

Design and Access and Heritage Statement – Roof Alteration Proposal

Site Context and Relevant Designations

36 Russell Street, Reading is the subject site. It is located on a corner plot, in a residential area at the junction with Baker Street. The following maps indicate its location. It is a late Georgian, early 19th century house now used as flats.

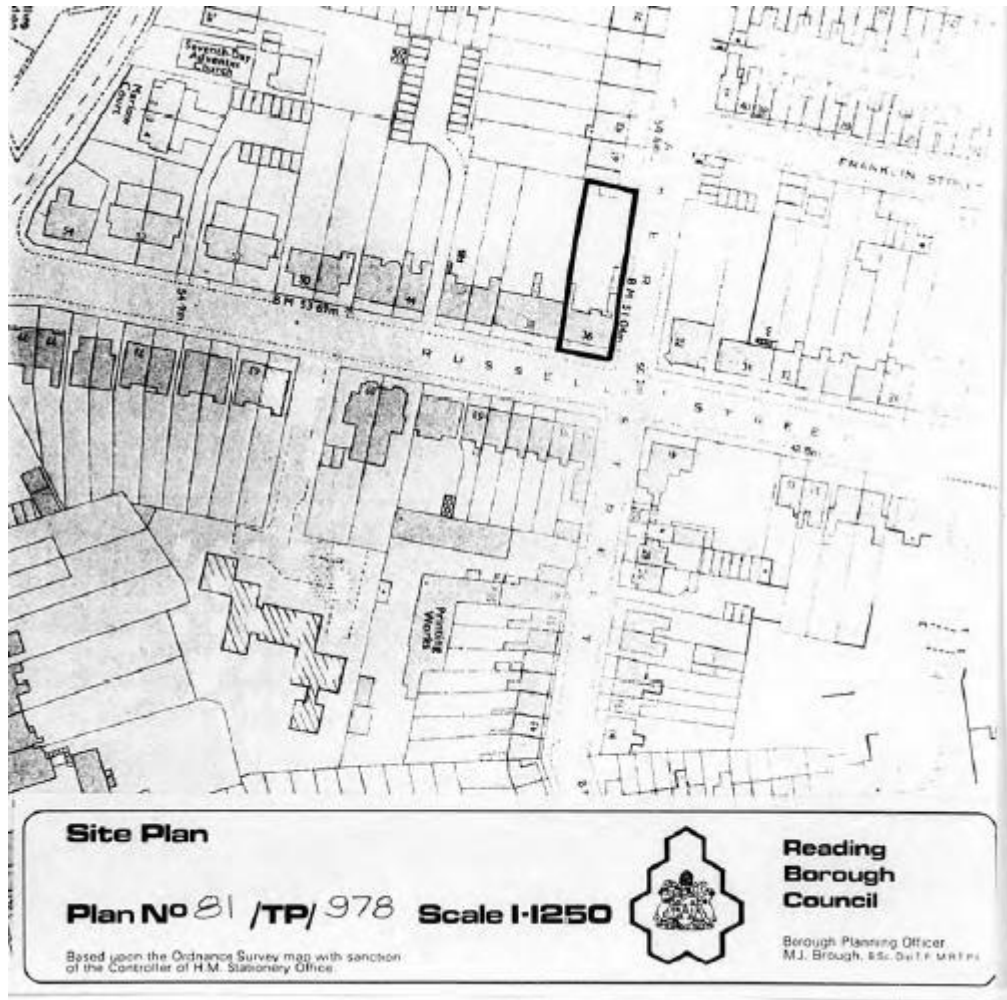


Figure 1: OS map of 36 Russell Street

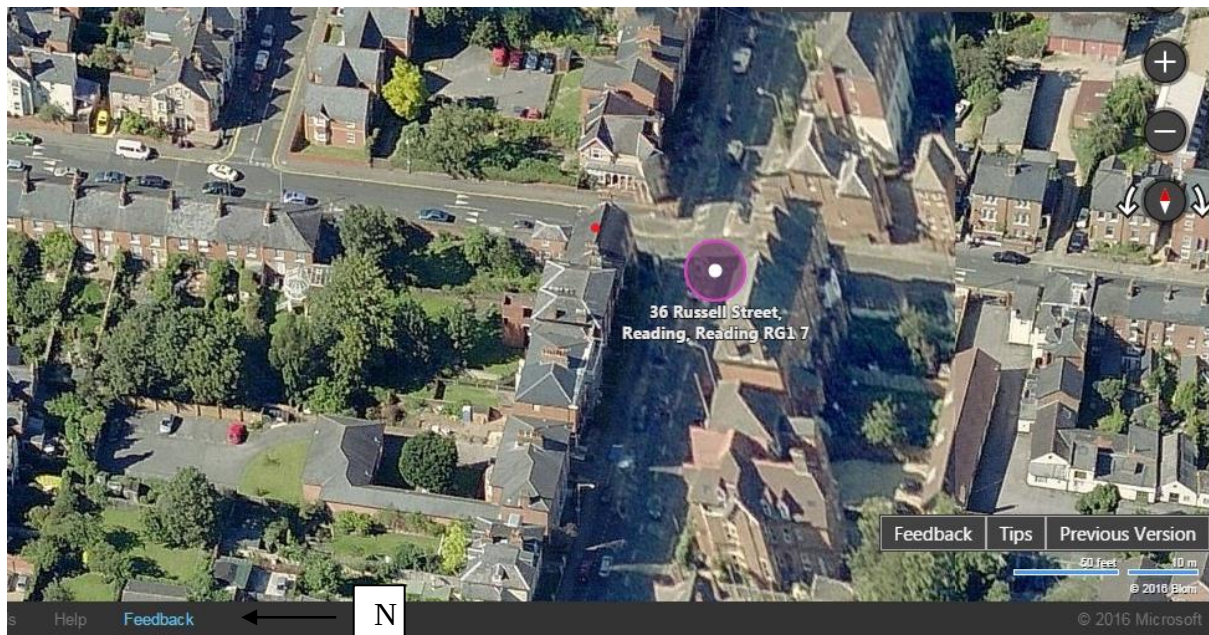


Figure 2: Aerial view of site. Source: Bing maps. Red dot indicates location of 36 Russell Street.

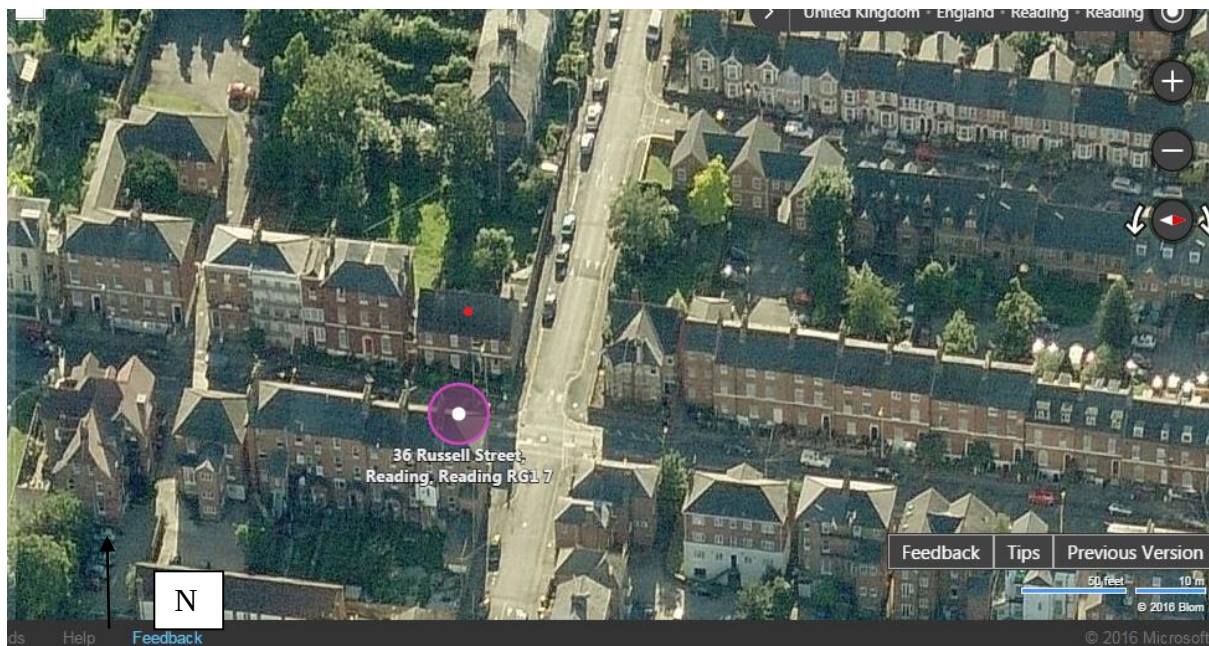


Figure 3: Aerial view of site. Source: Bing maps. Red dot indicates location of 36 Russell Street.



Figure 4: Aerial view of site. Source: Bing maps. Red dot indicates location of 36 Russell Street.

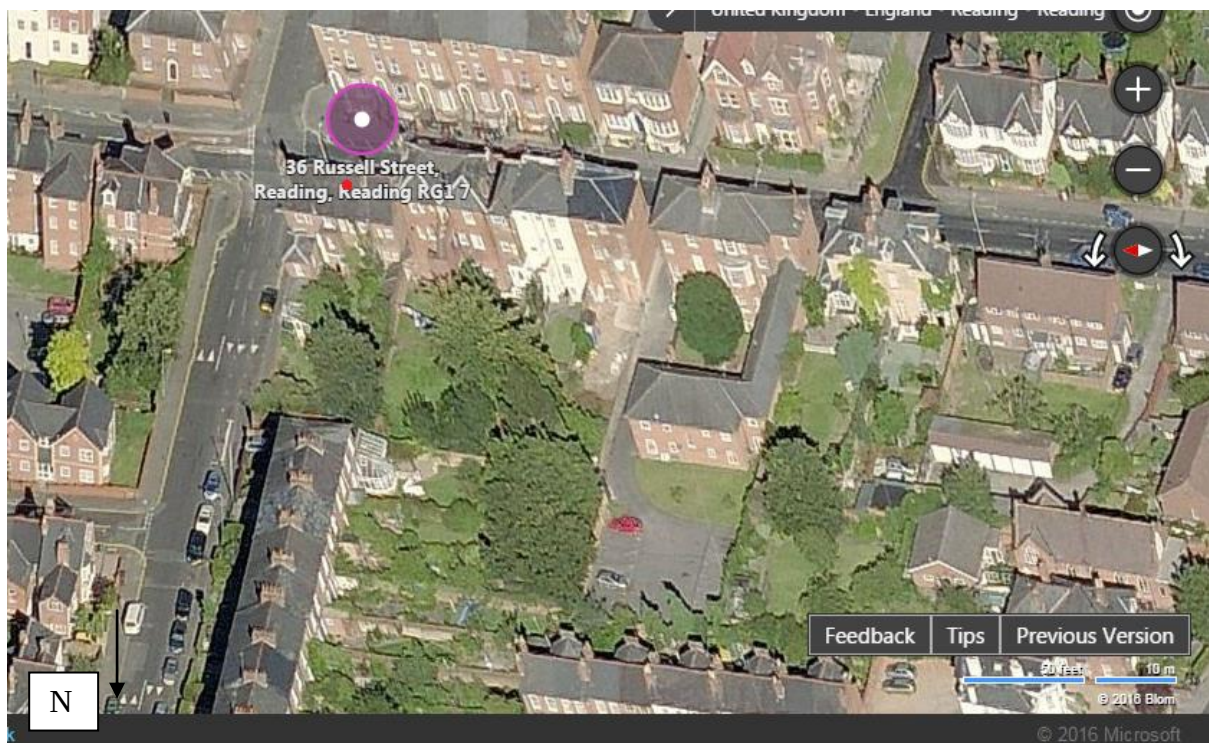


Figure 5: Aerial view of site. Source: Bing maps. Red dot indicates location of 36 Russell Street.

It is sited within the Castle Hill/ Russell Street Conservation Area on a hill to the west of the River Kennet, above the flood plain and on the historic main route westwards (the A4) to Bath and Bristol.

36A Russell Street is located to the rear of the house. It is a two storey addition/annex to the house and former stables and hay loft.

36 Russell Street and its annex became grade II listed on 14-Dec-1978. The list description reads:

'(West Side) Early-mid C19. 2 storey brick house. Slate roof. 3 bays, plate glass sash windows. Central door with contemporary patterned fanlight and delicate wire porch of curved 'Dutch' gable design with lotus pattern finial. Stable to left continuing elevation with garage doors on ground floor, and loft over'.

It is in the setting of three sets of listed buildings: 38 and 38A Russell Street, 40 and 42 Russell Street and 41 Russell Street.

38 and 38A Russell Street were listed grade II on 14-Dec-1978. Their list description reads:

'Early-mid C19. 3 storeys and basement. Rendered basement. Brick with stucco string at 1st floor level. Flat eaves to hipped slate roof. 2nd chimneys. 3 bays, glazing bar sashes, arched on ground floor with square heads, stucco tympana and marginal glazing. Central 6 panel door in deep arched recess and framed by engaged Greek Doric fluted columns. Steps up to door. Radiating and patterned fanlight. No 38A forms a 3 storey 1 bay link to No 40, ground and 1st floor windows altered. Parapet'.

40 and 42 Russell Street were listed grade II on 14-Dec-1978. The list description reads:

'Early-mid C19 pair of 3 storeys and basement. Brick with stone string at 1st floor level. No 40 has stucco dividing panel and 2 courses of grey brick above basement. Moulded stucco cornice and blocking course with in centre a raised shallow pediment. Slate roof. 3 bays each glazing bar sashes. Arched doorway in deep stucco rusticated recess with steps up to it, patterned fanlight over: 1st floor windows have balconies with contemporary cast iron 'honeysuckle' pattern rails. 2 halves separated by spearhead rails'.

41 Russell Street became grade II on 14-Dec-1978. The list description reads:

'Early-mid C19. 2 storeys. Red brick detached building. Wired brackets to flat eaves. Hipped slate roof. 3 windows on 1st floor, 2 on ground floor, glazing bar sashes. Round headed recess for 4 panel door with side piers and wide traceried fanlight. Extension to rear'.

Historical Development and Character

Development in the area can be traced to Rocque's Map of the mid-18th century. This buildings as far as Tilehurst Road, while Tomkin's map of 1802 is far more detailed and shows lanes that now form part of Baker Street.

The Commissioners' Map of 1834 shows development strung out along Castle Street, which stretched as far as the town centre around St Mary's Church. Russell Street is laid out, with development particularly along the north-west side, and similar development along Oxford Road and Prospect Street.

36 Russell Street is located in area 3 of the Castle Hill/Russell Street Conservation Area as defined by the Conservation Area Appraisal (adopted April 2004). This covers Russell Street, Baker Street, and the surrounding residential roads. The Conservation Area Appraisal states for this area:

'Most of this area was developed between the late 18th century and the late 19th century, with some 20th century infilling to back gardens (Goldsmid Road, Franklin Street, small part of Russell Street). The area is characterised by tall terraces of late Georgian houses (Russell Street, Baker Street) and similar, mid or late-19th century houses, also in a terraced form (Waylen Street, Zinzan Street, Carey Street, Jesse Terrace). The buildings have small front gardens or areas, with little obvious planting or trees apart from in Jesse Terrace and the western end of Baker Street. Uses are mainly residential, with a small shop and public house in Baker Street. Jesse Terrace retains more original features than the other streets of unlisted buildings such as Waylen Street or Zinzan Street'.

The Conservation Area Appraisal refers to 36 for its group interest as it states:

'In Russell Street are two particularly fine terraces, nos. 6- 34, and nos. 36-50, which are probably the earliest group. These are all built from red brick with slate roofs and are two or three storeys high. Fanlights, moulded doors, and sash windows decorate the fronts, and stucco string courses also provide some modulation. The effect is somehow rather severe, but pleasing'.

Significance

Paragraph 128 of the National Planning Policy Framework (NPPF, 2012) states: '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'.

The NPPF (Annex 2) defines significance 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'. Similarly, in 2008 Historic England (then English Heritage) published Conservation Principles, identifying four principal values to consider when assessing significance: evidential, historical, aesthetic and communal.

This assessment of significance is based on a site visit to the building by Planning Solutions.

Significance is outlined partly by the 'Site Context and Relevant Designations' and 'Historical Development and Character' headings above. The list descriptions and conservation area appraisal references particularly point to their special interest.

There is **architectural interest** as 36 Russell Street is an early to mid-19th century, two storey brick house in the Georgian style. Its polite front elevation is typical of the period and is enhanced by the survival of its sash windows. These have a uniform two over two style. Their age enhances character. The soft gauged rubbed brick

arches above the windows are typical of the period. The white banding detail across the front links the building in with others in the street. The central door with contemporary patterned fanlight and delicate wire porch of curved 'Dutch' gable design with lotus pattern finial gives a focal point for interest. The fact that there is a single front door again reflects the historic character and use of the building as a single family dwelling house. The gently sloping, hipped slate roof links the group in with the remainder of the terrace.

Whilst the list description refers to the building as a two storey house, there is a basement which holds the boiler room reached by an internal staircase down to it. This is original and reflects the historic use of the building. There is a small window at the front providing light to this space. This is half above ground and half below reflecting the hierarchy of the spaces in the house and the character of this space as a basement.

The list description states there is a 'Stable to left continuing elevation with garage doors on ground floor, and loft over'. This is considered to refer to the current two storey rear annex which has since been converted to flat 36a as part of the house. This was in place by the time of the 1981 planning approval for an outbuilding to the listed 36 Russell Street.

There is **historic, evidential and archaeological interest** given the age of the property and surviving historic external features referenced above. There is no artistic interest. Whilst there are few surviving internal features of interest, the remaining walls and floor plan provides historic, evidential and archaeological interest.

Similarly the front and rear gardens are part of the original design and layout of the house.

There is **communal/group value** given the character of this house is similar to the other listed houses in the street as is the character of the front gardens. As the Conservation Area Appraisal mentions, 36 Russell Street is of interest for its group value as a terrace with 38 to 50. It states this is probably the earliest group. Common features that unite them it states are: all being built from red brick with slate roofs, of two or three storeys high, fanlights, moulded doors, and sash windows and stucco string courses providing some modulation. However, their gentle variety in style provides interest.

Relevant Planning History

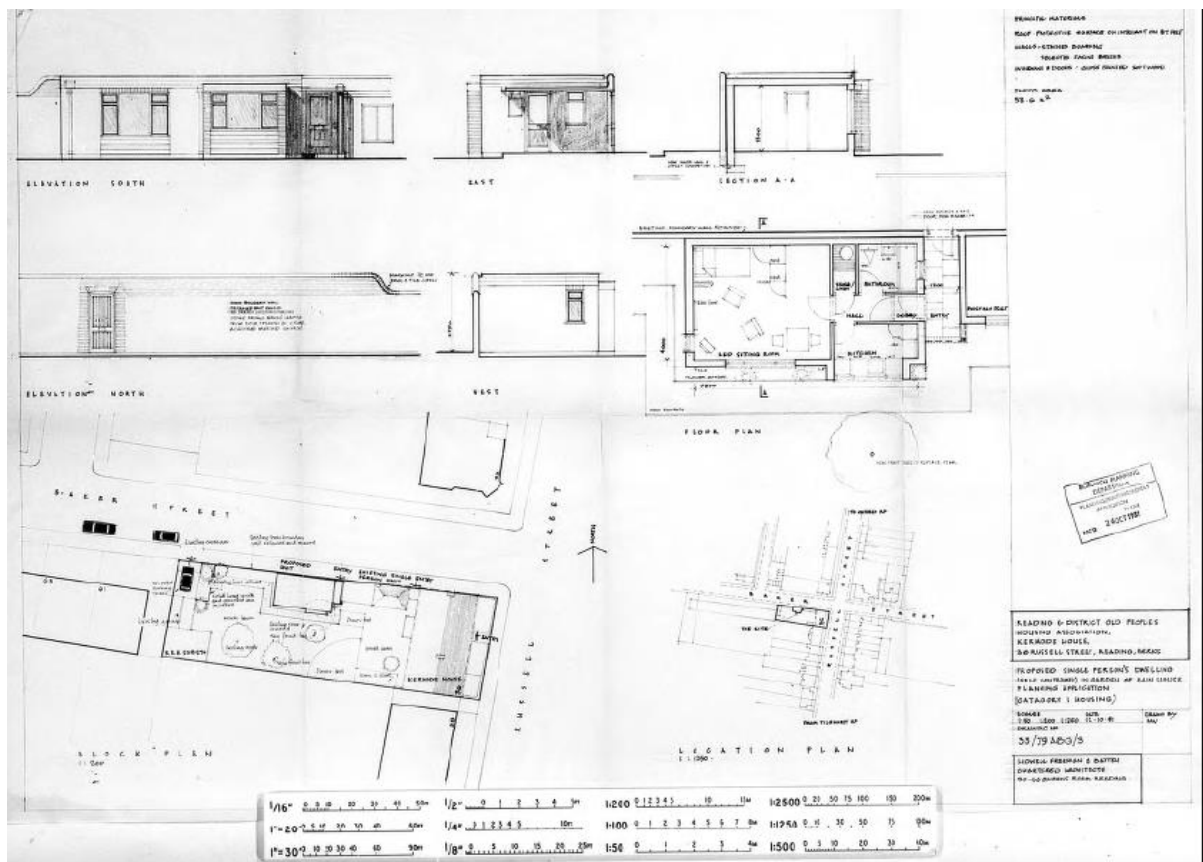
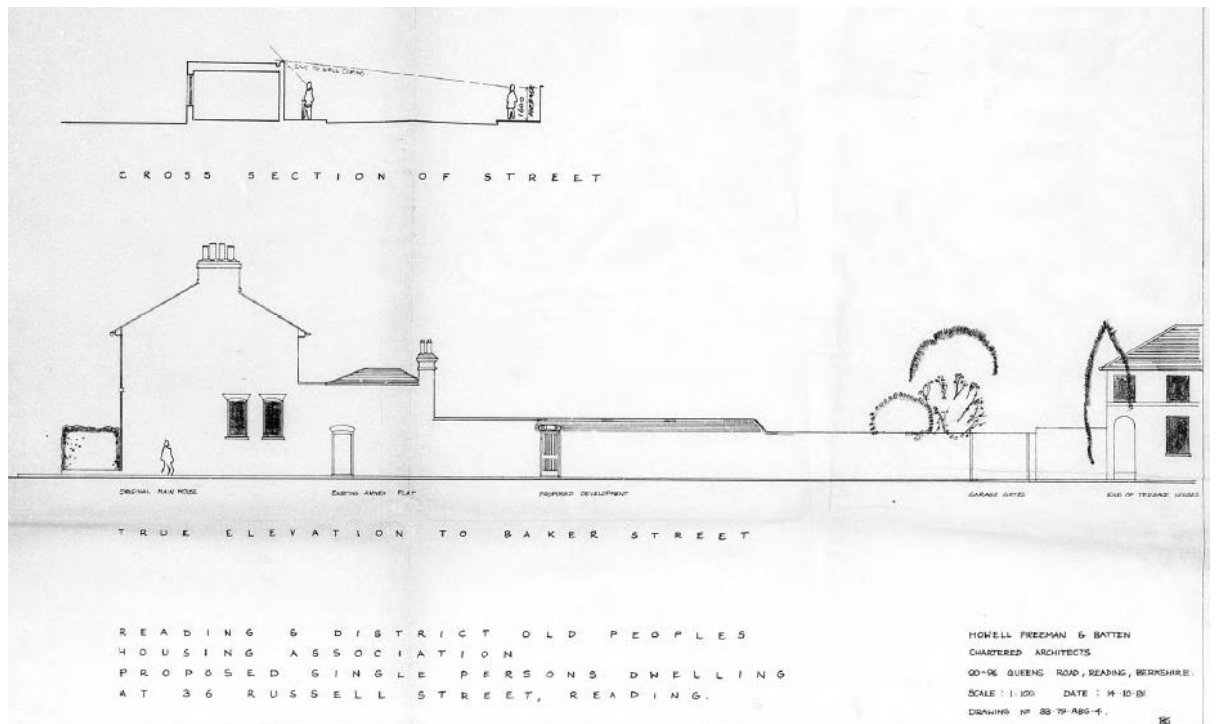
On 11th December 1981 planning permission and Listed Building Consent was granted for:

'Erection of one single person's, single storey dwelling set in garden of existing listed building involving extension of maximum height of existing surrounding brick wall and building of pass wall into wall'.

This was granted subject to three conditions for:

- time limit of five years,
- samples of brick and boarding to be provided and
- being completed in accordance with the plans.

This proposal was not implemented on site. The approved plans and decision notice are next:



**TOWN AND COUNTRY PLANNING ACT, 1971
TOWN AND COUNTRY PLANNING (LISTED BUILDINGS
AND BUILDINGS IN CONSERVATION AREAS) REGULATIONS 1977
LOCAL GOVERNMENT, PLANNING AND LAND ACT 1988**

To: **The Secretary,
c/o Howell Fressan & Batten,
Chartered Architects,
90-96 Queens Road,
Reading.**

**LISTED
BUILDING
CONSENT**

On the **15th December, 1981** **READING BOROUGH COUNCIL**, as local
Planning Authority, granted **LISTED BUILDING CONSENT** for the following works:

Karnede House, 36, Russell Street

**Listed Building Consent for erection of one single person's, single storey
dwelling set in garden of existing Listed Building, involving extension of
maximum height of existing surrounding brick wall and building of new door into
subjected to the following conditions:**

1. The works hereby approved shall be carried out and completed in all respects in accordance with the submitted
application and accompanying plans, except as may be subsequently agreed in writing by the Local Planning Authority.
2. ~~The listed building to which consent is hereby given to demolish, shall not be so demolished (either fully or in part
or any part thereof) for the purposes of the development of the site for any other use and shall not be so demolished
except in accordance with the conditions of the consent granted by the Local Planning Authority.~~
2. 3. The works to which this permission relates must be begun not later than the expiration of five years beginning with the
date on which the consent is granted.
3. Samples of the bricks and boarding to be used for the development shall be submitted
to and approved by the Local Planning Authority before any works are commenced.

REASON FOR THE IMPOSITION OF CONDITIONS

1. To ensure that the works carried out are fully in accordance with the approved plans and details in order to protect the
character of the listed building(s).
2. ~~In the interests of the amenities of the area and in accordance with Section 54(5) of the Town and Country Planning Act
1971, to ensure that the works are carried out in accordance with the conditions of the consent granted by the Local Planning Authority.~~
2. 3. To accord with Section 56A of the Town and Country Planning Act 1971 as defined in Schedule 15 (Section 11) of the
Local Government, Planning and Land Act 1988.
3. To protect the amenities of this property and the locality generally.

Date: **15 DEC 1981**

[Signature]
Chief Executive and Town Clerk

NOTES:

(i) A STATEMENT OF THE APPLICANT'S RIGHTS IS SET OUT OVERLEAF

(ii) EXCEPT AS AFORESAID, ANY PERMISSION HEREBY GRANTED IS SUBJECT TO DUE COMPLIANCE
WITH BYE-LAWS AND GENERAL STATUTORY PROVISIONS IN FORCE IN THE BOROUGH

OTHER STATUTORY CONSENTS MAY BE REQUIRED. e.g. PLANNING PERMISSION AND BUILDING
REGULATION APPROVAL

Relevant Legislation, Policy and Guidance

National:

Section 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 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 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states: 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'.

The National Planning Policy Framework (NPPF) paragraph 129 states: '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'.

The National Planning Policy Framework (NPPF) paragraph 131 states: 'local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets...the desirability of new development making a positive contribution to local character and distinctiveness'.

Paragraph 132 states '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...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'.

Local

Reading Core Strategy adopted January 2008, with Alteration Adopted 27th January 2015 is relevant. This document states

- 'Design and Public Realm', paragraph 4.43: 'Reading has a wealth of built cultural heritage that needs to be respected and integrated as Reading continues to evolve'
- Chapter 11, 'Built and Natural Environment':
- Paragraph 11.2 'Physical survivals from our past are a central part of our cultural heritage and sense of national identity, as well as contributing to formal education, and understanding and appreciation of both the past and present. The presence of these remains enhances local distinctiveness and the character and appearance of Reading; and contributes to leisure and tourism'.
- Paragraph 11.3 'Reading Borough contains over 850 Listed Buildings, two (2) scheduled ancient monuments and fifteen (15) Conservation Areas of varying character. Updated information on these features is available on the Council's website, or can be obtained by contacting the Council's Planning Department. Planning is an important instrument for maintaining and enhancing the environment, and preserving the built and natural heritage. Planning policy

must therefore reconcile the need for development with the need to protect the natural and historic environment’.

- Paragraph 11.5: ‘The vision for the historic environment in Reading is to protect and, where appropriate, enhance features of the historic environment, including features of archaeological significance’.
- Policy CS33 of this document is relevant. It states:
‘Protection and Enhancement of the Historic Environment Historic features and areas of historic importance and other elements of the historic environment, including their settings, will be protected and where appropriate enhanced. This will include: • Listed Buildings; • Conservation Areas; • Other features with local or national designation, such as sites and features of archaeological importance, and historic parks and gardens. Planning permission will only be granted where development has no adverse impact on historic assets and their settings. All proposals will be expected to protect and where appropriate enhance the character and appearance of the area in which they are located’.
- Paragraph 11.9: ‘The character and integrity of listed buildings will be preserved, and the Council will seek to enhance the settings of Listed Buildings wherever appropriate, by ensuring that new development in their vicinity is sympathetic. 11.10In making decisions on development proposals in Conservation Areas, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that particular area. As such, new development in Conservation Areas will be expected to make a contribution to the area by respecting and enhancing its architectural and visual qualities, and achieving a high standard of design. The Council will therefore have regard to both the quality of the townscape and the quality and interest of the area, rather than solely that of the individual building’.

The Sites and Detailed Policies Document adopted October 2012, with alteration adopted 27th January 2015, states:

- Paragraph 1.3.4: 'This history is reflected in the historic environment that exists today, with over 800 listed buildings, fifteen conservation areas and two scheduled ancient monuments. Conservation of these features is key to maintaining the character of Reading'
- Paragraph 9.1.1: 'The Borough's rich archaeological interest and many listed buildings provide a pointer to Reading's lengthy history. This includes its importance as a medieval settlement, and the increasing status of the town in the eighteenth century with the canalisation of the Kennet, and again in the nineteenth century with the arrival of the railway and subsequent industrial expansion'.

Reading's Design Guide for House Extensions adopted May 2003 (Supplementary Planning Document) states:

- 'Dormer windows should be set within the roof slope and be in proportion with the scale of the rest of the house in terms of overall size and window shape. Two appropriately designed small dormers may be better than one large one in achieving this. It is important that rooflights and dormers reflect the pattern of the existing window openings by being positioned to line through vertically with the window openings below'.
- <http://www.reading.gov.uk/media/4569/Design-Guide-to-House-Extensions/pdf/DesignGuidetoHouseExtns.pdf>
- This states of Buildings in the garden:
'The new buildings should complement the appearance of the main house by reflecting the age and design features, such as, through matching materials, roof shape or window details'.

Historic England Advice Note 2: 'Making Changes to Heritage Assets' which was adopted on 25th February 2016

Paragraph 41 states:

'The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, aside from NPPF requirements such as

social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be good practice for new work to dominate the original asset or its setting in either scale, material or as a result of its siting. Assessment of an asset's significance and its relationship to its setting will usually suggest the forms of extension that might be appropriate'

Paragraph 42:

'The historic fabric will always be an important part of the asset's significance'.

Paragraph 43

'The junction between new work and the existing fabric needs particular attention, both for its impact on the significance of the existing asset and the impact on the contribution of its setting. Where possible it is preferable for new work to be reversible, so that changes can be undone without harm to historic fabric. However, reversibility alone does not justify alteration; If alteration is justified on other grounds then reversible alteration is preferable to non-reversible. New openings need to be considered in the context of the architectural and historic significance of that part of the asset and of the asset as a whole'.

Paragraph 45:

'The plan form of a building is frequently one of its most important characteristics and internal partitions, staircases (whether decorated or plain, principal or secondary) and other features are likely to form part of its significance. Indeed they may be its most significant feature. Proposals to remove or modify internal arrangements, including the insertion of new openings or extension underground, will be subject to the same considerations of impact on significance (particularly architectural interest) as for externally visible alterations'.

Paragraph 48

'The insertion of new elements such as doors and windows, (including dormers and roof lights to bring roof spaces into more intensive use) is quite likely to adversely affect the building's significance. Harm might be avoided if roof lights are located on less prominent roof slopes. New elements may be more acceptable if account is taken of the character of the building, the roofline and significant fabric. Roof lights may be more appropriate in agricultural and industrial buildings than dormers. In some circumstances the unbroken line of a roof may be an important contributor to its significance'.

Paragraph 49:

'New features added to a building are less likely to have an impact on the significance if they follow the character of the building'.

The Castle Hill/Russell Street Conservation Area, An Evaluation -Baker Street Area Neighbourhood Association (September 2015) This names maintenance of buildings as a problem in the area.

The Russell Street/Castle Hill Conservation Area Appraisal – adopted April, 2004
Managing Significance in Decision-Taking in the Historic Environment Historic Environment Good Practice Advice in Planning: 2 (Historic England, March 2015).

Proposal

The proposal is for a roof space conversion with two dormers in the rear roof elevation.

Appraisal

The acceptability of the proposed works must be assessed against the need to preserve the special interest of the listed building having particular regard to the above outlined legislation, policy and guidance namely: Planning (Listed Buildings and Conservation Areas) Act 1990, National Planning Policy Framework (March 2012) paragraphs 128, 129, 131, 132 and 137, Reading Core Strategy (adopted January 2008, with Alteration Adopted 27th January 2015), Sites and Detailed

Policies Document (adopted October 2012, with alteration adopted 27th January 2015), Design Guide for House Extensions adopted May 2003 (Supplementary Planning Document), and the Planning Practice Guidance for Conserving and Enhancing the Historic Environment (updated 10th March 2014) and the Castle Hill/Russell Street Conservation Area An Evaluation -Baker Street Area Neighbourhood Association (September 2015), the Castle Hill/Russell Street Conservation Area Appraisal (April 2004), Managing Significance in Decision-Taking in the Historic Environment Historic Environment Good Practice Advice in Planning: 2 (Historic England, March 2015) and Historic England's Historic England Advice Note 2: 'Making Changes to Heritage Assets' which was adopted on 25th February 2016.

Dormers and Rooflights

There are other dormers in the immediate locality along Russell Street e.g. 5 to 21.

Whilst those houses immediately adjoining do not have dormers, this conservation area is characterised by gentle variety. As the Conservation Area Appraisal notes, the houses in the terrace 36-50 vary from two to three stories. There is otherwise gentle variety in their style and appearance. This adds interest. The addition of two small dormers to a single house would add to this.

The dormers would be small scale and follow the hierarchy of windows on the house ie get smaller higher up.

They would be of the same materials as the house.

By ensuring the upper floor was used, they would ensure better use of the listed building thereby helping ensure its ongoing viability.

They would be set in from roof slope and be two small dormers rather than one large dormer which is in accordance with the Reading's Design Guide for House

Extensions adopted May 2003 (Supplementary Planning Document).

The dormers would only minimally affect historic fabric.

The rooflights would be flush with the roofline and be of conservation style. This would ensure they were not visually intrusive.