thames, in a state of disuse having corrugated sheeting to some of its windows and surrounding grounds overgrown and fencing part-removed. Like the similar house at number 2, just visible beyond a flowering tree shown planted in the street and also boarded up, it survived planning applications during the early 1970s to demolish and redevelop and permission was finally granted in 1976 to convert this and the adjacent house into a residential care home for elderly persons.