Application to designate Buildings of Townscape Merit:

- Park Works (18 - 20 Borough Road)
- The Pottery Tapas Bar (20 Park Road)

Report by Director of Place

**Purpose**

To review the recommendations by independent heritage consultants, Drury McPherson Partnerships to designate Park Works (18-20 Borough Road) and The Pottery Tapas Bar (20 Park Road) as Buildings of Townscape Merit.

**Recommendations**

To RESOLVE subject to a review of consultation responses, to delegate to the Director of Place that:

1. Park Works (18 – 20 Borough Road) is designated as a Building of Townscape Merit
2. The Pottery Tapas Bar (20 Park Road) is designated as a Building of Townscape Merit

**Key Points**

A. The Council recognises the quality of Kingston’s built heritage and the importance of protecting this for future generations, together with its contribution to the landscape and built environment of Kingston. Throughout the borough there are buildings and structures which, although not necessarily of statutory Listed Building quality, nonetheless add to the richness of the local built environment and local distinctiveness. These buildings and structures are known as Buildings of Townscape Merit.

B. After consideration of the recommendations set out by heritage consultants Drury McPherson Partnerships and their dialogue with Historic England, Officers consider that Park Works (18-20 Borough Road) and The Pottery Tapas Bar (20 Park Road) meet the criteria required for such designation, and recommend that these properties be placed on the local list as Buildings of Townscape Merit (BTM).

**Background**

1. Drury McPherson Partnerships were commissioned by the Council to produce an independent Heritage Assessment of Princes Road, Arthur Road and Borough Road in March 2015 after concern was raised by a local resident about the potential heritage value of the area.

2. Drury McPherson Partnership’s report Borough Road, Arthur Road and Princes Road Kingston Upon Thames Assessment of Potential for Heritage Designation made the following recommendations:
• Park Works (18-20 Borough Road), The Pottery Tapas Bar (20 Park Road) and 28-30 Princes Road should be added to the local list of Buildings of Townscape Merit
• Borough Road, Arthur Road and Princes Road lacks the special architectural or historic interest that would justify designation as a conservation area but is well suited to the protection offered by designation as an Area of Special Local Character.
• 18-20 Borough Road may be worthy of statutory listing with Historic England subject to further research.

3. As a result of the recommendation for Park Works (18-20 Borough Road), a statutory listing request was made to Historic England which is now ongoing.

4. Drury McPherson Partnerships were then commissioned to produce four further reports to ascertain how each recommendation fulfilled the Council’s draft criteria for Buildings of Townscape Merit and Areas of Special Local Character. Those areas considered worthy of protection are the subject of this report.

5. As part of this more refined assessment it is concluded that 28-30 Princes Road does not fulfil the Council’s criteria for Buildings of Townscape Merit. A further assessment is still being undertaken to consider designation of Borough Road, Princes Road and Arthur Road as an Area of Special Local Character.

6. Buildings of Townscape Merit in Kingston are designated according to draft criteria set out by the Royal Borough of Kingston. The criteria used for assessment are set out below. These have been developed from criteria adopted by a neighbouring authority and are considered appropriate to be used within this assessment.

**Assessment Criteria**

1. Any building, not statutorily listed, which can be proved to date from before 1840.

2. Selected buildings, not statutorily listed, dating from between 1840-1939 of definite quality and character. These are assessed by whether a building comes under one or more of the following categories:
   
   (a) was included as Grade III on the former statutory list;
   (b) retains a substantial portion of original features;
   (c) has group value;
   (d) has association with well known characters or events;
   (e) displays special value within a certain type or illustrates social, economic or industrial history (e.g. railway stations, schools, almshouses, etc);
   (f) by reason of its appropriateness to the site and inter-relationship with other buildings makes a unique contribution to the townscape.

3. Post 1939 buildings, not statutorily listed, which are exceptionally good examples of the architectural output of the period and/or are the work of principal architects.
Context

**Park Works (18-20 Borough Road)**

7. 18-20 Borough Road (see Annex A for location) is a small building attached to the industrial premises known as Park Works. It dates from the late 1930s but its special interest and townscape merit derive principally from the World War Two air-raid watchers’ post that surmounts the street (approximate north) elevation, which was built in 1939 either as a single phase of construction or as an addition to a recently constructed office building. It should be noted that Park Works (HD Symonds & Co Ltd) made specialist glass fibre fabrics for aircraft insulation. Because of its importance to the war effort, the factory complex may be of national significance and as such a listing request has been made to Historic England.

8. 18-20 Borough Road also meets most of the Council's designation criteria for Buildings of Townscape merit. It has considerable local historic interest as a relatively rare survival of a building type that directly connected with the role of the area in World War Two and the history of the aeronautical industry. It has a distinctive appearance in the streetscape, marking the location of the former factory in this otherwise residential neighbourhood and adding variety and interest to the street scene. For the reasons, the block at 18-20 Borough Road as far back as the line of the northern entrance to the covered way, merits consideration for inclusion on the local list of Buildings of Townscape Merit.

Assessment

9. The criteria that apply to 18-20 Borough Road are 2(b); 2(c); 2 (d); 2(e) 2(f) and 3. The building was not included on the old grade III list, which was extremely selective with regard to 20th century industrial architecture.

   Retains a substantial portion of original features Criterion 2(b)

10. The block at 18-20 Borough Road appears to be substantially unaltered externally. The watching post appears to be intact. The building retains its steel-framed windows.

   Has Group Value Criterion 2(c)

11. 18-20 Borough Road has group value with the rest of the street, despite its industrial and civil defence functions. The building occupies the site of a pair of mid-Victorian houses. Its scale and materials conform broadly to the scale and height of the surrounding proposed Local Area of Special Character that encompasses Princes, Borough and Arthur Roads. It forms part of a group with the rest of the factory.

   Has association with well known characters or events Criterion 2(d)

12. As a World War Two civil defence structure that served a factory contributing to the war effort, 18-20 Borough Road is associated with both a great national event that is still deeply resonant today, and with the local community's part in the war. The aircraft industry is particularly significant locally and to the national struggle. The building sheds light on the way in which the war effort was inseparable from the Home Front. The factory brought the danger of the front line to a quiet residential
backwater, and the watching post is a visible monument to those times and helps tell the story of this community.

13. Displays special value within a certain type or illustrates social, economic or industrial history (e.g. railway stations, schools, almshouses, etc) Criterion 2(e)

There has not been a comprehensive national survey of factory watching posts or similar buildings, so its rarity in the national context is difficult to judge. Its design is fairly standard, albeit as an unusual building type. War-time design and construction aimed at utility and strength—decoration was superfluous—and these are expressed in this example. However, such buildings are certainly uncommon today, and no other examples are known to survive locally.

14. By reason of its appropriateness to the site and inter-relationship with other buildings makes a unique contribution to the townscape Criterion 2(f)

The building is an unusual building type. It is a prominent landmark and can be seen from both ends of the street. As noted, its scale is sympathetic to the residential neighbourhood of which it is a part. As such it adds historic interest and resonance to the area.

Context

The Pottery Tapas Bar (20 Park Road - The Former Borough Arms)

15. The former Borough Arms (see Annex A for location) was built between 1840 and 1865 but its location on the corner of a street that was only just being laid out at the date of the Ordnance Survey, makes a date of c1865 most likely. Its style is sometimes called the Northern Renaissance style or late-Victorian pub architecture which reached its architectural height at the end of the 19th Century.

16. The former Borough Arms meets most of the Council's designation criteria for Buildings of Townscape merit. It has both visual quality in the streetscape and considerable local historic interest. Pubs are almost by definition, places with strong community associations, and they are also, as a building type, at risk. Many thousands of pubs have shut in the past decade and a substantial number of these have been demolished. The former Borough Arms is a good and relatively early example of the type, and is a prominent feature in the streetscape of Park Road. Its late Victorian pub frontage is of notably high quality, and intact. For the reasons set out below it merits consideration for inclusion on the local list of Buildings of Townscape Merit.

Assessment

17. The criteria that apply to the former Borough Arms are 2(b); 2(c); 2(e) and 2(f). The building was not included on the old grade III list, which was selective with regard to 19th century architecture. It would not have been considered for listing prior to 1970.

Retains a substantial portion of original features Criterion 2(b)

The building retains most of its original external features and the pub-front windows added c1897 adds to the interest of the original building, emphasising its specific use.
18. The pub is a key element of the group of residential and commercial buildings that surround it. The much altered shops to its north on Park Road and the residential streets to the east (the proposed Area of Special Local Character (ASLC): Princes, Borough and Arthur Roads) date from the same period of c1860-1890 and together they make up a typical outer suburban development of this date. The pub was often a focal point in such developments, for example, occupying a prominent and highly visible location such as a corner site on a main road, as here.

19. Displays special value within a certain type or illustrates social, economic or industrial history (e.g. railway stations, schools, almshouses, etc) Criterion 2(e)
Whilst it is not exceptional, the building is a good example of its type- a plain mid-century building enhanced by its decorative pub-frontage of 1897, and is of greater interest because it is relatively unaltered when so many similar pubs have been demolished, or converted into new uses at the expense of the features that distinguish them as serving their particular purpose.

20. By reason of its appropriateness to the site and inter-relationship with other buildings makes a unique contribution to the townscape Criterion 2(f)
The pub occupies a prominent site and marks the social centre of the small sub-neighbourhood of which it is a part. It has been designed to make the most of its corner site. Thus it has considerable visual importance in the streetscape, which reflects its historic role in the community.

Options
21. For the reasons noted above, it is recommended that 18 – 20 Borough Road as far back as the northern entrance to the covered way of Park Works and the Pottery Tapas Bar (20 Park Road) is considered for inclusion on the local list of Buildings of Townscape Merit. See Annex A for a location plan.

Consultation
22. For new BTMs, owner’s will usually be given advance notification of the designation and the implications of the designation will be explained. However, where buildings are considered to be under immediate threat, advance notification will not always be possible, as to do so might occasionally result in pre-emptive demolition or alterations, and in these instances protection measures will be instigated as soon as possible. In this case the owner’s have been notified prior to this report’s publication.

23. There is no formal or statutory right of appeal against a building being placed on the list. However following the inclusion of a building on the list and within 21 days of notification to the owner, the Council will consider objections to a building’s inclusion on the list. Objectors will need to challenge the reasons for inclusion of a building on the list bearing in mind that it is the building’s architectural or historic interest that is the reason for its inclusion on the list.

24. Grounds for objection will therefore be restricted to the fact that the building does not meet the designation criteria or that existing valid planning permissions, or other permissions, are in existence which allow demolition or alteration. For both of these, relevant evidence should be provided. Personal circumstances or other factors will not normally be taken into account.
Timescale
25. Subject to the Committee approving designation, it is proposed that a consultation feedback report be produced following of the completion of the notification period. This will complete a technical review of responses received. To ensure appropriate action is taken to protect the buildings from potentially damaging works it is proposed that delegation be given to the Director of Place to consider the findings of the report and instruct inclusion of the buildings on the local list as appropriate.

Resource Implications
26. None

Legal Implications
27. None

Risk Assessment
28. There is a risk that heritage assets will be lost if the proposed Buildings of Townscape Merit are not designated.

Equalities Impact Assessment
29. N/A

Environmental Implications
30. In developing future proposals for extensions and alterations of Building of Townscape Merit, the parameters which need to be taken into account would have a positive impact on the environment, these parameters include:

- Historic features should be conserved or restored. Where possible the historic fabric of the BTM should be retained or repaired and traditional materials and methods should be used.

- Extensions should be well designed and preserve the scale, character and setting of the BTM and can be done either by adopting an historic approach or in some cases, a contemporary one may be appropriate. Attention to historic detailing, materials and methods is important. Whether the approach is historical or contemporary in style, the scale, bulk and massing must relate well to the original building and the extension should always remain subordinate to it. The quality of materials and design, design detailing and context will be important in ensuring that extensions integrate well with the often fine quality, craftsmanship, traditional materials and careful detailing of a traditional building.

- The setting of the BTM is important in terms of its character. Proposals for alterations, extensions or even new buildings nearby should take into account the quality, nature and significance of the setting of the building.

- Landscaping, boundaries and external materials e.g. driveways are also important to the setting of a BTM and their positioning, layout and design should preserve or enhance the setting of the BTM.

- New development or extensions should respect, and where appropriate, contribute to traditional building groupings, such as farm courtyards and enhance and protect views into, from and through the site; traditional
boundaries; and other minor features of interest using landscape features to screen or enhance buildings as appropriate.

- In the exceptional circumstance that demolition is allowed, the Council will require that the provision of a suitable high quality replacement scheme is made.

Network Implications

31. N/A

Background Papers – held by Charlotte Gilhooly – 020 8547 5361, email charlotte.gilhooly@kingston.gov.uk, author of the report

- Borough Road, Arthur Road and Princes Road Kingston Upon Thames, Assessment of Potential For Heritage Designation (March 2015)
- Borough Road Study Area, Annex: Historic Maps
- 18-20 Borough Road, Kingston Upon Thames, Assessment for Potential Designation As a Building of Townscape Merit (May 2015)
- Former Borough Arms PH, Park Road, Kingston Upon Thames: Assessment for Potential Designation As a Building of Townscape Merit (May 2015)
- 28-30 Princes Road, Kingston Upon Thames: Assessment for Potential Designation as a Building of Townscape Merit (May 2015)
- Borough Road, Princes Road, Arthur Road and Part of Park Road: Proposed Area of Special Local Character
- Borough Character Study (2011)
- Draft Procedure for Designating Buildings of Townscape Merit (BTM) in Kingston
- Draft guide on “What BTM status might mean for you”.