

Court Royal and Red Roofs, Surbiton

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On behalf of: William George Group

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PART I: Introduction

1. This Heritage Statement has been prepared by Ignus Froneman of Cogent Heritage, on behalf of William George Group and in consultation with Create Design. The report assesses the potential effects of the proposed development at Court Royal and Red Roofs on Church Hill Road in Surbiton on heritage assets. The proposed development comprises a wholesale redevelopment of the existing lacklustre, semi-detached bungalow style buildings on the application site.
2. The Heritage Statement should be read alongside the application drawings and all other submitted information.

Heritage assets

3. The map extract below (**Figure 1**), taken from the interactive online heritage map on the Royal Borough of Kingston upon Thames' (RBKT) website, shows the application site in red and the nearby heritage assets (the conservation area boundary is shown as a blue area and locally listed buildings are identified as green dots).



Figure 1: Extract from the interactive online heritage map on the Royal Borough of Kingston upon Thames' website. The conservation area boundary is shown as blue and locally listed are shown as green dots. The application site is highlighted red.

4. **Listed buildings:** There are no listed buildings near the application site, which is not within the setting of any listed buildings.
5. **Conservation area:** The application site does not fall within a conservation area. The closest conservation area is the Claremont Road Conservation Area, at the bottom (west end) of Church Hill Road. The boundary of the conservation area can be seen in blue on the map at **Figure 1**.
6. **Locally listed buildings:** There are four locally listed, Victorian, detached, villa-type houses at Nos. 16-20 Avenue Elmers to the east of the application site. These are identified by green dots on the map at **Figure 1**. However, they are best experienced within their streetscape and they are sufficiently removed from the application site, both spatially and visually, by intervening townscape, that the application site could not be said to contribute to their significance (**Plate 1**). Neither could the type of development proposed reasonably affect the significance of these buildings. In accordance with the stepped approach propagated in Historic England's *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets* (GPA 3), these buildings have not been taken forward for detailed assessment.



Plate 1: A view north along Avenue Elmers from the junction with Church Hill, showing the locally listed buildings at Nos. 16-20 (highlighted).

PART I: Introduction



Plate 2: A view north-east along Adelaide Road, showing the locally listed buildings at Nos. 22 & 24 (highlighted).



Plate 3: A view of the southern neighbour to the locally listed buildings at Nos. 22 & 24 (Hobart House).

7. There is also a pair of locally listed, Victorian, semi-detached, villa-type houses at Nos. 22 & 24 Adelaide Road to the north-west of the application site (identified by green dots on the map at **Figure 1**). These houses are again separated from the application site by intervening townscape, including large-scale modern development (e.g. Hobart house to the south—**Plates 2 & 3**); it is also notable that the backland behind these houses, in between them and the application site, is entirely modern and the houses to the east, on Selsdon Close, are modern (e.g. see **Figure 9** on page 9). In accordance with the stepped approach propagated in GPA 3, these buildings have not been taken forward for detailed assessment.
8. St Mark's Church, to the south-east of the application site, is also locally listed and its setting is considered in this assessment, along with that of the conservation area.
9. For the avoidance of doubt, the existing lacklustre, semi-detached pair of bungalow style houses on the application site are unremarkable and without any architectural or historic interest.

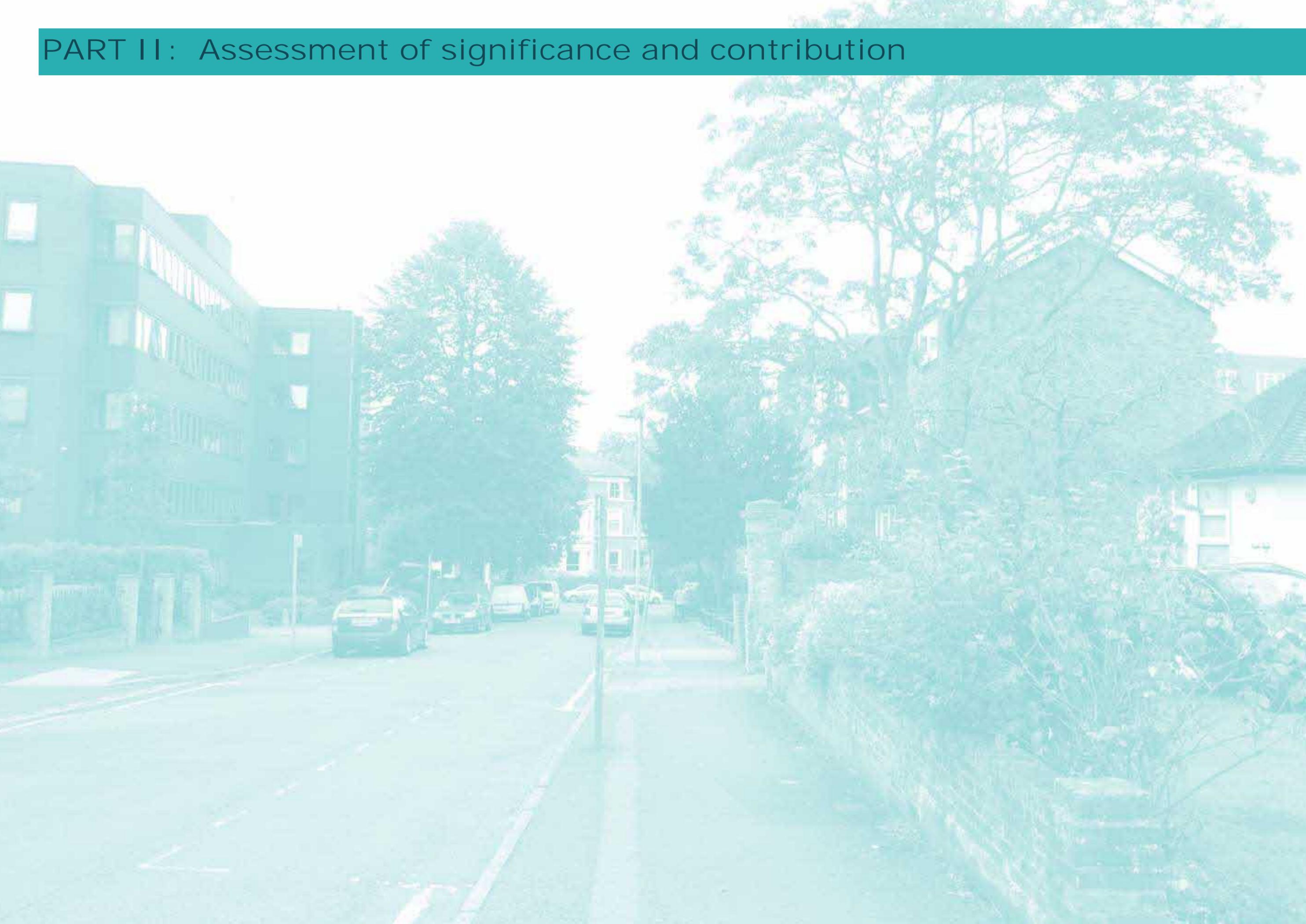
Purpose, scope and structure of the statement

10. The purpose of this document is essentially twofold. It firstly provides the RBKT with information about the significance of the locally listed building and the Claremont Road Conservation Area, and the contribution of the application site to their significance, to accord with paragraph 189 of the National Planning Policy Framework (NPPF). It secondly provides the Royal London Borough of Greenwich with an assessment of the effects of the proposed development on the significance of these heritage assets, to allow determination of the application, also in accordance with NPPF paragraph 189. The assessment is undertaken to a proportionate degree of detail to enable an understanding of the potential impacts, in accordance with the NPPF.
11. The assessment was informed by a site visit, in September 2019. The application site and the surrounding areas were inspected from publicly accessible land. The photos in this report were taken on the site visit and have not been altered, aside from cropping. Limited desk-based documentary research was undertaken to place the application site within its historic context.

Application history

12. A previous application, submitted in September 2019 under Ref: 19/02394/FUL, was withdrawn following feedback received during determination of the application. The present application is based on the previously submitted application, but with parts of the proposed development removed and with design refinements. The design has been subject to comments from the Design Review Panel and a Pre-Application Submission, and it is considered that the present design has addressed all previous/outstanding design issues.

PART II: Assessment of significance and contribution



PART II: Assessment of significance and contribution

Historic development

13. The developmental history of the application site, and the general townscape it falls within, is well illustrated by the Ordnance Survey map regression, on this page and on the following pages. The 1865/7 Ordnance Survey map (Figure 2) shows a spacious Victorian suburban development, with villa-type houses set in verdant gardens, and with a notable presence of street trees. At this time the church formed part of the townscape (a nearby church would have made a development more desirable, and they were often built or funded by developers). It was set in its triangular plot, and to the west was the Parsonage, which took up the full plot between St Mark's Hill and Church Hill Road. It fronted St Mark's Hill, with the plot extending north. Surbiton Hill was still undeveloped.



Figure 2: Extract of the 1865/8 Ordnance Survey map, with the application site frontage highlighted red.

14. By the 1896/8 Ordnance Survey map (Figure 3), development had intensified, with the development of Surbiton Hill in the form of Avenue Elmers, and with a detached house on the application site in place of the previously undeveloped frontage to Church Hill Road. Houses had been added to the west, on the previously undeveloped land at the bottom (west) of Church Hill Road, now within the conservation area.



Figure 3: Extract of the 1896/8 Ordnance Survey map, with the application site frontage highlighted red.

PART II: Assessment of significance and contribution

15. The 1913 Ordnance Survey map (Figure 4) records the area almost entirely unchanged.



Figure 4: Extract of the 1913 Ordnance Survey map, with the application site frontage highlighted red.

16. The only notable change on the 1932 Ordnance Survey map (Figure 5) is the replacement of the previous house on the application site with a smaller building, and the addition of another smaller building to the west of it, apparently then still associated with the house to the east on Avenue Elmers.

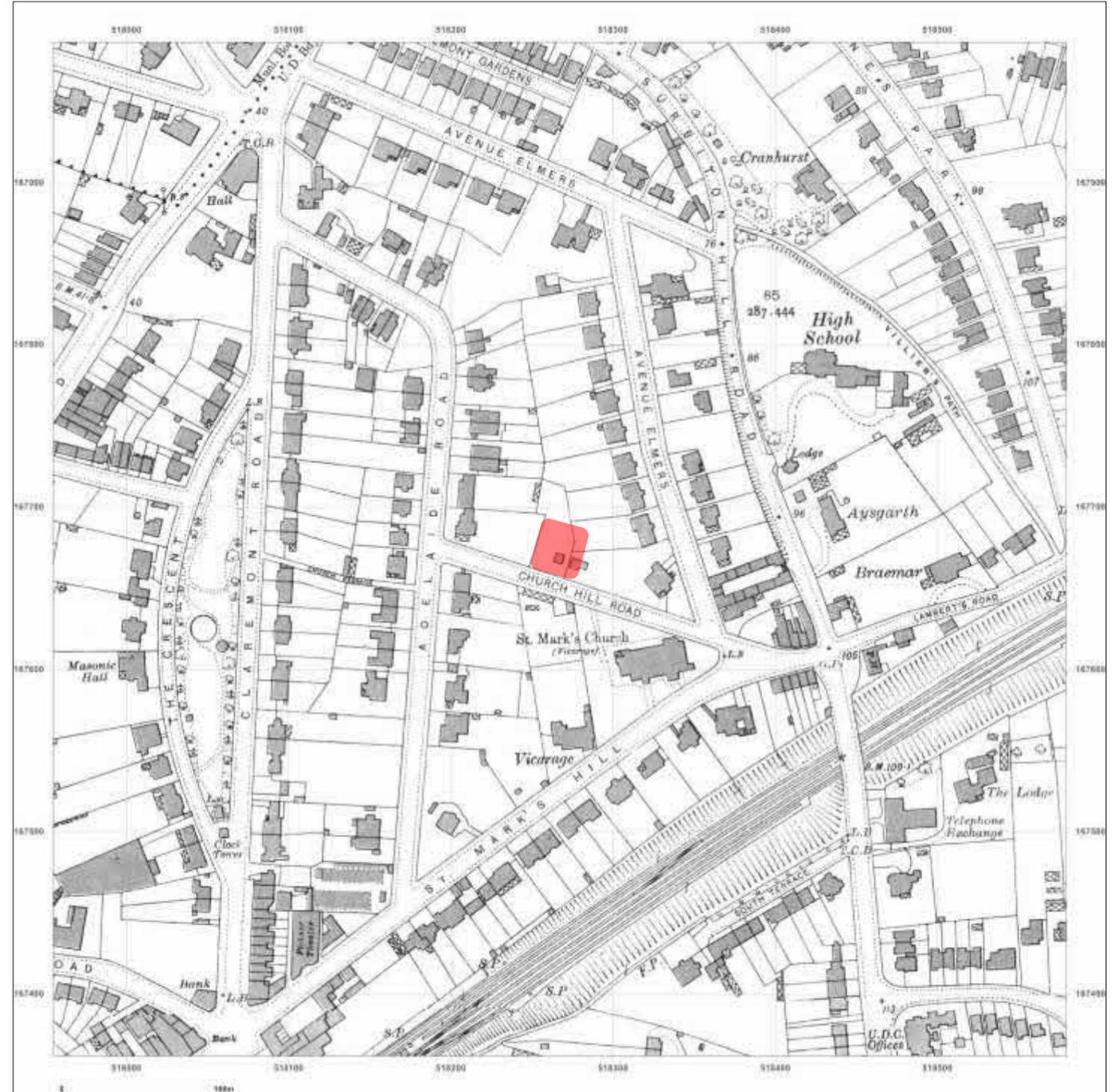


Figure 5: Extract of the 1932 Ordnance Survey map, with the application site frontage highlighted red.

PART II: Assessment of significance and contribution

17. The existing buildings on the application site first appear on the 1954/5 Ordnance Survey map (Figure 6) and they were probably built after the war. They appear along with other typically post-war additions: garages to the houses on Avenue Elmers (indicating subdivision of these houses in to flats), and blocks of flats at the south end of Adelaide Road and on St Mark's Hill. The land behind the Parsonage, on Church Hill Road, had also become developed (this was a church hall, where services were held following war damage that had reduced the church to a ruin).

18. By the 1961/2 Ordnance Survey map (Figure 7) the post-war development had intensified, particularly in the context of the application site. Heron Court immediately to the west had been added, and Winston House and Spencer House to the east. More garages had been added to the rear plots of the houses.



Figure 6: Extract of the 1954/5 Ordnance Survey map, with the application site frontage highlighted red.

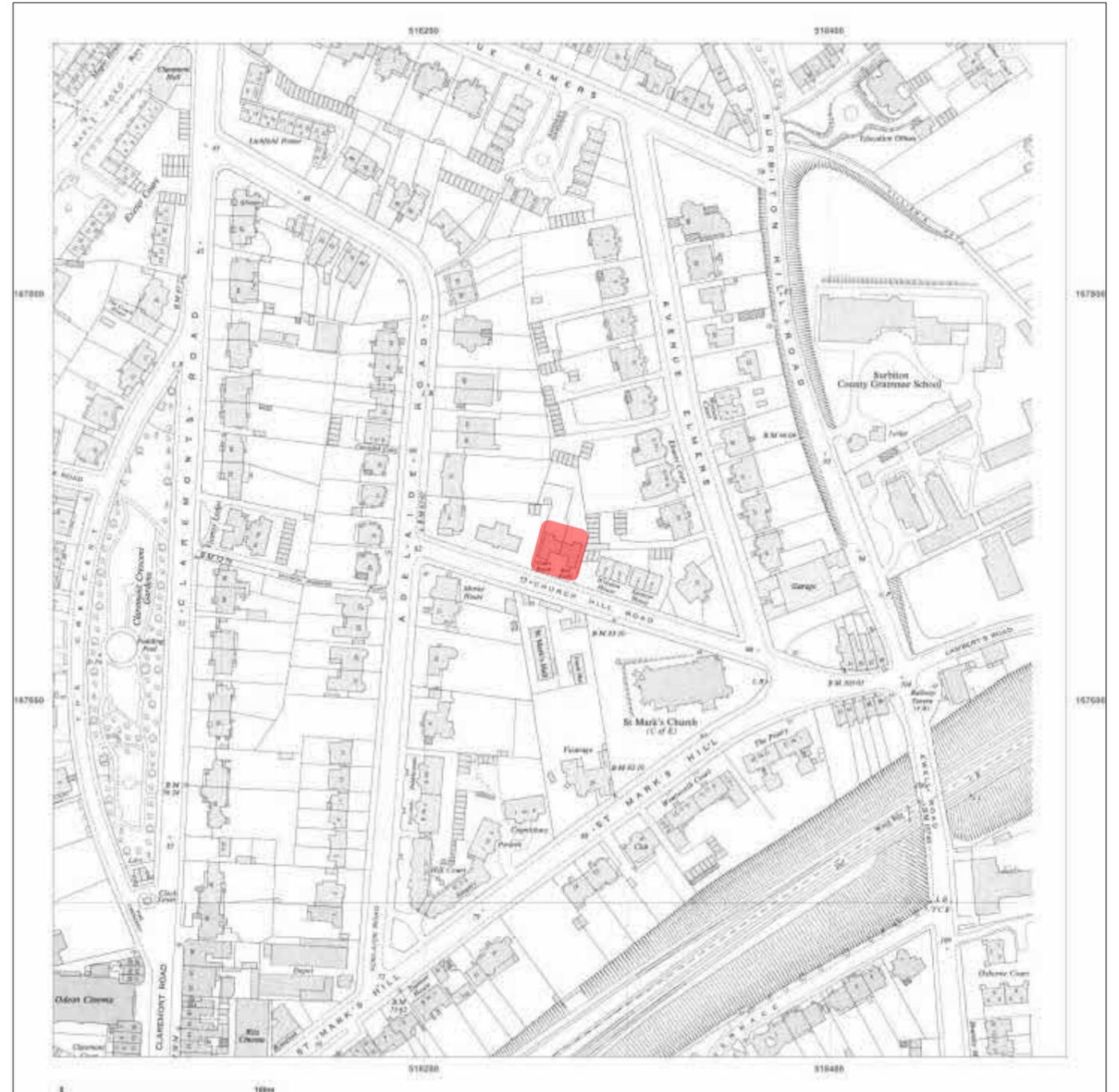


Figure 7: Extract of the 1961/2 Ordnance Survey map, with the application site frontage highlighted red.

PART II: Assessment of significance and contribution

19. The changes seen on the 1989/91 Ordnance Survey map (Figure 8) can be summarised as the addition of more blocks of flats to the west, on Adelaide Road, and to the east of the application site, with Hatfield House at the corner of Church Hill Road and Avenue Elmers. Some of the houses on Avenue Elmers had been replaced with the development of Selsdon Close. The Parsonage had also been replaced by a block of flats, although to the north the church hall on Church Hill Road still remained.

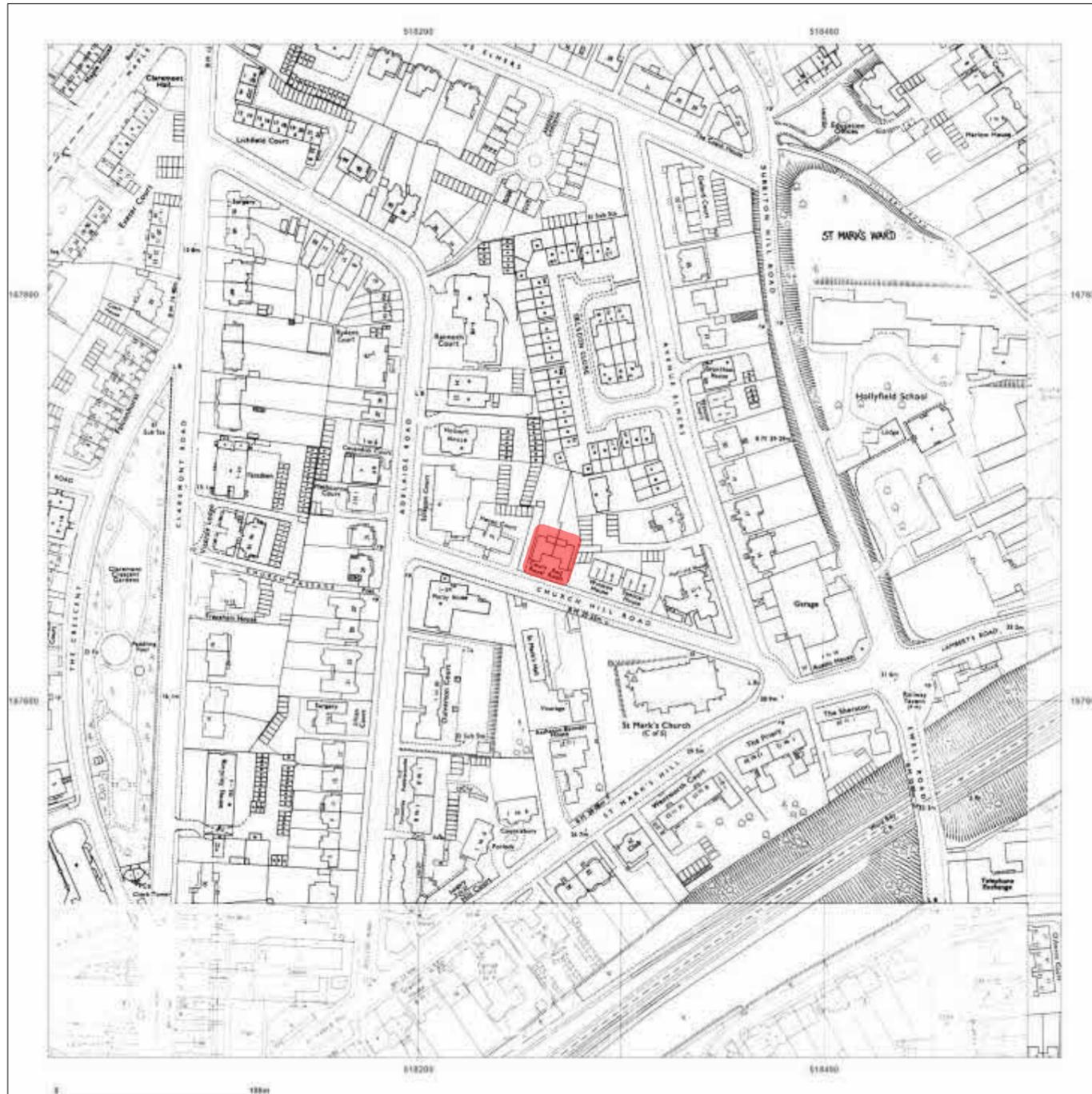


Figure 8: Extract of the 1987/91 Ordnance Survey map, with the application site frontage highlighted red.

20. The oblique aerial photo (Figure 9) shows the same development as the 1989/91 Ordnance Survey map, but in three dimensions. The easternmost boundary of the conservation area on Adelaide Road, at the bottom of Church Hill Road, is just out of view on the left. It is notable how the application site is spatially and visually removed from Adelaide Road by the large scale modern blocks of flats on both corners; both blocks have returns on Church Hill Road. Another block of flats, Heron Court, is immediately to the west of the application site. Although the aerial photo is relatively recent, it does not include St Mark's Court, the recent 6 storey block of flats that has been developed on the land to the west of the church (which still shown here as a parking area). A new church hall has also now been added to the north of the church.



Figure 9: An oblique aerial photo extract the application site (frontage highlighted red) in its context.

PART II: Assessment of significance and contribution

The significance of the Claremont Road Conservation Area

21. There is no formal appraisal or similar document for the Claremont Road Conservation Area, although there is a short appraisal of sorts on the Council's website¹, which is referred to below.
22. The Council's website summarises the special architectural and historic interest of the conservation area as part of the original Surbiton 'New Town'. This development was conceived by Thomas Pooley, a Cornishman and local Malthouse owner, who had the idea of building a new town next to the railway in Surbiton, centred around the landscaped Claremont Crescent Gardens. Pooley drew up initial plans and developed the first phase of the new town between 1838 and 1842. Subsequent phases were continued, after 1842, by the bankers Coutts & Co., who commissioned architect Philip Hardwick and Cubitts the builders to create a fashionable middle class residential suburb of modest yet elegant stuccoed semi detached villas and terraces in the Regency style. Coutts also funded St Andrews Church (c. 1860, now grade II listed).
23. The "Key architectural features" are described on the website as Classical style stuccoed houses. Several original examples are noted to survive on the north side of Victoria Road, the east sides of Claremont Road and St Philip's Road. The website also notes, amongst other, the robust Victorian locally listed buildings in Avenue Elmers and Claremont Gardens. This relates to the part of Avenue Elmers that falls within the conservation area. The locally listed villas were built in the 1870s and are described as forming "a perfect transition from the modest stuccoed 1840 villas on Claremont Road to the flamboyant red brick 1890 houses on Claremont Gardens".
24. It is clear that the significance of the conservation area relates to its historic interest as a planned early-mid 19th century new town—in effect a middleclass suburb, made possible by the advent of the railway. The houses tend to be good representative examples of their periods; the area evolved over a period of time and that is reflected in the styles of the houses. They nevertheless form a coherent traditional townscape of considerable architectural interest.
25. The houses in the conservation closest to the application site are the late Victorian ones on the west side of Adelaide Road at the bottom end of Church Hill Road (Plate 4). Only the houses to the south of the junction of Adelaide Road and Church Hill Road are included in the conservation area. To the north of these houses, on the west side of Adelaide Road and excluded from the conservation area, are post-war blocks of flats (Plate 6). On the east side of Adelaide Road, opposite the houses within the conservation area, are large scale blocks of flats (Plate 7). The northern of these (Moray House) is on the corner of Church Hill Road, and there is another block of flats on the opposite corner (Stratton Court); these two blocks of flats frame the views out of the conservation area up Church Hill Road (Plate 8).
26. This part of the conservation area is therefore set in almost entirely post-war townscape that has no meaningful relationship with the 19th century townscape of the conservation area. Views of this modern hinterland neither enhances, nor reveals, the significance of the conservation area. The modern townscape makes no contribution to it.

1. https://www.kingston.gov.uk/info/200216/conservation/747/list_of_conservation_areas/9



Plate 4: A the houses in the conservation area on the west side of Adelaide Road, from the junction with Church Hill; No. 29 is in the foreground with the houses to the south of it in the distance.



Plate 5: A the houses in the conservation area on the west side of Adelaide Road, from the western end of Church Hill; Nos. 27-31 (left to right) can be seen.

PART II: Assessment of significance and contribution



Plate 6: A the modern buildings immediately to the north of No. 31 Adelaide Road, which are outside of the conservation area.



Plate 8: The view eastwards out of the conservation area up Church Hill, from Nos. 29/31 Adelaide Road.



Plate 7: A the modern blocks on the east side of Adelaide Road, which are outside of the conservation area, directly adjoining the boundary.



Plate 9: The conservation area, from Church Hill opposite the application site; No. 31 Adelaide Road can be seen in the distance.

PART II: Assessment of significance and contribution

27. The application site is just visible in the view from Adelaide Road, just outside of the conservation area, looking outwards into its unremarkable post-war hinterland (**Plate 8**). The degree of visibility of the application site will depend on the exact location and angle of the view, but it is at most a very small and peripheral component of the outwards view. There is nothing about these views that reveal the significance of the conservation area, and there is nothing remarkable or noteworthy about the part of the application site that can be seen in the views.
28. The view looking westwards into the conservation area from opposite the application site is likewise unremarkable on the whole, and takes in the large-scale post-war blocks of flats in the foreground, which contrast markedly with the only historic element, and the only part of the conservation area that can be seen: the house at No. 31 Adelaide Road. Again, this is a view that is largely taken up by a hinterland of unremarkable post-war blocks of flats. The application site can just be seen in the view, but it makes no meaningful contribution and it certainly does not reveal anything about the 19th century character or appearance or townscape of the conservation area. It is part of the unremarkable and unrelated post-war hinterland. It is architecturally, visually and associationally unrelated to the Victorian house that is seen in the distance at the end of the street.
29. All that may be added is that, in order to start to properly discern the Victorian house in the distance at the end of the street, it is necessary to move further westwards, and by the time that the Victorian house starts to be more readily appreciable (**Plate 10**), the application site is behind the viewer, left behind as part of a separate and unrelated townscape.



Plate 10: The conservation area, from Church Hill opposite the application site; No. 31 Adelaide Road can be seen in the distance.

The locally listed St Mark's Church

30. St Mark's Church was one of two Church of England parish churches in Surbiton. St Mark's although heavily altered/restored, is the oldest church in Surbiton, dating to 1845. It was extended in the 19th century, with the spire only added some decades after its original construction. The Francis Frith Collection holds two images of the church, one taken in c. 1896 from the south-east (**Figure 10**), and another taken in c. 1955 from the west, showing the building in a ruinous state (**Figure 11**). The church suffered severe bomb damage in WWII; although the 1955 photo shows that its spire survived, the remainder of the building was damaged. It reopened in 1960 after major restoration work. The nave had been heightened and the form of the church, as is recorded on the photo below, has been reconfigured. A new church hall was added to the north in c. 2010.
31. Although it has been extended and extensively altered, including the addition of the late-Victorian spire, the building has some historic interest in having originally been the oldest church in Surbiton. It has architectural interest as a well-designed, albeit heavily adapted, parish church; care was clearly taken in the post-war restoration to retain, for example, the west window in spite of the rebuilding of much of the elevation.
32. The church is a prominent building in the townscape, due in part to its siting at a triangular corner site, and in part because of its scale and the prominence of its spire. Today it is best appreciated from St Mark's Hill (**Plate 11**), because of the church hall to the north (**Plate 12**) and St Mark's Court, the recently added large block of flats to the west (**Plate 14**).



Figure 10: A historic photo of the church, c. 1896, from the Francis Frith collection (https://www.francisfrith.com/surbiton/surbiton-st-mark-s-church-1896_38338). © Francis Frith.

PART II: Assessment of significance and contribution

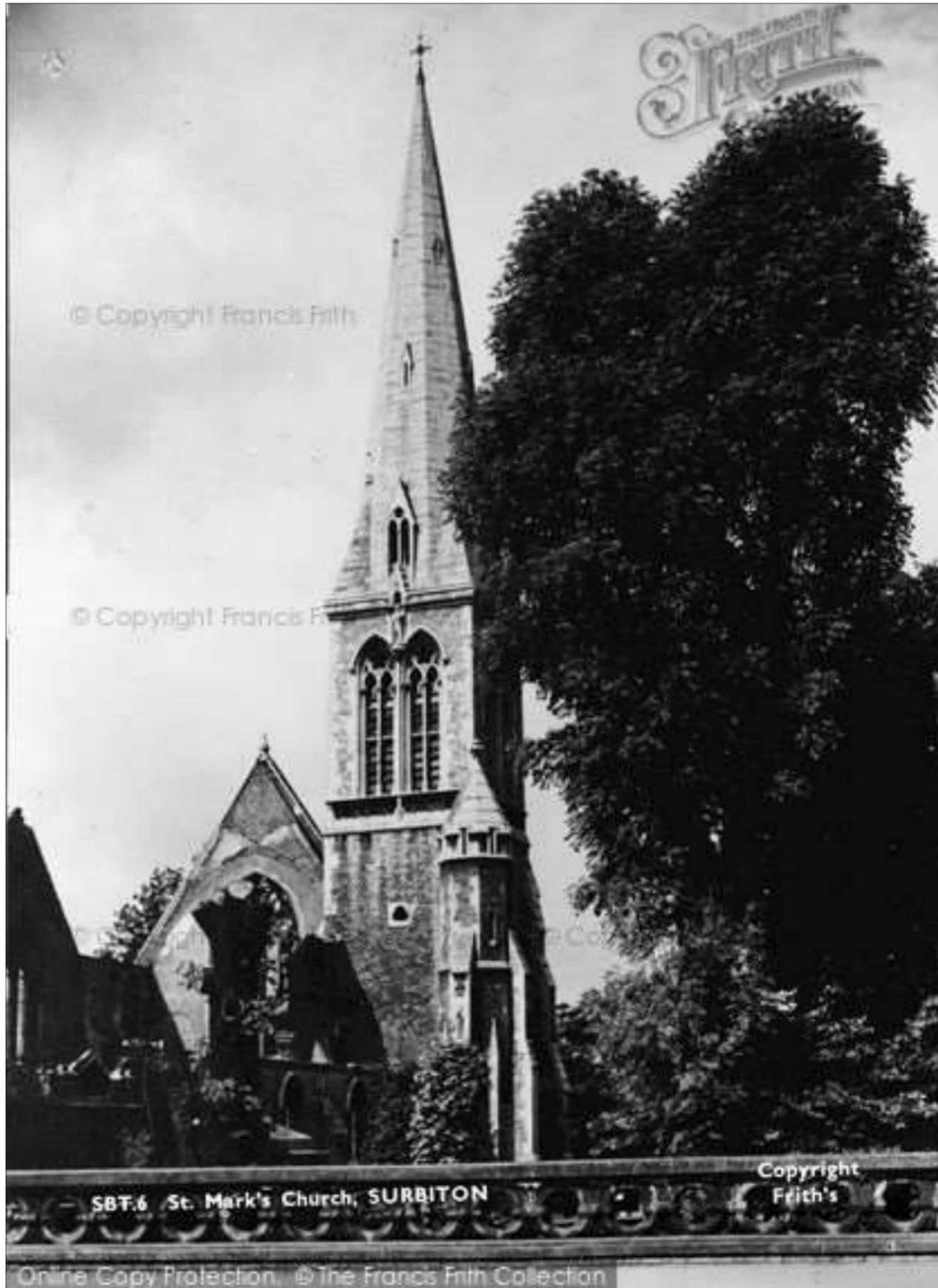


Figure 11: A historic photo of the war damaged church, c. 1955, from the Francis Frith collection (francisfrith.com/surbiton/surbiton-st-mark-s-church-c1955_s231006). © Francis Frith.



Plate 11: The church, from the south on St Mark's Hill. Note the presence of modern buildings behind it on both sides.



Plate 12: The church, from the north-west on Church Hill, partially obscured by the new church hall.

PART II: Assessment of significance and contribution



Plate 13: The unremarkable modern setting of the church, on St Mark's Hill, looking east.

33. Like the building itself, its setting has changed dramatically over the years, but particularly in the post-war decades. It is not an overstatement to say that much of the setting of the building bears no resemblance to that depicted on the 1932 Ordnance Survey map (**Figure 5**). The context on St Mark's Hill is evidently modern (**Plate 13**). Aside from the few historic houses on Avenue Elmers (**Plate 1**), there is now hardly anything in the setting of the building that resembles its original setting. Instead the setting of the church has become characterised by post-war development, often in the form of blocks of flats, including the very recently added block of flats at St Mark's Court (**Plate 14**)
34. The application site is a component of this somewhat disparate and unremarkable townscape context and setting of the church (**Plates 14 & 15**). It does not play a notable role and it does not relate to the church in terms of age, or the form of the buildings, or materials, or in any other meaningful way. It is simply a part of the street context on Church Hill Road that takes in a variety of buildings of different types, scales, ages and forms, none of which add to or reveal the significance of the church, and none of which has any meaningful associations with it (**Plate 15**). All that can be said of the application site in its present state is that the low-rise scale reads as something of a gap in the street, which is otherwise relatively well-defined by enclosure.



Plate 14: The view towards the church from the western end of Church Hill, with the church almost entirely obscured by the recently constructed large block of flats immediately to the west of it.



Plate 15: The view westwards down Church Hill, from the church hall. The application site can be seen on the right.

PART III: Impact assessment



PART III: Impact assessment

35. The starting point for the assessment is the recognition that:
- the post-war bungalow-type buildings on the application site are commonplace examples of unremarkable suburban development (Plate 16);
 - the existing buildings have no intrinsic heritage significance;
 - they do not meaningfully relate to the conservation area, in terms of their age, form, type, and visual, associational or spatial connections;
 - the application site makes no contribution to the character, or legibility, or appearance, or significance, of the conservation area;
 - the application site does not reveal or enhance the significance of the conservation area;
 - the application site forms part of a very modern and somewhat disparate townscape context of the locally listed church, which includes the large block at St Mark's Court to the west of the church and opposite the application site;
 - the application site has no meaningful relationship with the church, other than relative proximity to it; and
 - the application site does not reveal or enhance the significance of the church in any way.
36. The proposed development will form part of the on-going changes that have been seen on Church Hill Road in the post-war period, culminating in the last addition to the street: St Mark's Court to the west of the church. There has been an on-going process of development in the context of the church, and Church Hill Road is a modern hinterland to the conservation area that does not relate to it in any meaningful way. The proposed development optimises brownfield land for housing provision in a way that policy encourages.



Plate 16: The application site with a lacklustre, semi-detached bungalow style pair of houses, unremarkable and without architectural or historic interest



Figure 12: A 3D model view of the proposed development in its context.

37. The new block of flats proposed on Church Hill Road generally accords with the scale of other nearby blocks, e.g. Heron Court, Stratton Court and Moray House to the west, and St Mark's Court to the south, and Hatfield House to the east. The proposed use of brick and metal in a rational, but modern elevation, with considerable interest and depth, is entirely appropriate in this context. In terms of architectural quality and visual interest, this building would be a marked improvement on all of the aforementioned blocks on the same street. It will enhance the local distinctiveness of the area.
38. The new building would follow the existing/established building lines and bring a sense of enclosure and definition to the street, which is presently absent because of the way in which the sprawling, low-rise bungalows fragments the streetscape. The increased definition will generally improve the street and the way in which views are channelled linearly along the street. Although the application site is very peripheral to the conservation area in terms of both proximity and views, the increased street definition would (if anything) better channel views westwards towards the conservation area. The significance of the conservation area would remain unaffected and would be preserved.
39. In the context of the church, it would not be seen alongside the locally listed building, or framed together with it in views. In the general street context it would stand opposite St Mark's Court, alongside which it would be experienced and understood as part of the more recent redevelopment of the street and the wider area. This would leave the significance of the church, as an altered, earlier building with a large church hall to the north, unaffected.

PART IV: Summary and conclusions

PART IV: Summary and conclusions

40. The significance of the Claremont Road Conservation Area relates to its historic interest as a planned, early-mid 19th century new town with good houses, representative of their periods. Despite some variety, they form a coherent, traditional townscape of considerable architectural interest.
41. The houses in the conservation closest to the application site are the late Victorian ones on the west side of Adelaide Road near the bottom end of Church Hill Road. This is a small projecting part of the conservation area that is more or less entirely surrounded by post-war development, excluded from the conservation area.
42. The application site is just visible from Adelaide Road, when looking outwards into this unremarkable post-war hinterland. It is a very small and peripheral component of such outwards views, which do not reveal the significance of the conservation area. There is nothing remarkable or noteworthy about the part of the application site that can be seen in the views; it is unrelated to the conservation area. The application site makes no meaningful contribution and it does not reveal anything about the 19th century character or appearance or townscape of the conservation area, or the Victorian house that is seen in the distance at the end of the street when looking down into the conservation area from Church Hill Road.
43. St Mark's Church, despite having been extended and extensively altered, has some historic interest in having originally been the oldest church in Surbiton. It has architectural interest as a well-designed, albeit heavily adapted, parish church. Like the building itself, its setting has changed dramatically over the years, but particularly in the post-war decades. Much of the setting of the church today bears no resemblance to that depicted on the pre-war Ordnance Survey maps. Hardly anything in the setting of the building still resembles its original setting. Its present-day setting is characterised by post-war development, often blocks of flats, including the very recently added block at St Mark's Court.
44. The application site is a component of this somewhat disparate and unremarkable townscape context and setting of the church. It does not play a notable role and it does not relate to the church in any meaningful way.
45. The proposed development optimises brownfield land for housing provision, as is encouraged in policy. The new block of flats generally accords with the scale of other nearby blocks, with a rational, modern elevation, with considerable interest and depth. This building would be a marked improvement in terms of architectural quality and visual interest, compared with the other blocks of flats on the same street, and it will enhance the local distinctiveness of the area. It follows the existing/established building lines and brings a sense of enclosure and definition to the street, which is presently somewhat fragmented. The increased definition will generally improve the streetscape.
46. The significance of the conservation area would remain unaffected and would be preserved. The church would not be seen alongside the new building, or framed together with it in views. In the general street context, it would be experienced and understood as part of the more recent redevelopment of the street and the wider area. This would leave the significance of the church unaffected.
47. Because there would be no harm, there are no policy conflicts with national or local policy. In heritage terms there is no reason for the application to be refused.



Planning (Listed Buildings and Conservation Areas) Act 1990

CHAPTER 9

A Table showing the derivation of the provisions of this consolidation Act will be found at the end of the Act. The Table has no official status.

ARRANGEMENT OF SECTIONS

PART I

LISTED BUILDINGS

CHAPTER I

LISTING OF SPECIAL BUILDINGS

Section

1. Listing of buildings of special architectural or historic interest.
2. Publication of lists.
3. Temporary listing: building preservation notices.
4. Temporary listing in urgent cases.
5. Provisions applicable on lapse of building preservation notice.
6. Issue of certificate that building not intended to be listed.

CHAPTER II

AUTHORISATION OF WORKS AFFECTING LISTED BUILDINGS

Control of works in respect of listed buildings

7. Restriction on works affecting listed buildings.
8. Authorisation of works: listed building consent.
9. Offences.

Applications for listed building consent

10. Making of applications for listed building consent.
11. Certificates as to applicant's status etc.
12. Reference of certain applications to Secretary of State.
13. Duty to notify Secretary of State of applications.
14. Duty of London borough councils to notify Commission.
15. Directions concerning notification of applications etc.
16. Decision on application.

A



National Planning Policy Framework

APPENDIX 1: Legislation, Policy and Guidance

Legislation

1. Legislation relating to listed buildings and conservation areas is contained in the Planning (Listed Buildings and Conservation Areas) Act 1990. For the purposes of this application, the neither relevant Section 66 (which deals with listed buildings), nor 72 (which deals with land within a conservation area) of the 1990 Act are relevant. The revised National Planning Policy Framework (the NPPF) was published in February 2019 and constitutes guidance for local planning authorities and decision makers. Applications for planning permission must be determined in accordance with the local development plan, unless it is silent or material considerations indicate otherwise. The NPPF is a material consideration.

The National Planning Policy Framework

2. Section 16 of the NPPF deals with conserving and enhancing the historic environment, in paragraphs 184 to 202. The NPPF places much emphasis on heritage 'significance', which it defines in Annex 2 as:
"The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."
3. Paragraph 184 of the NPPF states that heritage assets range from sites and buildings of local historic value to those of the highest significance. It goes on to state 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.
4. Paragraph 185 encourages local planning authorities to prepare local plans that should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. One of the factors to be taken into account is the positive contribution that new development can make.
5. According to paragraph 189, local planning authorities should require applicants 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.
6. Paragraph 190 requires a similar approach from local authorities, who should identify and assess the particular significance of any heritage asset that may be affected by a proposal, 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.
7. According to paragraph 192, a number of considerations should be taken into account in determining applications. The first is the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. The second is to recognise the positive contribution that conservation of

heritage assets can make. The third reiterates the well-established concept that new development can also make a positive contribution to local character and distinctiveness.

8. According to paragraph 193, which applies specifically to designated heritage assets, great weight should be given to a heritage asset's conservation (the more important the 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.
9. Paragraph 194 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.
10. Paragraph 195 continues on the subject of substantial harm and is not relevant to this application, which could not reasonably result in the magnitude of harm given the nature and significance of the conservation area, and the potential effects of the proposals on its overall significance.
11. Paragraph 196, on the other hand, deals with less than substantial harm. Harm in this category should be weighed against the public benefits of the proposal.
12. Paragraph 197 deals with non-designated heritage assets such as locally listed buildings. 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 is required, having regard to the scale of any harm or loss and the significance of the heritage asset.
13. The National Planning Practice Guidance¹ (NPPG) describes public benefits as "anything that delivers economic, social or environmental objectives".
14. According to paragraph 200, local planning authorities should look for opportunities for new development within conservation areas to enhance or better reveal their significance. Proposals that preserve those elements that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

The Development Plan

15. The Development Plan is the London Plan (2016) and the Greenwich Core Strategy Development Plan Document (DPD) (April 2012).
16. The London Plan provides city wide context within which individual boroughs must set their local planning policies. Policies 7.4, 7.8 and 7.9 relate to the historic environment:
Policy 7.4 – Local Character: Buildings, streets and open spaces should provide a high-quality design response that (i) has regard to pattern and grain of existing spaces, (ii) contributes to positive relationships between urban and natural landscapes, (iii) is human

¹ <http://planningguidance.planningportal.gov.uk/blog/guidance/conserving-and-enhancing-the-historic-environment/why-is-significance-important-in-decision-taking/>

APPENDIX 1: Legislation, Policy and Guidance

in scale, (iv) allows positively contributing buildings to influence the future character, and (v) is informed by the surrounding historic environment.

Policy 7.8 – Heritage Assets and Archaeology: This policy seeks to safeguard heritage assets. The policy encourages development that (i) identifies, values, conserves, restores, re-uses and incorporates heritage assets, where appropriate, and (ii) that conserves heritage assets and their setting.

Policy 7.9 – Heritage-led Regeneration: Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant. The significance of heritage assets should be assessed and schemes designed so that the heritage significance is recognised.

17. Core Strategy Policy CS 8 deals with different aspects of character, design and heritage. According to the policy, the Council will protect (amongst others) existing buildings and areas of high quality and historic interest from inappropriate development. New development should (amongst others) have regard to the historic environment. Policy DM 12 is quoted in the text box below:

Policy DM 12

Development in Conservation Areas and Affecting Heritage Assets

The Council will:

- a. continue to identify, record and designate assets, and periodically review existing designated assets within the Borough that are considered to be of special historic significance in order to ensure that future development will preserve or enhance locally distinctive heritage assets. These records will be maintained in the form of a Historic Environment Record.
- b. preserve or enhance the existing heritage assets of the Borough through the promotion of high quality design and a focus on heritage-led regeneration
- c. allow alterations which preserve or enhance the established character and architectural interest of a heritage asset, its fabric or its setting
- d. ensure that development proposals affecting historic assets will use high quality materials and design features which incorporate or compliment those of the host building or the immediate area
- e. respect features of local importance and special interest through the consideration of form, scale, layout, and detailed designs of a site, area or streetscape
- f. seek the conservation and improvement of the natural and built historic environment which contribute to the character of the Borough's historic riverside setting
- g. where possible, provide access for all to encourage public enjoyment of the historic environment and Kingston's heritage assets

Historic Environment Good Practice Advice in Planning Note 3 (GPA 3)

18. Historic England's Historic Environment Good Practice Advice in Planning Note 3 (Second Edition), was published in December 2017 (GPA 3) and replaced the first edition of March 2015. It provides information on good practice in dealing with assessing impacts on setting.
19. The assessment approach in this report follows the guidance contained in GPA 3.