



Historic Building Impact Assessment

For

56 Kendal Street  
London W2

29<sup>th</sup> March 2018

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## 1. Executive Summary

This “Heritage Impact Assessment” has been prepared on behalf of Stirling Design and Management Ltd. It is to accompany an application for Listed building consent, reference DP/PET/17/64359/N, as described below:

*‘Removal of existing tiling on the front terraces at ground floor level along shop fronts including the circular steps to square shaped step design and small format black and white tile and border feature on terracing in keeping with traditional format of adjacent properties and in line with the Bayswater Conservation Area guidelines.’*

The assessment is to establish the impact of the proposed change to the extant frontage to the building known as 56 Kendal Street.

56 Kendal street is a Grade II listed building and as such, the building has specific heritage significance and historic value attached to it at a local and national level.

This document is to be read in conjunction with:

An application form dated 8<sup>th</sup> January 2018

Drawing 2018-KENDAL-P-01 dated 8<sup>th</sup> January 2018

In response to:

An enforcement notice of 20<sup>th</sup> July 2017

And letter 18/00129/LBC dated 12<sup>th</sup> January 2018 from Aysel Adem relating to the application

## 2. Site Location



56 Kendal Street is located at the corner of Kendal Street and Portsea Place, London W2



### 3. Listed Building Entry

Listing NGR: TQ2742281185

Entry Name: 49-56, Kendal Street W2

Listing Date: 10 April 1975

Last Amended: 1 December 1987

Grade: II

Source: Historic England

Source ID: 1275723

English Heritage Legacy ID: 411502

Location: Westminster, London, W2

County: London

District: City of Westminster

Electoral Ward/Division: Hyde Park

Built-Up Area: City of Westminster

Traditional County: Middlesex

Lieutenancy Area (Ceremonial County): Greater London

Church of England Parish: St John Evan Hyde Park Crescent

Church of England Diocese: London

#### Listing Text

TQ 2781 SW CITY OF WESTMINSTER KENDAL STREET, W2

53/29 (south-east side)

10.4.75 Nos 49 to 56 (consec)

(Formerly listed as

GV II Nos 49 to 56 (consec)

and No 56A)

Terrace. 1820s. S P Cockerell for Trustees of Bishop of London. Brown brick.

Channelled stucco ground floor and 3rd floor sill band. Roof concealed. 4 storeys and basement, each 2 bays.

Round-arched entrances with fanlight. Radial glazing to No 54. Sashes, mainly with glazing bars. 1st floor decorative iron balcony. Flat gauged brick arches to upper windows except No 49 (with stuccoed arches). No 56 has rendered ground floor with shop front and corner entrance.

## 4. Relevant Heritage Legislation, Policy and Guidance

### Summary

#### Relevant National Policy

##### 1. Planning (Listed Buildings & Conservation Areas) Act 1990

The primary legislation relating to Listed Buildings and Conservation Areas is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990. This legislation applies only to designated listed buildings that may be affected by the proposed development:

- Section 16(2) states *“In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”*.
- Section 66(1) reads: *“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”*.

#### National Planning Policy Framework (NPPF)

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”*.

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).

This gives rise to the need for a Significance Assessment which identifies and then sets out the relative nature and value of affected assets. It also stresses the importance of proportionality both in the extent to which assessments are carried out and in the recognition of 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 change to the asset’s relative significance, in the form of a Heritage Impact Assessment.

From page 30 of the NPPF

#### 12. Conserving and enhancing the historic environment

126. Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, 29 including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:

- 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.

128. In determining applications, local planning authorities should require an applicant 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. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

129. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

130. Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

29 The principles and policies set out in this section apply to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-taking.

131. In determining planning applications, 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 positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

132. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battle fields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

## **Achieving sustainable development | 31**

### 32 | National Planning Policy Framework

136. Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

138. Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

140. Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies, but which would secure the future conservation of a heritage asset, outweigh the dis-benefits of departing from those policies.

## 2. National Planning Practice Guidance (NPPG)

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. The relevant category 'Conserving and enhancing the historic environment' provides further guidance on matters relating to the historic environment:

*"The conservation of heritage assets in a manner appropriate to their significance is a core planning principle. Heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits. Conservation is an*

*active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets (paragraph 3) ... Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals (paragraph 9)".*

In respect of heritage decision-making, the NPPG stresses the importance of determining applications 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".

This guidance provides assistance in defining where levels of harm should be set, tending to emphasise substantial harm as a "high test".

### 3. Historic England 'Conservation Principles: Policies and Guidance' 2008.



Historic England (formerly English Heritage) sets out in this document a logical approach to making decisions and offering guidance about all aspects of England's historic environment, including changes affecting significant places. The guide sets out six high-level principles:

- *"The historic environment is a shared resource*
- *Everyone should be able to participate in sustaining the historic environment*
- *Understanding the significance of places is vital*
- *Significant places should be managed to sustain their values*
- *Decisions about change must be reasonable, transparent and consistent*
- *Documenting and learning from decisions is essential"*

'Significance' lies at the core of these principles, the sum of all the heritage values attached to a place, be it a building, an archaeological site or a larger historic area such as a whole

village or landscape. The document sets out how heritage values can be grouped into four categories:

- **“Evidential value:** *the potential of a place to yield evidence about past human activity*
- **Historic value:** *the ways in which past people, events and aspects of life can be connected through a place to the present – it tends to be illustrative or associative.*
- **Aesthetic value:** *the ways in which people draw sensory and intellectual stimulation from a place*
- **Communal value:** *the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory”.*

It states that: *“New work or alteration to a significant place should normally be acceptable if:*

*a. There is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place;*

*b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed;*

*c. the proposals aspire to a quality of design and execution which may be valued now and in the future;*

*d; the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future”* (Page 58)”. .

Making Changes to Heritage Assets: Historic England Advice Note 2 ‘Making Changes to Heritage Assets’ (February 2016)

This document provides advice in relation to aspects of addition and alteration to heritage assets:

#### Buildings and Other Structures

11 Original materials normally only need to be replaced when they have failed in their structural purpose. Repairing by re-using materials to match the original in substance, texture, quality and colour, helps maintain authenticity, ensures the repair is technically and visually compatible, minimises the use of new resources and reduces waste. However, alternative approaches may be appropriate if it can be demonstrated that the technique will not cause long-term damage to the asset and results in less overall loss of original fabric and significance or demonstrates other major benefits. An example may be the use of resin or steel reinforcements to stabilise structural timbers without loss of historic fabric. Repairs to a listed building may require consent. One would expect that the loss of historic fabric following repairs and alteration would be proportionate to the nature of the works.

12 Replacement of one material by another may harm significance and will in those cases need clear justification. Therefore, while the replacement of an inappropriate and non-original material on a roof, for example, is likely to be easily justified, more justification will be needed for changes from one type of thatch, slate or tile to another, or for changes in the way the material is processed, applied and detailed.

25 Restoration works are those that are intended to reveal or recover something of significance that has been eroded, obscured or previously removed. In some cases, restoration can thus be said to enhance significance. However, additions and changes in response to the changing needs of owners and occupants over time may themselves be a key part of the asset's significance.

31 If convincing evidence is available it may be appropriate to take opportunities to reinstate missing architectural details, such as balustrades and cornices or missing elements of a decorative scheme, using traditional methods and materials.

42 The historic fabric will always be an important part of the asset's significance, though in circumstances where it has clearly failed it will need to be repaired or replaced; for instance, seaside piers, constructed

in timber and iron in a very hostile environment, will only survive through replication of corroded elements and mass-produced components in some C20 buildings, such as steel-framed windows, may not be simple to repair and repair would therefore be disproportionate. In normal circumstances, however, retention of as much historic fabric as possible, together with the use of appropriate materials and methods of repair, is likely to fulfil the NPPF policy to conserve heritage assets in a manner appropriate to their significance, as a fundamental part of any good alteration or conversion. It is not appropriate to sacrifice old work simply to accommodate the new.

50 Small-scale features, inside and out, such as historic painting schemes, ornamental plasterwork, carpenters' and masons' marks, chimney breasts and stacks, inscriptions and signs, will frequently contribute strongly to a building's significance and removing or obscuring them is likely to affect the asset's significance.

51 Historic flooring materials will often be of interest in themselves. Additional care is needed on lower floors to ensure that archaeological interest below the finished surface is not adversely affected by proposed works.

53 Removal of, and change to, historic shopfronts may damage the significance of both the building and the wider conservation area, as may the introduction of new shopfronts to historic buildings where there are none at present. All elements of new shopfronts (stall-risers, glazing, doors, fascias, etc.) may affect the significance of the building it is located in and the wider street setting. External steel roller shutters are unlikely to be suitable for historic shopfronts. Laminated glass and internal chain-link screens are likely to be more appropriate alternatives in most instances.

Where the proposal involves a change of use, particularly to single or multiple residential units, local planning authorities may consider that the impact on the building and its setting of potential future permitted development, such as conservatories, garden sheds and other structures associated with residential use, make the change of use proposal unacceptable in principle. Conditions preventing or limiting such future permitted development may make the change of use proposal acceptable.

Historic England: Historic Environment Good Practice Advice (GPA) in Planning Note 2 'Managing Significance in Decision-Taking in the Historic Environment' (March 2015)

This advice note sets out clear information to assist all relevant stake holders in implementing historic environment policy in the NPPF (NPPF) and the related guidance given in the National Planning Practice Guidance (NPPG). These include: "assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness" (para 1).

Historic England. The Setting of Heritage Assets Historic Environment Good Practice Advice (GPA) in Planning Note 3 (December 2017)

This document presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes. Page 6, entitled: '*A staged approach to proportionate decision taking*' provides detailed advice on assessing the implications of development proposals and recommends the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:

- *"Step 1 - identify which heritage assets and their settings are affected;*
- *Step 2 - assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);*
- *Step 3 - assess the effects of the proposed development, whether beneficial or harmful, on that significance;*
- *Step 4 - explore the way maximizing enhancement and avoiding or minimizing harm;*
- *Step 5 - make and document the decision and monitor outcomes."*

PPG15

## 1. PLANNING AND CONSERVATION

1.1 It is fundamental to the Government's policies for environmental stewardship that there should be effective protection for all aspects of the historic environment. The physical survivals of our past are to be valued and protected for their own sake, as a central part of our cultural heritage and our sense of national identity. They are an irreplaceable record which contributes, through formal education and in many other ways, to our understanding

of both the present and the past. Their presence adds to the quality of our lives, by enhancing the familiar and cherished local scene and sustaining the sense of local distinctiveness which is so important an aspect of the character and appearance of our towns, villages and countryside. The historic environment is also of immense importance for leisure and recreation.

2.12 It is generally preferable for both the applicant and the planning authority if related applications for planning permission and for listed building or conservation area consent are considered concurrently. *Authorities are required by section 66(1) of the Act, in considering whether to grant planning permission for development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses.* It is unlikely that they will be able to do so effectively unless the planning application is accompanied by a listed building consent application (where the development in question requires one) or at least contains an equivalent amount of information. If an authority is asked to consider a planning application in isolation, a decision on that application cannot be taken as predetermining the outcome of a subsequent application for listed building consent. Authorities are also required by section 72 of the Act, in the exercise in a conservation area of their powers under the Planning Acts (and Part I of the Historic Buildings and Ancient Monuments Act 1953), to pay special attention to the desirability of preserving or enhancing the character or appearance of that area. In the case of unlisted buildings in conservation areas, the Courts have held that consent for the demolition of a building may involve consideration of what is to take its place (see paragraph 4.27).

### **Alterations and extensions**

3.12 Many listed buildings are already in well-established uses, and any changes need be considered only in this context. But where new uses are proposed, it is important to balance the effect of any changes on the special interest of the listed building against the viability of any proposed use and of alternative, and possibly less damaging, uses. In judging the effect of any alteration or extension it is essential to have assessed the elements that make up the special interest of the building in question. They may comprise not only obvious visual features such as a decorative facade or, internally, staircases or decorated plaster ceilings, but the spaces and layout of the building and the archaeological or technological interest of the surviving structure and surfaces. These elements are often just as important in simple vernacular and functional buildings as in grander architecture.

3.13 Many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses. Indeed, cumulative changes reflecting the history of use and ownership are themselves an aspect of the special interest of some buildings, and the merit of some new alterations or additions, especially where they are generated within a secure and committed long-term ownership, should not be discounted. Nevertheless, listed buildings do vary greatly in the extent to which they can accommodate change without loss of special interest. Some may be sensitive even to slight alterations; this is especially true of buildings with important interiors and fittings - not just great houses, but

also, for example, chapels with historic fittings or industrial structures with surviving machinery. Some listed buildings are the subject of successive applications for alteration or extension: in such cases it needs to be borne in mind that minor works of indifferent quality, which may seem individually of little importance, can cumulatively be very destructive of a building's special interest.

3.14 As noted above, the listing grade is a material consideration but is not of itself a reliable guide to the sensitivity of a building to alteration or extension. For example, many Grade II buildings are of humble and once common building types and have been listed precisely because they are relatively unaltered examples of a particular building type; so they can as readily have their special interest ruined by unsuitable alteration or extension as can Grade I or II\* structures.

3.15 Achieving a proper balance between the special interest of a listed building and proposals for alterations or extensions is demanding and should always be based on specialist expertise; but it is rarely impossible, if reasonable flexibility and imagination are shown by all parties involved. Thus, a better solution may be possible if a local planning authority is prepared to apply normal development control policies flexibly; or if an applicant

is willing to exploit unorthodox spaces rather than set a standardized requirement; or if an architect can respect the structural limitations of a building and abandon conventional design solutions in favour of a more imaginative approach. For example, standard commercial office floor-loadings are rarely needed in all parts of a building, and any unusually heavy loads can often be accommodated in stronger areas such as basements. The preservation of facades alone, and the gutting and reconstruction of interiors, is not normally an acceptable approach to the re-use of listed buildings: it can destroy much of a building's special interest and create problems for the long-term stability of the structure.

## 5. Relevant Local Policy

### 5.4 Alterations to listed buildings

In general, works to listed buildings should retain historic fabric and features of architectural or historic interest in situ and repair all damaged historic fabric or features, rather than replace them. The City Council encourages the reinstatement of missing architectural features where there is clear evidence of their original appearance.

#### *From PPG 15*

When repair, alterations or extension works are justified, they must relate sensitively to the original building and will require craftsmanship and professional skill of a high standard. In almost all cases the materials used for alterations, extensions or repairs should match the original. The use of non-traditional materials will not normally be acceptable.

### 6.4. External decorative features

Original decorative features (and later features which add to the architectural or historic interest of the building) should be retained. The City Council will encourage the reinstatement of missing architectural features, where there is clear evidence of their original appearance. Features such as porches, parapets, balconies, verandas and architectural mouldings are important, and their original form should be respected. Carved details in stone or timber, moulded brickwork and terracotta, code stone ornamentation, statuary, murals, mosaics, and ornamental ironwork should be retained. Where decorative features require repairs, these should be carried out by people with appropriate craft/conservational skills.

#### *6.6 Terracotta*

Although the tiles in the entrance are ceramic the principal is the same as for terracotta.

The cleaning and repair of terracotta requires specialist skills, and it is advisable to carry out thorough research and consultation before carrying out such works. Inappropriate cleaning methods can easily damage the surface fire-skin. Where terracotta blocks have to be renewed, these should normally be replaced with new material to match the original. Replacement with reconstituted stone or GRP would require listed building consent, and this would not normally be viewed favourably.

#### *6.15 Paved Areas*

Areas of historic paving, such as York and Purbeck stone flags, should be carefully repaired. They have a patina of age which can easily be destroyed by thoughtless replacement. Natural stone steps, paving's and kerbs should not be replaced by artificial substitutes or by inappropriate alternatives such as imported marble tiling.

Front areas are a characteristic feature of terraced properties in Westminster, and proposals for infilling them will normally be resisted. Where they have been paved over in the past, proposals to re-open them will normally be welcomed, provided that suitably designed railings are reinstated.



## 1. Local Heritage Plan

*Page 113 of Westminster\_City\_Plan\_consolidated\_version\_Nov\_2016.pdf*

### Heritage

5.1 As the principal cultural and administrative center of England for many centuries, Westminster's built heritage and archaeology reflects its rich history and is of national and international importance. This heritage includes the Palace of Westminster and Westminster Abbey World Heritage Site and over 11,000 other listed buildings and structures, more than any other local authority in the UK. About 75% of Westminster lies within its 56 conservation areas. There are also 21 registered historic parks and gardens, which include the Royal Parks and there are two scheduled ancient monuments and five areas of archaeological priority.

5.2 Westminster's historic fabric is a defining characteristic of the city and should be the starting point for consideration of any new development. The quality of the built environment has a direct impact on quality of life, and historic buildings and areas have an intrinsic value as a record of human achievement in the arts and

construction. They are cherished for their aesthetic qualities as well as the links they provide to the past and sense of place they create. Westminster's historic environment makes an essential contribution to the local, regional and national economy and is fundamental to its success in a global economy. The historic environment is identified as a key reason why businesses and institutions choose to locate within Westminster<sup>i</sup>, and it is also vital to the millions of tourists who come every year to enjoy the city's exceptional heritage. As Westminster, and indeed London, changes, its heritage assets must be carefully protected, with new development introduced sensitively.

5.3 Conservation of the existing built environment is inherently sustainable because it retains the energy and materials embedded in buildings and spaces. Demolition and redevelopment necessarily requires a significant input of energy and materials. Existing

buildings, including listed buildings, can be adapted and upgraded to improve their environmental performance and reduce their carbon footprint.

### POLICY S25 HERITAGE

**Recognising Westminster's wider historic environment, its extensive heritage assets will be conserved, including its listed buildings, conservation areas, Westminster's World Heritage Site, its historic parks including five Royal Parks, squares, gardens and other open spaces, their settings, and its archaeological heritage. Historic and other important**

**buildings should be upgraded sensitively, to improve their environmental performance and make them easily accessible.**

#### Reasoned Justification

The intrinsic value of Westminster's high quality and significant historic environment is one of its greatest assets. To compete effectively with other major, world-class cities the built environment must be respected and refurbished sensitively in a manner appropriate to its significance. Any change should not detract from the existing qualities of the environment, which makes the city such an attractive and valued location for residents, businesses and visitors.

Detailed policies for each type of heritage asset will be set out in City Management policy. Area-based characteristics and detailed measures required to protect and enhance heritage assets have been set out in Conservation Area Audit Supplementary Planning Documents and the Westminster World Heritage Site Management Plan.

## 6. Methodology

A heritage asset is defined within the NPPF as “a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage assets include designated heritage assets and assets identified by the local planning authority (including local listing).” (NPPF Annex 2: Glossary)

56 Kendal Street is a Grade II listed building.

At the Planning Authority’s request, the significance of the heritage assets within the application site requires assessment in order to provide a context for, and to determine the impact of, the current development proposals. Significance is defined 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." (NPPF Annex 2: Glossary).

The aim of this assessment is to identify and assess any impacts that the proposed alteration may cause to the value or significance of the identified heritage assets and/or their settings. Impact on that value or significance is determined by considering the sensitivity of the receptors identified and the magnitude of change.

Table 1 sets out thresholds of significance which reflect the established hierarchy for national and local designations, based on established criteria for those designations. The table provides a general framework for assessing levels of significance, but it does not seek to measure all aspects for which an asset may be valued – which may be judged by other aspects of merit, set out in the following paragraphs.

Table 1: Assessing Heritage Significance/Value

### SIGNIFICANCE

#### EXAMPLES

Very High World Heritage Sites, Listed Buildings and Scheduled Monuments of exceptional quality, or assets of acknowledged international importance or can contribute to international research objectives. Grade I, Grade II* and Grade II Registered Parks and Gardens and historic landscapes and townscapes of international sensitivity.
High Grade I, Grade II* and Grade II Listed Buildings and built heritage of exceptional quality. Grade I, Grade II* and Grade II Registered Parks and Gardens and historic landscapes and townscapes which are extremely well preserved with exceptional coherence, integrity, time-depth, or other critical factor(s).
Good Scheduled Monuments, or assets of national quality and importance, or that can contribute to national research objectives.

Grade II\* and Grade II Listed Buildings, Conservation Areas with very strong character and integrity, other built heritage that can be shown to have exceptional qualities in their fabric or historical association.

Grade II\* and II Registered Parks and Gardens, Registered Battlefields and historic landscapes and townscapes of outstanding interest, quality and importance, or well preserved and exhibiting considerable coherence, integrity time-depth or other critical factor(s).

Medium/ Moderate

Grade II Listed Buildings, Conservation Areas, locally listed buildings and undesignated assets that can be shown to have good qualities in their fabric or historical association.

Grade II Registered Parks and Gardens, Registered Battlefields, undesignated special historic landscapes and townscapes with reasonable coherence, integrity, time-depth or other critical factor(s).

Low

Assets compromised by poor preservation and/or poor survival of contextual associations but with potential to contribute to local research objectives.

Historic buildings or structures of modest quality in their fabric or historical association.

Locally-listed buildings and undesignated assets of moderate/ low quality.

Historic landscapes and townscapes with limited sensitivity or whose sensitivity is limited by poor preservation, historic integrity and/or poor survival of contextual associations.

Negligible/ none

Assets with no surviving cultural heritage interest. Buildings of no architectural or historical note.

Landscapes and townscapes with no surviving legibility and/or contextual associations, or with no historic interest.

Beyond the criteria applied for national designation, the concept of value can extend more broadly to include an understanding of the heritage values a building or place may hold for its owners, the local community or other interest groups. These aspects of value do not readily fall into the criteria typically applied for designation and require a broader assessment of how a place may hold significance. In seeking to prompt broader assessments of value, Historic England's Conservation Principles categorises the potential areas of significance (including and beyond designated assets) under the following headings:

- "Evidential value: the potential of a place to yield evidence about past human activity
- Historic value: the ways in which past people, events and aspects of life can be connected through a place to the present – it tends to be illustrative or associative.
- Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place
- Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory".

Once the value of an asset has been assessed, the next stage is to determine the ‘magnitude’ of the impact brought about by the development proposals. This impact could be a direct physical impact on the asset itself or an impact on its wider setting, or both.

Table 2 below sets out the levels of impact that may occur and whether they can be considered adverse, beneficial or neutral.

Table 2: Assessing Magnitude of Impact

*MAGNITUDE OF IMPACT*

TYPICAL CRITERIA DESCRIPTORS

<p>Very High</p> <p>Adverse: Impacts will destroy cultural heritage assets resulting in their total loss or almost complete destruction. Beneficial: The proposals would remove or successfully mitigate existing and significant damaging and discordant impacts on assets; allow for the substantial restoration or enhancement of characteristic features.</p>
<p>High</p> <p>Adverse: Impacts will damage cultural heritage assets; result in the loss of the asset’s quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets integrity or setting is almost wholly destroyed or is severely compromised, such that the resource can no longer be appreciated or understood. Beneficial: The proposals would remove or successfully mitigate existing damaging and discordant impacts on assets; allow for the restoration or enhancement of characteristic features; allow the substantial re-establishment of the integrity, understanding and setting for an area or group of features; halt rapid degradation and/or erosion of the heritage resource, safeguarding substantial elements of the heritage resource.</p>
<p>Medium</p> <p>Adverse: Moderate impact on the asset, but only partially affecting the integrity; partial loss of, or damage to, key characteristics, features or elements; substantially intrusive into the setting and/or would adversely impact upon the context of the asset; loss of the asset for community appreciation. The assets integrity or setting is damaged but not destroyed so understanding and appreciation is compromised. Beneficial: Benefit to, or partial restoration of, key characteristics, features or elements; improvement of asset quality; degradation of the asset would be halted; the setting and/or context of the asset would be enhanced and understanding and appreciation is substantially improved; the asset would be brought into community use.</p>

Low

Adverse: Some measurable change in assets quality or vulnerability; minor loss of or alteration to, one (or maybe more) key characteristics, features or elements; change to the setting would not be overly intrusive or overly diminish the context; community use or understanding would be reduced. The assets integrity or setting is damaged but understanding and appreciation would only be diminished not compromised.

Beneficial: Minor benefit to, or partial restoration of, one (maybe more) key characteristics, features or elements; some beneficial impact on asset or a stabilisation of negative impacts; slight improvements to the context or setting of the site; community use or understanding and appreciation would be enhanced.

Negligible

Barely discernible change in baseline conditions.

Nil

No discernible change in baseline conditions.

### [1. An assessment of the site and its surroundings](#)

The following sections of this document consider the relative significance of 56 Kendal Street, in order to assist with the consideration of the current application for Outline Planning Permission.

56 Kendal Street occupies a prominent position on the corner of Kendal Street and Portsea Place. It is now a corner terrace shop that was built in the 1820's as a house.

Like much of the earliest buildings in this area, it was built in the housing development programme of the time, on what was the Paddington Estate and which forms what is known as Connaught Village.

Like much of this early development in this area, it was designed by the well-known architect, Samuel Pepys Cockerell (1753–1827). An English architect who through his mother was great-great nephew of the diarist Samuel Pepys.

Samuel Cockerell was the son of John Cockerell, of Bishop's Hull, Somerset, and the elder brother of Sir Charles Cockerell, 1st Baronet, for whom he designed the house he is best known for; Sezincote House in Gloucestershire, which uniquely inspired the Orientalizing features of the more extravagant Brighton Pavilion. Samuel Pepys Cockerell was for a time the clerk of works on the Tower of London and designed amongst a great many others well known buildings in London, Admiralty House and Whitehall. In Carmarthenshire; Middleton House, as well as the residence for the First Lord of the Admiralty.

Samuel Cockerell designed much of Bayswater area of London including Sussex Gardens. As surveyor to the Bishop of London he drew up plans for the building up of the diocesan estate in Paddington but whilst in still in early construction, Cockerell died.

Kendal street was originally named Sovereign Street but then became known as Cambridge Street before finally becoming Kendal Street and forms a group of streets once known as Connaught Village.

56 Kendal Street was built in the same year that George III died, and George IV took over the throne. This period of architecture is generally known as Georgian but more specifically, Regency, when King George III was deemed unfit to rule and his son ruled as his proxy as Prince Regent. On the death of George III in 1820, the Prince Regent became George IV. The Regency period ended on the death of George IV and the reign of Queen Victoria.

Georgian architecture is characterized by its proportion and balance; simple mathematical ratios were used to determine proportions, for example: the height of a window in relation to its width or the shape of a room as a double cube. Regularity, as with ashlar (uniformly cut) stonework, was strongly approved, imbuing symmetry and adherence to classical rules. Regularity of house fronts along a street was a desirable feature of Georgian town planning. Until the start of the Gothic Revival in the early 19th century, Georgian designs usually lay within the Classical orders of architecture and employed a decorative vocabulary derived from ancient Rome or Greece.

In towns, which expanded greatly during the period, many landowners turned into property developers, and rows of identical terraced houses became the norm. Which for all social classes remained resolutely tall and narrow, each dwelling occupying the whole height of the building. Even the wealthy were persuaded to live in these in town, especially if provided with a square of garden in front of the house.

There was an enormous amount of building in the period, all over the English-speaking world, and the standards of construction were generally high. Where they have not been demolished, large numbers of Georgian buildings have survived two centuries or more, and they still form large parts of the core of cities such as London, Edinburgh, Dublin, Newcastle upon Tyne and Bristol.

## 2. Specific design issues

This application specifically relates to the area in front of the main entrance which evidence suggests was once tiled in small black and white ceramic tiles, but is currently tiled in a large, grey mottled, marble tile.

One of the architectural features of the Georgian period were monochrome floor tiles in geometric patterns of neo-Classical appearance which served to impress and entertain ones' guests. Popular designs included chequerboard and octagon-based patterns, along with Roman style geometric micro mosaic features.

Traditionally these tiles came in a variety of shapes, sizes and colours. The tiles were used to create an infinite array of tessellating designs to compliment and decorate period architecture. Whilst being hard wearing and practical. In the modern day their lasting presence is testament to the quality of both the manufacture of the tile and the skilled installation by the artisans of a bygone era.

This form of tilling in front of the main entrance is not only a feature of the period, work of the architect Samuel Pepys but a strong feature of the area.

Adjacent roads where this feature has a strong presence are Connaught Square, Porchester Place, Connaught Street, Portsea Place, Albion street and Hyde Park Square.

However, 56 Kendal Street, being a corner plot, this feature is particularly prominent. A similar property can be found nearby at 48a Kendal Street, but which retains its small monochrome tiling in front of the main entrance.

### 3. Design and appearance proposal

The proposal is to replace the extant inappropriate marble tiles with tiles of a similar type and design to the original. This would re-instate the original appearance of the property and the historic street scene.

It is anticipated that the current circular shaped step be replaced with a rectangular shaped step in line with the design of other steps in the area and lending itself to an overall design suitable for square tiles containing square geometric designs.

Although it is proposed that the step and tiling be restored, and whilst there is an opportunity and obligation to consider inclusive access as stated in PPG15 3.28 *“It is important in principle that disabled people should have dignified easy access to and within historic buildings. If it is treated as part of an integrated review of access requirements for all visitors or users, and a flexible and pragmatic approach is taken, it should normally be possible to plan suitable access for disabled people without compromising a building's special interest. Alternative routes or re-organizing the use of spaces may achieve the desired result without the need for damaging alterations”*.

Consultation with the Local Authority has determined that a change of design to incorporate inclusive access is considered at this time to be inappropriate and unnecessary.

#### Proposed Scheme

The proposed scheme is described as follows:

‘Listed building application for change to previous un authorised and inappropriate tiling to the front and entrance to the property.

The proposed scheme involves the removal of the existing inappropriate grey marble tiles and change of step shape from circular to rectangular.

From the research conducted it would seem appropriate to re-instate the small monochrome tiling, typical of the era, architect and dominating the historic buildings in the vicinity.

By changing the shape of the step from circular to a rectangle would accommodate a design more in keeping with tiles based in the same format. Additionally, there are no other examples of circular steps in the locality



## 7. Impact assessment

The proposed scheme involves the re-instatement of similar type and design of tiles to the original.

The foregoing sections of this document have set out historic material that is relevant to this building. In considering this, in conjunction with an assessment of its fabric, we conclude that the existing building holds a **Good** level of significance. This judgment is made with reference to all relevant methodologies, and in terms of the table of significance in Section 6 of this report.

We are also satisfied that, by reason of visual and physical separation, there would be a **High** impact resulting from the proposed alteration on the significance and setting of the listed heritage asset identified in this document.

Although not the original tiles or design. By careful planning, the replacement tiles and design can positively affect the historic significance and reinstate the aesthetic quality of the building and this historic street scene.

The proposal meets the criteria set out by Historic England above and would meet the criteria for texture, quality and colour, as set out in **Historic England Advice Note 2**. Additionally, there is convincing evidence available to consider it appropriate to take this opportunity to reinstate the missing architectural details previously removed.

In this instance the balance of benefits of this alteration clearly outweigh any harms.

## 8. Conclusion

This application has been initiated by an enforcement order from City of Westminster under section 38 (listed building enforcement) that requires the building to be brought back to its former state.

As set out above, 56 Kendal Street is a designated listed building and is a prime example of both Regency architecture and of the architect Samuel Pepys Cockerells work. Within the area the prominent monochrome tiling forms a very strong architectural feature that is being eroded by inappropriate re-working, that, once lost will be difficult or impossible to replace. The tiling at 56 Kendal Street is such an example, that, having been made aware of the need to re-instate this feature Mr Mukhayer and his architects Strirling Partners are keen to meet their obligation in the best possible way and to this end, have produced a design that once achieved re-instates the tiling in a design and in materials that follow local examples and is in architectural harmony with and appropriate with the surrounding historic street scene. It will have a positive effect on the significance of this building and the local historic street scene.

## **9. Quality Assurance**

**Site name: 56 Kendal Street, London W2**

**Client name: Sohail Chohan,**

**STERLING DESIGN & MANAGEMENT LTD**

**Type of report: Heritage Impact Assessment**

**Prepared by: Roland Locke MSc**

**Signed**

**Date 29<sup>th</sup> March 2018**