

Heritage Statement

11 Provost Road, London, NW3 4ST


Proposed internal alterations

**On behalf of
Khalil & Kane**

November 2014

Alliance Planning

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STATEMENT IN SUPPORT OF LISTED BUILDING CONSENT APPLICATION FOR:

INTERNAL ALTERATIONS

AT

11 PROVOST ROAD, LONDON NW3 4ST

ON BEHALF OF: KHALIL & KANE

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1.0 INTRODUCTION AND SITE INFORMATION

- 1.1 This document has been prepared by Alliance Planning WYG on behalf of Khalil & Kane. It accompanies an application for Listed Building Consent for internal alterations to 11 Provost Road.
- 1.2 11 Provost Road is a grade II listed single family dwelling. It is additionally recognised for its group value sitting amongst 7 pairs of semi-detached villas. The site also falls within the Eton Conservation Area, which recognises the special architectural and historic interest of this small area of London, which was designated for being a “complete enclave of early Victorian Villas centred around St Saviour’s Church”¹. The villas were built by architect John Shaw circa 1844.
- 1.3 In accordance with Paragraph 128 of the National Planning Policy Framework (NPPF), this report identifies and describes the significance of the heritage asset in relation to the current proposals. It will describe the levels of impact resulting from the proposals. The report refers to relevant guidance documents, including English Heritage’s ‘Conservation Principles, Policy and Guidance’ 2008.
- 1.4 This document has been prepared by Fiona MacAdie BA Hons MSc PG Cert UD, Principal Consultant, Heritage and Urban Design of Alliance Planning WYG.

¹ Extract from Eton Conservation Area Appraisal (page 5).

2.0 HERITAGE POLICY AND GUIDANCE SUMMARY

National Policy

National Planning Policy Framework (NPPF)

- 2.1 The National Planning Policy Framework (NPPF) was published on 27th March 2012. The over-arching aim of the policy, expressed in the Ministerial foreword, is that *“our historic environments... can better be cherished if their spirit of place thrives, rather than withers.”*
- 2.2 Chapter 12 specifically discusses ‘Conserving and enhancing the historic environment’ and advises that local planning authorities should take account of:
- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
 - *the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
 - *the desirability of new development making a positive contribution to local character and distinctiveness;*
 - *and opportunities to draw on the contribution made by the historic environment to the character of a place. (Paragraph 126)*
- 2.3 The NPPF directs local planning authorities to require an applicant to *“describe the significance of any heritage assets affected, including any contribution made by their setting”* and the level of detailed assessment should be *“proportionate to the assets’ importance”* (Paragraph 128).
- 2.4 This gives rise to the need for a Significance Assessment which identifies and then sets out the relative nature and value of affected heritage assets. It also stresses the importance of proportionality both in the extent to which assessments are carried out and in the recognising the relative merits of the assets. Planning Authorities should then *“take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid conflict between the heritage asset’s conservation and any aspect of the proposal”* (Paragraph 129). This paragraph results in the need for an analysis of the impact of a proposed development on the asset’s relative significance, in the form of a Heritage Impact Assessment.

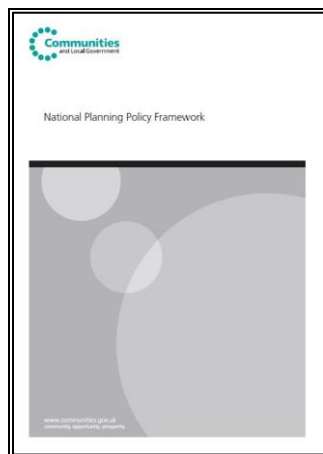
2.5 In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 133 states the following:

“Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

(Paragraph 133)

2.6 The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development.



*National Planning Policy
Framework 2012*

2.7 In the case of proposals which would result in “less than substantial harm”, paragraph 134 provides the following:

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

(Paragraph 134).

- 2.8 It is also possible for proposals, where suitably designed, to result in no harm to the significance of heritage assets.
- 2.9 In the case of non-designated heritage assets, Paragraph 135 requires a Local Planning Authority to make a “*balanced judgement*” having regard to the scale of any harm or loss and the significance of the heritage asset.”
- 2.10 The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context. *English Heritage Conservation Principles: Policies and Guidance 2008*



National Planning Practice Guidance (NPPG)

- 2.11 The National Planning Practice Guidance (NPPG) was published in March 2014 as a companion to the NPPF, replacing a large number of foregoing Circulars and other supplementary guidance. In respect of heritage decision-making, the NPPG stresses the importance of determining application on the basis of significance, and explains how the tests of harm and impact within the NPPF are to be interpreted. In particular, the NPPG notes the following in relation to the evaluation of harm: “*In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest.*” (Paragraph 017)
- 2.12 This guidance therefore provides assistance in defining where levels of harm should be set, tending to emphasise substantial harm as a “*high test*”.

English Heritage’s PPS5: Planning for the Historic Environment PRACTICE GUIDE

- 2.13 Although PPS5 has been superseded by the NPPF, the PPS5 Practice Guide remains a valid and Government endorsed document, entirely relevant and useful in the application of the NPPF.

- 2.14 The works proposed to 11 Provost House include restoration and alterations and key guidance within the document on those changes is listed below:

“RESTORATION – General points

Restoration of a listed building requires its alteration and is almost always likely to need listed building consent (para 158)...Restoration is likely to be acceptable if:

- 1. The significance of the elements that would be restored decisively outweigh the significance of those that would be lost.*
- 2. The work proposed is justified by compelling evidence of the evolution of the heritage asset, and is executed in accordance with that evidence.*
- 3. The form in which the heritage asset currently exists is not the result of a historically significant event.*
- 4. The work proposed respects previous forms of the heritage asset.*
- 5. No archaeological interest is lost if the restoration work could later be confused with the original fabric.*
- 6. The maintenance implications of the proposed restoration are considered to be sustainable.(para 160)*

ADDITION AND ALTERATION – General points

The fabric will always be an important part of the asset’s significance. Retention of as much historic fabric as possible is therefore a fundamental part of any good alteration or conversion, together with the use of appropriate materials and methods of repair. It is not appropriate to sacrifice old work simply to accommodate the new (para 179).

Although some works of up-grading, such as new kitchens and bathroom units, are unlikely to need consent, new services, both internal and external can have a considerable, and often cumulative, effect on the appearance of a building and can affect significance. The impact of necessary services can be minimised by avoiding damage to decorative features by carefully routing and finishing and by use of materials appropriate to the relevant period, such as cast iron for gutters and down-pipes for many Georgian and Victorian buildings”(para 189).

Local Heritage Policy

Core Strategy (Adopted 8th November 2010)

- 2.15 The policy set out in the Core Strategy relating to heritage assets in Camden is as follows:

“Policy CS14 – Promoting high quality places and conserving our heritage

The Council will ensure that Camden’s places and buildings are attractive, safe and easy to use by: a) requiring development of the highest standard of design that respects local context and character; b)preserving and enhancing Camden’s rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens; c) promoting high quality landscaping and works to streets and public spaces; d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible; e) protecting important views of St Paul’s Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views”.

Policy DP25 of Camdens Local Development Framework (Adopted 2010)

2.16 Policy DP25 aims to conserve Camden's Heritage and helps to implement Core Strategy policy CS14

"Policy DP25 - Conserving Camden's heritage

Conservation areas

In order to maintain the character of Camden's conservation areas, the Council will:

- a) take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- c) prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;*
- d) not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*
- e) preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden's architectural heritage.*

Listed buildings

To preserve or enhance the borough's listed buildings, the Council will:

- e) prevent the total or substantial demolition of a listed building unless exceptional circumstances are shown that outweigh the case for retention;*
- f) only grant consent for a change of use or alterations and extensions to a listed building where it considers this would not cause harm to the special interest of the building; and*
- g) not permit development that it considers would cause harm to the setting of a listed building.*

Archaeology

The Council will protect remains of archaeological importance by ensuring acceptable measures are taken to preserve them and their setting, including physical preservation, where appropriate.

Other heritage assets

The Council will seek to protect other heritage assets including Parks and Gardens of Special Historic Interest and London Squares.

3.0 SIGNIFICANCE ASSESSMENT

Eton Conservation Area appraisal

3.1 The Eton Conservation Area is accompanied by a detailed appraisal which provides an inventory and assessment of the characteristics which constitute the Area's special character. The Audit document responds to guidance from English Heritage which recommends this approach as providing a 'baseline' assessment of the Area's character which can be used to assist with decision-making. The Conservation Area was originally designated on December 1973 and included Provost Road. The Conservation Area has since been extended a number of times to include neighbouring areas of interest.

3.2 The appraisal provides a summary of the historical development and character of the Eton Conservation Area. The following extract discusses the character of Provost Road:

"The east side of Eton Villas (south) and part of Provost Road are developed with semi-detached villas but of a different style to Eton Villas (north). The properties are typical early to mid Victorian gable fronted stucco villas designed to be read as a single architectural unit and in common with all the surviving villas on these two roads are listed grade II. The central section of each property comprises a lower ground and two main levels of accommodation. The proportion of window to wall space (solid/void ratio) is fairly high. Windows are surrounded by a raised stucco architrave, cill and cornice. The third level of accommodation is contained within the shallow pitched slated roof, with dormers on the flank elevations. A central chimney stack protrudes from the main roof ridge. Most of the villas in Eton Villas and Provost Road have been painted but originally the intention was to use stucco as a stone substitute and coursing lines are set into the render. However, the current mixture of paint colours and unpainted properties does not significantly detract from the group value" (page 11).

3.3 The appraisal refers to section 7 of the **Planning (Listed Buildings & Conservation Areas) Act 1990** to confirm that Listed Building Consent is required for any works of alteration or extension which would affect its character as a building of special architectural or historic interest (page 27).

3.4 With regards to materials and maintenance the appraisal advises:

"In all cases, existing/original architectural features and detailing characteristic of the Conservation Area should be retained and kept in good repair, and only be replaced when there is no alternative, or to enhance the appearance of the building through the restoration of missing features. Original detailing... where retained add to the visual interest of properties, and where removed in the past replacement with suitable copies will be encouraged. Original, traditional materials should be retained wherever possible and repaired if necessary" (page 27).

3.5 The Statutory List Description for 11 Provost Road is as follows.

Statutory List Description

11 Provost Road
Grade: II
Date first listed: 14-Feb-1974

TQ2784SE PROVOST ROAD 798-1/63/1355 (South side) 14/05/74 Nos.1-14 (Consecutive)
GV II

7 pairs of semi-detached villas. c1844. By John Shaw. Painted stucco. Slated gabled roofs with dormers, central long slab chimney-stacks and overhanging eaves, bracketed on angle return and having plain bargeboards to gables. 2 storeys, attics and semi-basements. 1 window each plus 1 window recessed entrance bays. Architraved entrances to recessed doorways with pilaster jambs and part-glazed doors approached by steps. Architraved sashes, ground floor windows with pilasters and cornice. Nos 3 & 4 have 3-light canted bays rising from semi-basement through 2nd floor with pilasters. All have architraved 3-light attic windows, central window blind, in apex of gable. INTERIORS: not inspected.



3.6 The description is intended for identification purposes only and does not seek to describe or include all the features which are protected by the legislation. For the avoidance of doubt, all parts of the building including the interior and exterior, and all the fixings, fittings and buildings falling within the curtilage constructed prior to 1st July 1948, are subject to the same legislative provisions.

- 3.7 Reference to Provost Road is made in Nikolas Pevsner's 'Buildings of England: London-North', the renowned architectural guide:

"To the N, reached by ETON COLLEGE ROAD, is an attractive triangle of more complete streets – PROVOST ROAD, ETON ROAD, and ETON VILLAS, with St Saviour's Church (q.v.) as their focus. These smaller middle-class villas built in the 1840s-50s, reminiscent of Nash's earlier Park Villages and the contemporary St John's Wood, reflect the more refined taste of the Eton Estate surveyor John Shaw Jun. They are mostly semi-detached, with rendered fronts and shallow shared gables in a rustic Italian manner, but with restrained Grecian detail for the window surrounds" (page 241).

- 3.8 The significance of 11 Provost Road lies chiefly in the evidence it provides of being a good example of a mid-Victorian semi-detached villa and its group value, sitting amongst 7 pairs of semi-detached villas, which contributes to the character and appearance of the Eton Conservation Area. Internally the original floor-plan can be read and is only affected by the modern partitioning that subdivides the rear first floor bedroom. The interior is of a good quality, largely retaining original decorative features and fabric such as the stair and banister, cornices, floorboards, chimney breasts and fireplaces. The exterior is also of a good quality and contributes to the character and appearance of the terrace.
- 3.9 The proposed alterations only involve minor works to the interior.

4.0 DETAILED PROPOSALS AND SITE PHOTOGRAPHS

Basement:

- 4.1 Cosmetic refurbishment of basement WC involving replacement of existing modern finishes and sanitaryware.

Ground floor:

- 4.2 Cosmetic refurbishment of ground floor WC involving replacement of existing modern finished and sanitaryware.

First floor

- 4.3 Removal of non-original partitioning to the rear bedroom that previously created a changing room/ walk-in wardrobe. Reinstatement of door to its original location to provide access to rear bedroom.



Modern partitioning within master bedroom to be removed



Modern partitioning to be removed



Historic (possibly original) bedroom door to be relocated to original location as entrance to rear first floor master bedroom

- 4.4 Refurbishment of first floor bathroom and creation of a new opening to provide en-suite facilities to the rear master bedroom.



Rear first floor bathroom to be refurbished



Existing first floor rear bathroom

- 4.5 Creation of a bathroom in existing bedroom at first floor to provide en-suite facilities to the front bedroom. The proposals allow the use the existing external pipework. The only external alterations are two new vents on the side elevation required to provide ventilation to the new bathroom. There is existing pipework to the side elevation which may indicate that there was a bathroom here previously. Listed building consent was granted on 13th February 2001 for internal alterations that included converting the first floor study to a bathroom with double doors to provide direct access the front bedroom (Application No:LEX0001002). A number of the neighbouring properties that have the same group listing have a bathroom in this location and similar external pipework and extraction.



Reinstatement of former opening at first floor to provide access to new bathroom



Location of proposed opening to provide en-suite to master bedroom.



Existing pipework to side elevation which will be used. No new pipe work needed

Second floor

- 4.6 Refurbishment of rear en-suite bathroom involving replacement of existing modern finishes and sanitaryware. Listed Building Consent was granted for the existing second floor en-suite bathroom on 13th February 2001 (Application No:LEX0001002).



Existing en-suite to second floor rear bedroom to be refurbished

- 4.7 Creation of new bathroom to provide en-suite facilities to the front bedroom. The new pipework shall run at low level and exit on the side elevation to match existing (no new pipe will be seen from exterior). A new vent will be required on the side elevation as well to provide ventilation to the bathroom.



Location of new en-suite to second floor front bedroom to match rear en-suite

5.0 IMPACT ASSESSMENT

- 5.1 The proposals do not involve the loss of any existing historic fabric of interest or significance.
- 5.2 The identified refurbishment works to the WCs at basement and ground floor, and the bathrooms at first and second floor do not require listed building consent as the works are only cosmetic and do not require the introduction of new services, vents, pipework or any new partitioning.
- 5.3 At first floor, the removal of non-original partitioning to the rear bedroom and the relocation of the door will restore the original floorplan and is a beneficial alteration. It is understood that the new openings to provide en-suite bathrooms at first floor may be historic as well and also reinstate the original floorplan. There is evidence of an historic opening to the front bedroom visible through the uneven plasterwork and the skirting that has clearly been pieced in beneath. As discussed previously, there is existing pipework to the side elevation that may indicate that there was a bathroom in this location previously.

- 5.4 Alternatively there are a couple of neighbouring properties including 2 Provost Road which were converted to maisonettes and had kitchens on the first floor (Planning reference HB2220 application granted for conversion of property back to single family dwelling). The pipes on the wall to the exterior of 11 Provost Road may have served a first floor kitchen if the property was historically subdivided into maisonettes.
- 5.5 The introduction of the bathrooms at first and second floors are not considered to harm the historic and architectural value of this residential property, and it transpires that listed building consent has previously been granted for an en-suite bathroom to the front bedroom at first floor (LEX0001002 granted 05/01/2001) . En-suite bathrooms at first and second floor are also common within neighbouring properties which have the same group listing description, some of which received consent recently:
- 8 Provost Road 2010/1379/P, 2010/1381/L – new bathroom at first floor and new opening from existing first floor bathroom to bedroom granted.
 - 4 Provost Road 2004/5514/L – opening between first floor bedroom and bathroom to provide en-suite access granted.
 - Properties 8, 12, 13 and 14 Provost Road all have two bathrooms at first floor some of which are en-suite, and en-suite bathrooms at second floor. The bathrooms are shown as existing on recently approved drawings but it is not clear when they were actually installed.
- 5.6 The impact of the proposed development on the significance of the listed building is considered to be Imperceptible/None, with the internal alterations representing beneficial improvements to support the continued, sustainable use of the dwelling as a family house.
- 5.7 The proposed alterations will have no impact on the Eton Conservation Area.
- 5.8 As a result, the proposals meet the requirements of sections 16 and 66 of the Planning (Listed Buildings and Conservation Area) Act 1990, do not cause harm in terms of NPPF 131-134 and satisfy local policies.

6.0 SUMMARY

- 6.1 It is concluded that the significance of the designated heritage asset would not be adversely affected as a result of the proposed development.
- 6.2 In terms of NPPF policy, the alterations to the master bedroom will enhance the listed building, restoring the original plan form and dimensions to the room located on a principal floor. The works to provide new bathrooms are minor in nature and will not harm the special architectural and historic interest of the listed building. The works are all internal and will not harm the character and appearance of the Eton Conservation Area.
- 6.3 The Heritage Impact Assessment concludes that there would be no demonstrable harm caused to the significance of the heritage asset. The development satisfies paragraphs 131-135 of the NPPF and the provisions of the Planning (Listed Buildings & Conservation Areas) Act 1990.