



JOHN MOORE HERITAGE SERVICES

ADDENDUM TO

DESIGN AND ACCESS STATEMENT

HISTORIC BUILDING IMPACT ASSESSMENT

ON

92 GROVE ROAD,

WINDSOR, BERKSHIRE

JUNE 2018

SUMMARY

The building at 92 Grove Road, Windsor, is a listed structure that was built by Bedborough, a key mason and developer of New Windsor town. As a row of buildings it is apparent that it is listed for group value, and its association with this important local Regency architect. As a listed building the value of the property as a national heritage asset is classed as High.

The proposals on the building as a whole fall into two categories. The first and major group of categories have a damage status of Less than Substantial – Minor, with a further group causing Negligible damage.

1 INTRODUCTION

1.1 Origins of the Report

A report sufficient to understand the potential impact of the proposal on the significance of the historic building fabric was requested on 92 Grove Road, Windsor, Berkshire.

1.2 Location

The site is located in New Windsor, which was created out of the historic parish of Clewer, located in the historic county of Berkshire. The site is now located in the Royal Borough of Windsor and Maidenhead.

1.3 Description

The building is part of a row, and thus has Grove Road on its south side, and dwellings that form part of this row on the east and west sides. To the north there are other buildings.

1.4 Geology and Topography

The site is located on the Thames gravel terrace at just over 25m OD.

The underlying geology is London Clay laid down 48 to 56 million years ago in the Palaeogene (mapapps.bgs.ac.uk/geologyofbritain/home.html). This is capped by Shepperton Gravel Member laid down 2 million years ago in the Quaternary Period.

1.5 Proposed Development

John Moore Heritage Services was initially given a proposed plan dated May 2018, and subsequently given an amended plan for this report that was dated June 2018.

2 RELEVANT LEGISLATION AND PLANNING POLICY GUIDANCE

2.1 Legislation and Treaties

The following pieces of legislation are obligatory, and thus significant aspects of the legislation must be adhered to. The relevant heritage acts thus cover the protection of significant heritage (archaeological and standing structures) remains, either below ground or as a standing structure. The identifiable acts came into force in 1857, 1973, 1979, and 1990.

“The *Burial Act*” of 1857 makes the removal of buried human remains an offence unless a Home Office (now Ministry of Justice) licence, or in relevant circumstances, a faculty from the diocesan consistory court, has first been obtained (HO 2004).

The 1882 “*Ancient Monuments Protection Act*” was the earliest attempts to protect archaeological sites, and is a forerunner of the later 1979 act.

The “*Town and Country Planning Act*” of 1947 lays out the current planning procedures and all subsequent legislation is an adjunct to this piece of legislation passed after the Second World War. This piece of legislation includes specific points that related to the Historic Environment.

29. Orders for the preservation of buildings of special architectural or historic interest.
30. Lists of buildings of special architectural or historic interest.

“*The Protection of Wrecks Act*” of 1973 provides specific protection for designated Wreck sites. This piece of legislation does not affect most planning applications.

The “*Ancient Monuments and Archaeological Areas Act*” of 1979 discusses two types of structures: Scheduled Monuments and Ancient Monuments. Scheduled Monuments are automatically protected under the legislation, however, the legislation also provides cover for other monuments. This includes:

- Those that are demonstrably of equivalent significance to scheduled monuments and are thus subject to the same policies.
- Those that have yet to be formally assessed.
- Those that have been assessed as being nationally important and therefore, capable of designation, but which the Secretary of State has exercised his discretion not to designate usually because they are given the appropriate level of protection under national planning policy.
- Those that are incapable of being designated by virtue of being outside the scope of the Ancient Monuments and Archaeological Areas Act 1979 because of their physical nature.

This inevitably means that some nationally important sites for various reasons are not scheduled.

The “*Planning (Listed Buildings and Conservation Areas) Act*” of 1990 provides protection for buildings considered to have significant architecture (Listed Building) and also for areas that are considered to have special architectural or historical interest (Conservation Area). There are three ranks for Listed Buildings that are I, II* and II;

all of these grades are considered to represent various degrees of national significance. The criteria for these listings are provided in an appraisal document (DCMS 2010). Locally significant buildings should be catalogued by the local authority and kept on a Local List. Any alteration or destruction has to be legally sanctioned by the proper authorities. Particular notice should be taken of sections 16, 66 and 72 of this act, though section 69 may also be considered to have some merit.

This act means that there is a legal requirement to consult Historic England in respect to development that would affect a Grade I or II* listed building (structure and setting), and a development in a Conservation Area that would affect over 1,000 square metres. Development Management Procedure (England 2015) calls for consultation with Historic England on planning that would affect a Scheduled Monument, Registered Battlefield or a Registered Park and Garden (any grade).

Some of these pieces of legislation were designed with other Government policy to underpin the Countries' commitment to international legislation and treaties. The two most significant pieces of legislation are the "*Convention Concerning the Protection of the World Cultural and Natural Heritage*" of 1972 and also the "*European Convention on the Protection of the Archaeological Heritage*" of 1992. The former treaty is for the creation of a framework for the designation of sites of outstanding universal value that are termed World Heritage Sites. The British Government adheres to this as a member of UNESCO. The latter is also known as the Valletta Convention 1992, which is a development from the Paris Convention 1954 and the Granada Convention of 1985. The British Government is a signatory of all three Treaties. The principle of the latter is the incorporation into the planning process of archaeological decision making and the managed preservation of Archaeological Heritage.

These pieces of legislation cover a series of Designated Heritage Assets: World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area. This designation means that the site is considered to be an archaeological site of national and in some cases international importance. Such sites are legally protected and can only be disturbed if sanctioned through the appropriate procedures and authorities (Historic England).

2.2 National Planning Guidelines and Policies

Section 12 of the National Planning Policy Framework (NPPF 2012) provides guidance related to heritage within the planning process. The chapter is titled *Conserving and Enhancing the Historic Environment*. This has been added to with a Planning Policy Guidance of 2014, which attempts to simplify the explanation of certain aspects of *NPPF*. These planning policies should create guidance for standard procedures concerning the treatment of the environment in and around Heritage Assets for planning authorities, property owners, developers and conservationists and researchers.

The first point **126** of the chapter indicates that the authority should set out a plan for the conservation and enjoyment of the historic environment, and produce an at risk list. Heritage Assets are an irreplaceable resource and effective conservation delivers

wider social, cultural, economic and environmental benefits. The point raises four key factors that summarise the whole of the chapter.

- 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.

The following Policy points are key to this development:

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.

The use of the term recording to a proportionate level in paragraph 128 is problematic, as due to the nature of archaeological sites and historic buildings it is not always apparent what the significance of the site is until it has been essentially destroyed. This could apply to a site or building that has not been properly researched or which has detail (for example a cruck) obscured.

Policies on substantial harm to a designated heritage asset and heritage asset are set out in paragraphs **132** and **133** of *NPPF*. Here demonstration of the lack of viability of a scheme will have to be shown with the potential of marketing and sale as the ultimate demonstration. Paragraph **132** also discusses the demolition of an unlisted building in a Conservation Area and the impact that it has on that area. If this is considered to cause substantial harm then the viability test is also valid.

A further factor in *NFFP* paragraph **132** concerns policy to Registered Parks and Gardens (all grades) and also Battlefields. It states that Local Authorities are required to consult Historic England (formerly English Heritage) and The Garden Trust (formerly The Garden History Society) on applications.

NPPF also calls on the need for consultation on certain planning application with the following groups Historic England, The Garden Trust, the national Amenity Societies (Ancient Monuments Society, Council for British Archaeology, the Georgian Group, the Society for the Protection of Ancient Buildings, the Victorian Society, and the Twentieth Century Society) on certain applications. This is normally in respect to

potential approvals of alteration to Listed Buildings (grade I and II* and in some cases grade II), or Registered Parks and Gardens.

The *NPPF* also makes provisions for protecting the significance of non-designated heritage assets in paragraph 135; while paragraph 136 discusses that the local authority should not permit the loss of the whole or part of a heritage asset.

Paragraphs 137 and 138 discuss World Heritage Sites and Conservation Areas and the loss of buildings within. Proposals that preserve and which are positive are permitted; but those that cause significant loss to a Heritage Asset should be considered substantial harm or less than substantial harm.

Paragraph 141 of *NPPF* states that developers should record and advance understanding of the significance of any heritage asset to be wholly or partly lost, in a manner appropriate to its importance. “The ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.” This implies that a paper record of a site is not equivalent to the loss of a significant archaeological site.

2.2.1 Method of Assessment of the Impact on an Asset

Assessment of the impact on a Heritage Asset (either designated or non-designated) is reliant on taking into account the significance of the site and any perceived harm that would happen to it.

NPPF produces terminology that defines the significance of a heritage asset. The significance of landscape Heritage Assets is discussed by the Department of Transport and Historic England (HA 2007a; HA 2007b), which has been used for the construction of the following assessment Table 1. This assessment is placed into five categories defined as Very High, High, Moderate, Low and Negligible.

Table 1: Criteria for assessing the significance of a Heritage Asset

Significance	Definition	Relevant Heritage Assets
Very High	Relatively complete and predominantly static landscapes sensitive to change. Internationally significant locations or sites.	World Heritage Sites. Historic landscapes of national or international importance, whether designated or not. Extremely well preserved historic landscapes with exceptional coherence, time-depth, or other critical factors.
High	Locations or Buildings that have little ability to absorb change without fundamentally altering its present significant character. Well preserved historic landscapes, exhibiting considerable coherence,	Scheduled Monuments: Archaeological sites of schedulable quality and significance. Listed Buildings (all grades). Registered Historic Parks and Gardens (all grades). Historic Battlefields.

	time depth and other factors. Sites associated with historic nationally and internationally important people or groups.	
Moderate	Locations and Buildings that have a moderate capacity to absorb change without significantly altering its present character, has some environmental value, or is of regional or high local importance.	Local Authority designated sites (e.g. Conservation Areas and their settings). Undesignated sites of demonstrable regional importance. Averagely well-preserved historic landscapes with reasonable coherence, time-depth or other critical factor.
Low	Locations and Buildings tolerant of change without detriment to its character, is of low environmental value, or is of moderate or minor local importance.	Sites with significance to local interest groups. Sites of which the significance is limited by poor preservation and poor survival of contextual associations.
Negligible	No loss	No loss

Proposed developments to the site and setting of a Heritage Asset could be proposed as positive, negative or neutral. Some definitions of terms of the impact of damage to structures is used in NPPF (2012) and its explanatory addition PPG 2014. From this a criteria on physical and visual impact of the site and setting is made that defines the definitions that should be used in respect to harm caused to a Heritage Asset. This thus weighs up the harm identified against the benefits of the proposal.

Table 2: Criteria for Appraisal of Degree of Harm to the significance of Heritage Assets

Degree of Harm	Definition
Substantial	<ul style="list-style-type: none"> ▪ Total or substantial loss of the significance of a heritage asset. ▪ Substantial harmful change to a heritage asset's setting, such that the significance of the asset would be totally lost or substantially reduced (e.g. the significance of a designated heritage asset would be reduced to such a degree that its designation would be questionable; the significance of an undesignated heritage asset would be reduced to such a degree that its categorisation as a heritage asset would be questionable).
Less than substantial – Moderate	<ul style="list-style-type: none"> ▪ Partial physical loss of a heritage asset, leading to considerable harm. ▪ Considerable harm to a heritage asset's setting, such that the asset's significance would be materially affected/considerably devalued, but not totally or substantially lost.
Less than substantial	<ul style="list-style-type: none"> ▪ Slight loss of the significance of a heritage asset. This

- Minor	<p>could include the removal of fabric that forms part of the heritage asset, but that is not integral to its significance.</p> <ul style="list-style-type: none"> ▪ Some harm to the heritage asset's setting, but not to the degree that would result in a meaningful devaluation of its significance. ▪ Perceivable level of harm, but insubstantial relative to the overall interest of the heritage asset.
Negligible	<ul style="list-style-type: none"> ▪ A very slight change to a heritage asset which does not result in any overall harm to its significance. ▪ Very minor change to a heritage asset's setting such that there is a slight impact, but not materially affecting the heritage asset's significance.
No Impact	<ul style="list-style-type: none"> ▪ No effect to the heritage asset or its setting.

Paragraph **141** of NPPF states that *“the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.”* This implies that the term preservation by record is not a substitute for the preservation of the Heritage Asset itself or that substantial damage can be passed off as negligible if mitigating factors (such as archaeological recording) are carried out. This factor appears to be supported by the Valletta Convention 1992.

2.3 Local Planning Policy

Up until 2013 Planning Policy had incorporated the use of regional plans. The plan for the South East (the region to which Berkshire is included) was revoked 25th March 2013. The revocation of the South East Plan decentralises planning powers back to local authorities.

The *Planning and Compulsory Purchase Act 2004* and *NPPF* make provision for the use of a development plan. NPPF indicates that continued use of the Local Plan is required for decision making in the authority (sections **58** and **126**). The current Local Plan will, therefore, continue to form the basis for determining local planning applications until superseded by documents produced for the Local Development Framework are available, which includes a new draft Local Plan.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that:

If regard is to be made to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.

Royal Borough of Windsor and Maidenhead District Council formerly adopted the Royal Borough of Windsor and Maidenhead Local Plan (RBWM) in July 1999 and again in June 2003 with several alterations. The new Local Plan (RBWM) has been released in a submitted version from (2017) awaiting approval. This contains the following policies in respect to the Historic Environment, although other policies from other parts of the document may be considered to impact on the proposal.

Policy HE1: Historic Environment

1. The historic environment will be conserved and enhanced in a manner appropriate to its significance. Development proposals should seek to conserve and enhance the character, appearance and function of heritage assets and their settings, and respect the significance of the historic environment.
2. Heritage assets are an irreplaceable resource and works which would cause harm to the significance of a heritage asset (whether designated or non-designated) or its setting, will not be permitted without a clear justification to show that the public benefits of the proposal considerably outweigh any harm to the significance or special interest of the heritage asset in question.
3. A local register of heritage assets at risk will be maintained.

The second policy concerns Windsor Castle and the Great Park, and will have little impact here, other than that all development in Windsor can have an impact on the setting of the grade 1 listed castle.

Policy HE2: Windsor Castle and Great Park

Policy HE3: Local Heritage Assets

1. Development proposals that affect local heritage assets detailed on the Local List will be expected to demonstrate how they retain the significance, appearance, character and setting of the local heritage asset.
2. There is a general presumption in favour of retaining local listed heritage assets and where this is not possible recording of the heritage asset should be undertaken and submitted alongside development proposals.

3 BACKGROUND

3.1 Designation

The building is a listed structure, which has been listed for group value nos. 69-96 Grove Rd (SID 1204438: EHLID 40440: NGR SU 96494 76312).

The town of Windsor (New) has currently three Conservation Areas: Windsor Town Centre Conservation Area, Trinity Place and Clarence Crescent Conservation Area, and Inner Windsor Conservation Area. Grove Road is located in the Inner Windsor Conservation Area that was formed in 1990, some of which had previously been in Windsor Town Centre Conservation Area that was created in 1969. The appraisal refers to planning policy controls in the Borough's Local Plan.

3.2 History of Development

The listing reference places construction c. 1830-1840.

Grove Place (now part of Grove Road) was a row of terraced house that was built by Bedborough as an isolated row of terraced houses with basements. These houses were in the main occupied by the very poor, living in overcrowded and insanitary conditions. The Poll Book for 1832 lists five voters as living there. This data indicates that some five structures had probably been built by this date.

In 1956 there were internal alterations.

In 1981 there were internal alterations. Internal alterations that can be identified included the replacing of the window in the Kitchen (B1) and the insertion of a door. These are thus not original and currently need replacing.

In 1987 the rear bathroom extension was added and also the lightwell was added with changes being made to the Dining Room (B2). Thus parts of the rear of the property in the basement area are not in their original form.

3.3 Cartographic Research

A series of maps, primarily Ordnance Survey, were looked at to ascertain the apparent development of the property.

The New Windsor Tithing Map of 1852 shows a rectangular building as part of Grove Place.

The First Edition Ordnance Survey map surveyed in 1876 and published in 1881, shows a rectangular building, which forms part of the Grove Place Terrace.

The Second Edition Ordnance Survey map of 1899 shows a rectangular building.

The Third Edition Ordnance Survey map of 1912 shows a rectangular building with some buildings in Grove Place Terrace having rear extensions, but not number 92.

The Ordnance Survey map of 1932 shows most of the row of buildings without rear extensions. There are two buildings at the east end of Grove Place Terrace that had rear extensions.

The 1957 map and 1967-1970 map show the row with simply rectangular buildings, with no additions.

4 DESCRIPTION OF 92 GROVE ROAD

4.1 Introduction and General Description

This is a 2 storey structure with a basement. The exterior contains original features on the front elevation. Internally few original details appear to survive apart from the walls and one or two minor pieces.

The basement contains three basic rooms the Kitchen (B1), the Dining Room (B2), and the Stairwell (B3). The basement has no original details.

The ground floor contains four basic rooms: the Living Room (G1), the Study Bedroom 3 (G2), the Hall Stairwell (G3), and the Bathroom (G4). The original details include the window surrounds (G1) and (G2), and possibly the door and its surround to (G2). No original mouldings or fireplaces.

The first floor contains three rooms: Bedroom 1 (F1), Bedroom 2 (F2), and the Landing (F3). The only original features are the window surrounds (F1) and (F2) and possibly the doors (F1) and (F2).

The internal doors are not new, and could possibly be original, or could be late 19th or early 20th century replacements. It is noticeable into room (F1) that the hinge setting indicates that either the doors have been rehung or replaced.

5 ASSESSMENT

5.1 Phase

The building in essence has two major phases. Phase 1 saw the construction of the main terrace at some date before 1832. Phase 2 saw the rear extension that was an addition of 1987.

5.2 Listed Status

The building is part of a listed group, which is listed for group value. As a listed building the heritage value has to be listed as high, due to the guidance issued by Historic England. .

6 THE CURRENT PROPOSAL

The front of the building will only see like for like replacement or repairs of windows so there will be no effect on physical building or setting to the front of the building. There are proposed alterations to the rear extension, which is not an original feature, so any physical and visual effects to the setting are Less than Substantial – Minor. Externally to the rear the lightwell is to be enlarged thus creating an enlarged basement patio and with the insertion of new stairs. This is part of the 1987 development and thus the impact on the original listed fabric is Negligible.

Alterations to the basement would include the following:

Kitchen (B1)

Like replacement of Kitchen window and door overlooking the road, which were previously replaced in 1981. Alterations can be classed as Less than Substantial – Minor to Negligible as it has already undergone alterations from its original form. Removal of modern breezeblock wall located between B1 and B3, which will take the room back to or nearer to its original dimensions. Alterations can be classed as Negligible.

Kitchen (B1) and Dining Room (B2)

Removal of part of the wall between these two rooms, leaving parts of the wall at each end to indicate the location of the former wall line. Enough of the original walls will be retained to indicate the spatial two room design of the basement. Alterations can be classed as Less than Substantial – Minor.

Dining Room (B2)

Removal of part of the wall between this room and the under stairs cupboard. This alteration can be classed as Less than Substantial – Minor.

Stairwell (B3)

The insertion of a new wall and door between this room and the Kitchen. Alterations classed as Negligible as they do not remove original material.

Study Bedroom 3 (G2)

Restoration of the fireplace. These alterations are restoring the original arrangement, thus this is classed as a positive but Negligible impact.

Bathroom (G4)

The lobby to the bathroom is to have a roof light inserted. The rear structure is a new build constructed in 1987 and thus the impact is not to an original part of the building and has to be classed as Less than Substantial – Minor simply because it is externally visible from minimal locations.

Insertion of a new window in the bathroom that was constructed in 1987. This will be classed as Less than Substantial – Minor simply because there is an impact to the external part of the building.

Roof light inserted into the bathroom that was constructed in 1987. This is part of a new construction, therefore, this is Less than Substantial – Minor because there are external visual impacts.

Bedroom 1 (F1)

The two first floor front sash windows require refurbishment. This should be classed as essential repairs and will if carried out in line with Historic England guidelines have Negligible impact.

The insertion of an en-suite bathroom for the master bedroom. The insertion of the en-suite can cause Negligible damage to the listed structure as it is largely additions. However, the insertion of the pipework to and from the en-suite would have to cause at least Less than Substantial – Minor damage as pipework is inserted through walls.

Bedroom 2 (F2)

The rear first floor sash window looks as though it requires refurbishment. This is an essential repair and as such if carried out in line with Historic England guidelines would have Negligible impact.

The restoration of the chimneybreast. The damage this would cause is Negligible as it is a re-instatement of a feature that should physically be there.

Moving of the boiler to room F2. The movement of the associated heating pipes will possibly cause Less than Substantial – Minor damage as presumably a new heating system will be added.

7 CONCLUSIONS

The building at 92 Grove Road, Windsor, is a listed structure that was built by James Thomas Bedborough, a key mason and property developer of the town. As a row of buildings it is apparent that it is listed for group value, and its association with this

important local Regency architect. As a listed building the value of the property as a national heritage asset is classed as High.

The proposals on the building as a whole fall into two categories. The first and major group of categories have a damage status of Less than Substantial – Minor, with a further group causing Negligible damage.

8 BIBLIOGRAPHY

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Royal Borough of Windsor and Maidenhead (RBWM) 2017 Borough Local Plan 2013-2033 Submission Version, Maidenhead: Royal Borough of Windsor and Maidenhead District Council



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The building at 92 Grove Road, Windsor, is a listed structure that was built by Bedborough, a key mason and developer of New Windsor town. As a row of buildings it is apparent that it is listed for group value, and its association with this important local Regency builder. As a listed building the value of the property as a national heritage asset is classed as High.

The proposals on the building as a whole fall into three categories. There are a group of alterations that can be calculated a level of harm as Negligible (dining room door and light-well alterations including the roof lights over the light-well). There are insertions to the roof that could be classed as Less than Substantial – Minor (roof light above landing and en-suite). The proposed insertion of the window above the stairwell can be classed as a Less than Substantial harm, but slightly above the level of Minor and less than Moderate.

1 INTRODUCTION

1.1 Origins of the Report

JMHS was requested to write a second Historic Building Assessment for further alterations proposed to the listed building of 92 Grove Rd, Windsor, Berkshire (SU 96466 76313).

1.2 Location

The site is located in New Windsor, which was created out of the historic parish of Clewer, located in the historic county of Berkshire. The site is now located in the Royal Borough of Windsor and Maidenhead.

1.3 Description

The building is part of a row, and thus has Grove Road on its south side, and dwellings that form part of this row on the east and west sides. To the north there are other buildings.

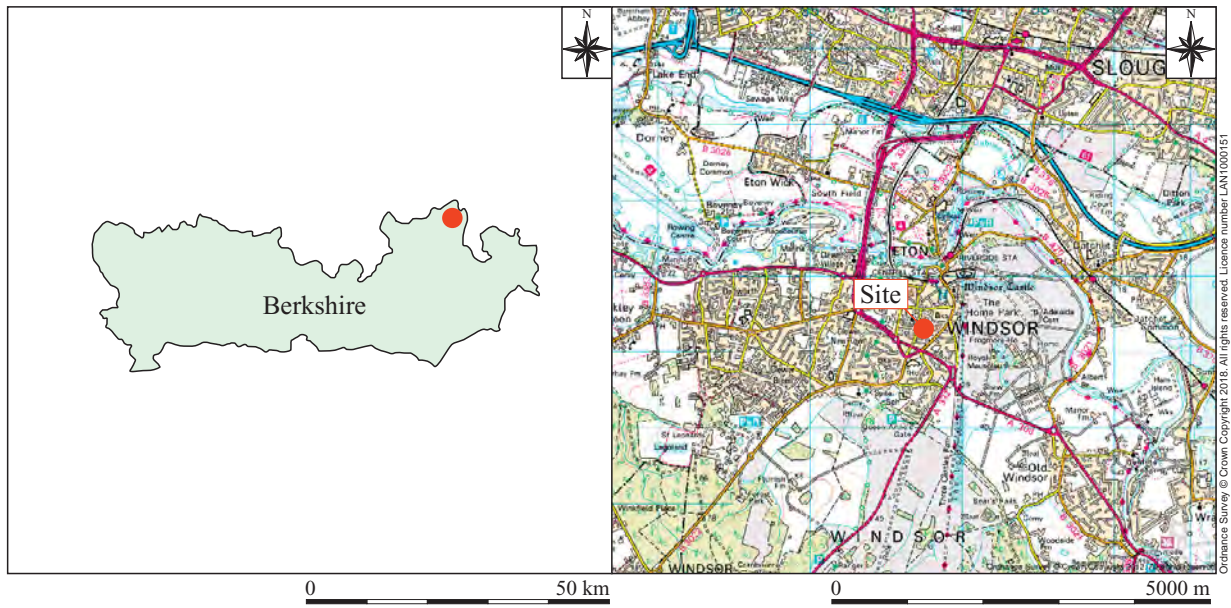
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The underlying geology is London Clay laid down 48 to 56 million years ago in the Palaeogene (mapapps.bgs.ac.uk/geologyofbritain/home.html). This is capped by Shepperton Gravel Member laid down 2 million years ago in the Quaternary Period.

1.5 Proposed Development

John Moore Heritage Services was given an initial plan named Proposed Plans and Elevations dated September 2018.



Key  Study building

Figure 1: Site location

2 RELEVANT LEGISLATION AND PLANNING POLICY GUIDANCE

2.1 Legislation and Treaties

The following pieces of legislation are obligatory, and thus significant aspects of the legislation must be adhered to. The relevant heritage acts thus cover the protection of significant heritage (archaeological and standing structures) remains, either below ground or as a standing structure. The identifiable acts came into force in 1857, 1973, 1979, and 1990.

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2.2 National Planning Guidelines and Policies

Section 16 of the revised National Planning Policy Framework (NPPF 2018) provides guidance related to heritage issues within the planning process. The chapter is titled *Conserving and Enhancing the Historic Environment*. This has been paired with a Planning Practice Guidance, initially published in 2014 and subsequently updated in 2018, which attempts to simplify the explanation of certain aspects of *NPPF*. These planning policies should create guidance for standard procedures concerning the treatment of the environment in and around Heritage Assets for planning authorities, property owners, developers, conservationists and researchers.

Paragraph **184** defines what Heritage Assets are in that they are '*sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value.*' The lower designation here is perhaps significant, because it indicates sites and buildings

of local significance (entries on a locally produced list of significance or non-designated heritage assets). Heritage Assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.

Paragraphs **185** of the NPPF indicates that the authority should set out a plan for the conservation and enjoyment of the historic environment, and produce an at risk list. The paragraph raises four key points, which Local 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 **186** of NPPF deals with the consideration of designation of Conservation Areas by local planning authorities, and the ability of these to undermine and devalue the concept of conservation and special interest.

Paragraph **187** and **188** of NPPF reiterates the requirement of each local authority to maintain a Historic Environment Record, which is up to date, and its public accessibility. This covers the assessment and prediction of significant sites (Historic Environment Assessment).

The following paragraphs are also relevant to the effects of the proposed development on Heritage Assets:

189. 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.

190. 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.

191. 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

192. In determining 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

The use of the terms ‘*significance of any heritage assets affected*’, and ‘*the level of detail should be proportionate to the assets’ importance*’ in paragraph **189** are problematic and vague in some cases, as due to the nature of archaeological sites and historic buildings it is not always apparent what the significance of the site is prior to development, degradation and in some cases total destruction. Pre-application research is often only as good as the available knowledge and in some cases the person conducting the investigation. Indeed ‘*significance*’ is further addressed in PPG and the fact that in many of these records the account is not necessarily an exhaustive explanation.

Policies on the level of harm to a Heritage Asset are set out in paragraphs **193** and **194** of *NPPF*.

193. 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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

194. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional

195. 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.

196. 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, where appropriate, securing its optimum viable use

These paragraphs are further discussed and clarified in PPG. These discussions focus on disrepair and damage, viability, deliberate damage and neglect, compulsory purchase, use of the land, successive harmful changes, and also optimum viable use. There is also a section on appropriate marketing to demonstrate the redundancy of a heritage asset qualifying paragraph **195** of the *NPPF*.

The *NPPF* makes provisions for protecting the significance of non-designated heritage assets in paragraph **197**; while paragraph **198** discusses loss of the whole or part of a heritage asset.

197. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

198. 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.

Paragraph **199** of NPPF discusses wider implications to local authorities and that not every outcome will necessarily be favourable to the developer.

199. Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible (footnote). However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

The footnote (Copies of evidence should be deposited with the relevant Historic Environment Record, and any archives with a local museum or other public depository) here refers to the Historic Environment Record and local museums amongst other depositories. The phrase "*The ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted*" implies that a paper record of a site is not equivalent to the loss of a significant heritage site. This latter phrase echoes World and European conventions of protection for significant heritage sites.

Paragraphs **200** and **201** discuss World Heritage Sites and Conservation Areas and the loss of assets within them.

200. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

201. Not all elements of a Conservation Area or World Heritage Site 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.

A final paragraph outlines the potential for conflict between enabling development and the preservation of heritage assets.

202. 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 disbenefits of departing from those policies.

PPG broadens the discussion on World Heritage Sites, Designated Heritage Assets, and non-designated heritage assets and calls for consultation in various planning applications with Historic England, Natural England and the Department for Culture, Media and Sport (DCMS). There is further direction concerning consent and lawfulness and consultation and notification requirements. Local planning authorities are required to consult or notify the following groups in certain planning applications: Historic England, The Garden Trust, the national Amenity Societies (listed as the Ancient Monuments Society, Council for British Archaeology, the Georgian Group, the Society for the Protection of Ancient Buildings, the Victorian Society, and the Twentieth Century Society) on certain applications.

2.2.1 Method of Assessment of the Impact on an Asset

Assessment of the impact on a Heritage Asset (either designated or non-designated) is reliant on taking into account the significance of the site and any perceived harm that would happen to it.

NPPF produces terminology that defines the significance of a heritage asset. The significance of landscape Heritage Assets is discussed by the Department of Transport and Historic England (HA 2007a; HA 2007b), which has been used for the construction of the following assessment Table 1. This assessment is placed into five categories defined as Very High, High, Moderate, Low and Negligible.

Table 1: Criteria for assessing the significance of a Heritage Asset

Significance	Definition	Relevant Heritage Assets
Very High	Relatively complete and predominantly static landscapes sensitive to change. Internationally significant locations or sites.	World Heritage Sites. Historic landscapes of national or international importance, whether designated or not. Extremely well preserved historic landscapes with exceptional coherence, time-depth, or other critical factors.
High	Locations or Buildings that have little ability to absorb change without fundamentally altering its present significant character. Well preserved historic landscapes, exhibiting considerable coherence, time depth and other factors. Sites associated with historic nationally and internationally important people or groups.	Scheduled Monuments: Archaeological sites of schedulable quality and significance. Listed Buildings (all grades). Registered Historic Parks and Gardens (all grades). Historic Battlefields.
Moderate	Locations and Buildings that have a moderate capacity to absorb change without significantly altering its present character, has some environmental value, or is of regional or high local importance.	Local Authority designated sites (e.g. Conservation Areas and their settings). Undesignated sites of demonstrable regional importance. Averagely well-preserved historic landscapes with reasonable coherence, time-depth or other critical factor.
Low	Locations and Buildings tolerant of change without detriment to its character, is of low environmental value, or is of moderate or minor	Sites with significance to local interest groups. Sites of which the significance is limited by poor preservation and poor survival of contextual associations.

	local importance.	
Negligible	No loss	No loss

Proposed developments to the site and setting of a Heritage Asset could be proposed as positive, negative or neutral. Some definitions of terms of the impact of damage to structures is used in NPPF (2018) and its explanatory addition PPG. From this a criteria on physical and visual impact of the site and setting is made that defines the definitions that should be used in respect to harm caused to a Heritage Asset. This thus weighs up the harm identified against the benefits of the proposal.

Table 2: Criteria for Appraisal of Degree of Harm to the significance of Heritage Assets

Degree of Harm	Definition
Substantial	<ul style="list-style-type: none"> ▪ Total or substantial loss of the significance of a heritage asset. ▪ Substantial harmful change to a heritage asset's setting, such that the significance of the asset would be totally lost or substantially reduced (e.g. the significance of a designated heritage asset would be reduced to such a degree that its designation would be questionable; the significance of an undesignated heritage asset would be reduced to such a degree that its categorisation as a heritage asset would be questionable).
Less than substantial – Moderate	<ul style="list-style-type: none"> ▪ Partial physical loss of a heritage asset, leading to considerable harm. ▪ Considerable harm to a heritage asset's setting, such that the asset's significance would be materially affected/considerably devalued, but not totally or substantially lost.
Less than substantial - Minor	<ul style="list-style-type: none"> ▪ Slight loss of the significance of a heritage asset. This could include the removal of fabric that forms part of the heritage asset, but that is not integral to its significance. ▪ Some harm to the heritage asset's setting, but not to the degree that would result in a meaningful devaluation of its significance. ▪ Perceivable level of harm, but insubstantial relative to the overall interest of the heritage asset.
Negligible	<ul style="list-style-type: none"> ▪ A very slight change to a heritage asset which does not result in any overall harm to its significance. ▪ Very minor change to a heritage asset's setting such that there is a slight impact, but not materially affecting the heritage asset's significance.
No Impact	<ul style="list-style-type: none"> ▪ No effect to the heritage asset or its setting.

Paragraph **199** of NPPF states that *“the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.”* This implies that the term preservation by record is not a substitute for the preservation of the Heritage Asset itself or that substantial damage can be passed off as negligible if mitigating

factors (such as archaeological recording) are carried out. This factor appears to be supported by the Valletta Convention 1992.

2.3 Local Planning Policy

Up until 2013 Planning Policy had incorporated the use of regional plans. The plan for the South East (the region to which Berkshire is included) was revoked 25th March 2013. The revocation of the South East Plan decentralises planning powers back to local authorities.

The *Planning and Compulsory Purchase Act 2004* and *NPPF* make provision for the use of a development plan. *NPPF* indicates that continued use of the Local Plan is required for decision making in the authority (sections **58** and **126**). The current Local Plan will, therefore, continue to form the basis for determining local planning applications until superseded by documents produced for the Local Development Framework are available, which includes a new draft Local Plan.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that:

If regard is to be made to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.

Royal Borough of Windsor and Maidenhead District Council formerly adopted the Royal Borough of Windsor and Maidenhead Local Plan (RBWM) in July 1999 and again in June 2003 with several alterations. The new Local Plan (RBWM) has been released in a submitted version from (2017) awaiting approval. This contains the following policies in respect to the Historic Environment, although other policies from other parts of the document may be considered to impact on the proposal.

Policy HE1: Historic Environment

1. The historic environment will be conserved and enhanced in a manner appropriate to its significance. Development proposals should seek to conserve and enhance the character, appearance and function of heritage assets and their settings, and respect the significance of the historic environment.
2. Heritage assets are an irreplaceable resource and works which would cause harm to the significance of a heritage asset (whether designated or non-designated) or its setting, will not be permitted without a clear justification to show that the public benefits of the proposal considerably outweigh any harm to the significance or special interest of the heritage asset in question.
3. A local register of heritage assets at risk will be maintained.

The second policy concerns Windsor Castle and the Great Park, and will have little impact here, other than that all development in Windsor can have an impact on the setting of the grade 1 listed castle.

Policy HE2: Windsor Castle and Great Park

Policy HE3: Local Heritage Assets

1. Development proposals that affect local heritage assets detailed on the Local List will be expected to demonstrate how they retain the significance, appearance, character and setting of the local heritage asset.

2. There is a general presumption in favour of retaining local listed heritage assets and where this is not possible recording of the heritage asset should be undertaken and submitted alongside development proposals.

3 BACKGROUND

3.1 Designation

The building is a listed structure, which has been listed for group value nos. 69-96 Grove Rd (SID 1204438: EHLID 40440: NGR SU 96494 76312).

The town of Windsor (New) has currently three Conservation Areas: Windsor Town Centre Conservation Area, Trinity Place and Clarence Crescent Conservation Area, and Inner Windsor Conservation Area. Grove Road is located in the Inner Windsor Conservation Area that was formed in 1990, some of which had previously been in Windsor Town Centre Conservation Area that was created in 1969. The appraisal refers to planning policy controls in the Borough's Local Plan.

3.2 History of Development

The listing reference places construction *c.* 1830-1840.

Grove Place (now part of Grove Road) was a row of terraced house that was built by Bedborough as an isolated row of terraced houses with basements. These houses were in the main occupied by the very poor, living in overcrowded and insanitary conditions. The Poll Book for 1832 lists five voters as living there. This data indicates that some five structures had probably been built by this date.

In 1956 there were internal alterations.

In 1981 there were internal alterations. Internal alterations that can be identified included the replacing of the window in the Kitchen (B1) and the insertion of a door. These are thus not original and currently need replacing.

In 1987 the rear bathroom extension was added and also the lightwell was added with changes being made to the Dining Room (B2). Thus parts of the rear of the property in the basement area are not in their original form.

In 2018 a pre-application was made to the council planning department. A planning application was subsequently made in 2018, which included the request for LBC and is still current.

3.3 Cartographic Research

A series of maps, primarily Ordnance Survey, were looked at to ascertain the apparent development of the property.

The New Windsor Tithe Map of 1852 shows a rectangular building as part of Grove Place.

The First Edition Ordnance Survey map surveyed in 1876 and published in 1881, shows a rectangular building, which forms part of the Grove Place Terrace.

The Second Edition Ordnance Survey map of 1899 shows a rectangular building.

The Third Edition Ordnance Survey map of 1912 shows a rectangular building with some buildings in Grove Place Terrace having rear extensions, but not number 92.

The Ordnance Survey map of 1932 shows most of the row of buildings without rear extensions. There are two buildings at the east end of Grove Place Terrace that had rear extensions.

The 1957 map and 1967-1970 map show the row with simply rectangular buildings, with no additions.

4 DESCRIPTION OF 92 GROVE ROAD

4.1 Introduction and General Description

This is a two storey structure with a basement. The exterior contains original features on the front elevation. Internally few original details appear to survive apart from the walls and one or two minor pieces.

The front elevation is of brick and contains two bays (fig. 2.E1), there are two storeys above ground and one below. The façade has a plinth and two fenestrated bays, which are staggered. The ground floor has a panel door on the right hand side with a fan light set inside the round headed arch above. There are three steps to the front door with iron rails either side. Also on the ground floor to the left is a square-headed sash window. This has a soldiered lintel above. The first floor contains two slightly smaller sash windows but with the same design, the line of the bay is staggered. There is a light-well to the left of the front door, which has a step accessing a door to the kitchen, alongside which is a casement window. The front façade wall is mounted with a parapet in-front of the roof line, behind which are two hipped roofs running north to south.

The rear of the building must have originally consisted of two bays (fig. 2.E2: plate 1). On the left hand side there was a rear door, which is now covered with a ground floor extension of the 1980s. This extension has a hipped roof. On the right hand side there is a further bay, which on the ground and first floor has matching windows. These are sash windows with a segmental arch above with a soldiered lintel. Below these windows is a rear light-well that is accessed from a basement door. This door was originally designed to be in alignment with that of the two sash windows above (plate 2).

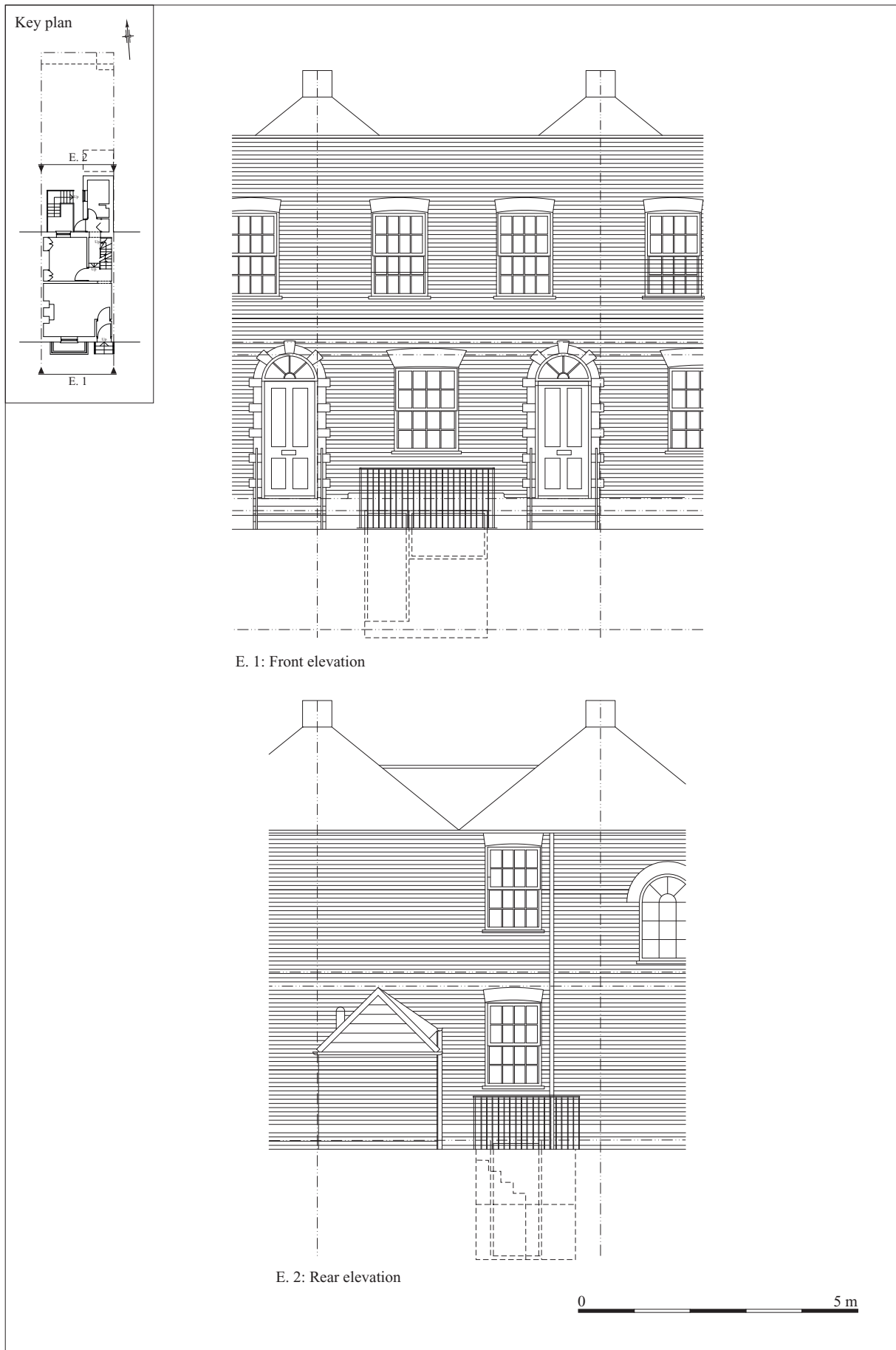


Figure 2: External elevations

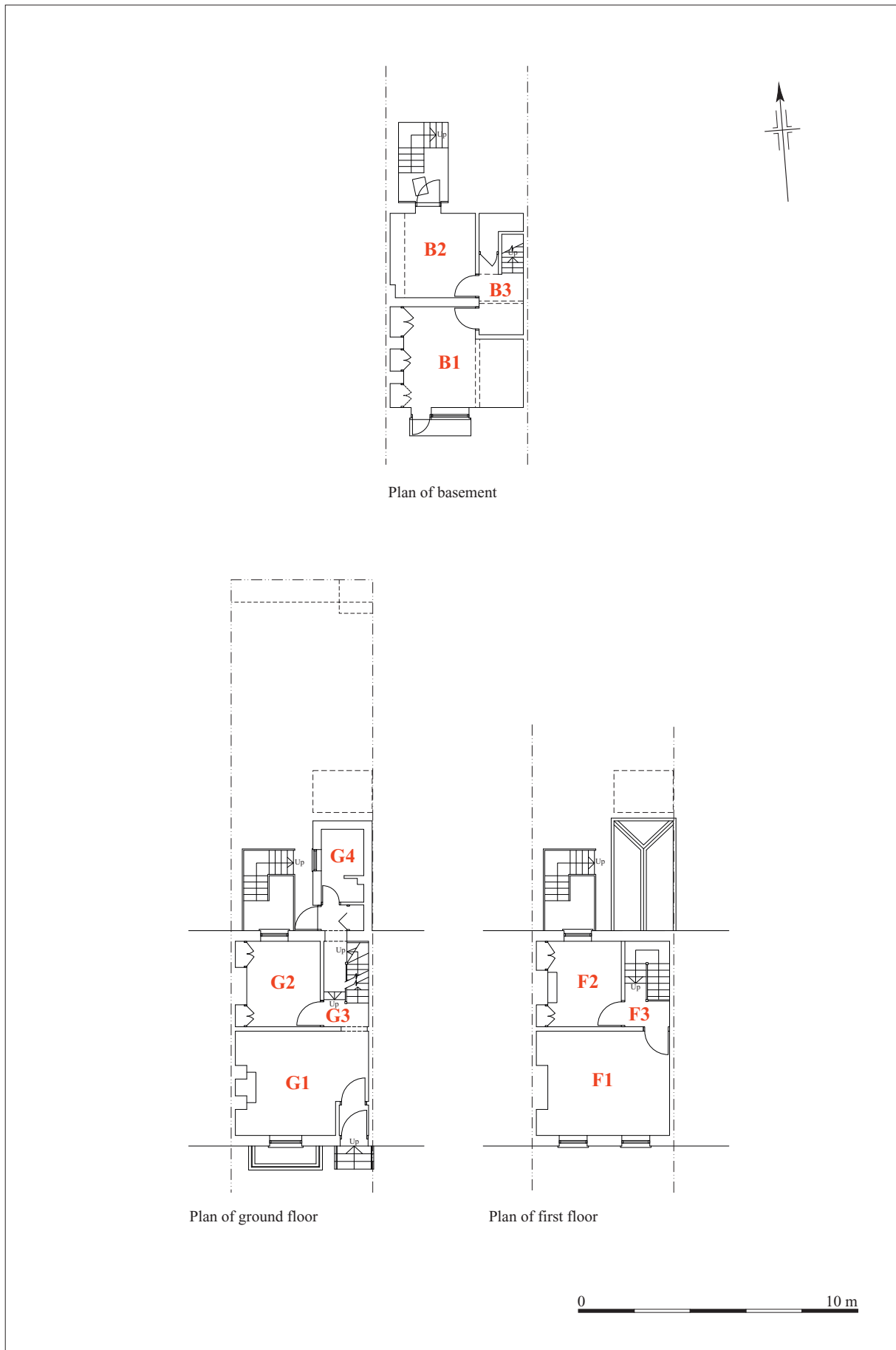


Figure 3: Floor plans



Plate 1: Rear façade



Plate 2: Door into rear light-well

The basement contains three basic rooms the Kitchen (B1), the Dining Room (B2), and the Stairwell (B3). The basement has no original details. The Dining Room B2 is the only one affected by these alterations. The doorway that enters the light well in the north wall is a modern reworking of an old feature. It has been reduced in size (plate 2).

The ground floor contains four basic rooms: the Living Room (G1), the Study Bedroom 3 (G2), the Hall Stairwell (G3), and the Bathroom (G4). The original details

include the window surrounds (G1) and (G2), and possibly the door and its surround to (G2). No original mouldings or fireplaces. Plate 3 shows the hall / stairwell area.



Plate 3: Ground floor hall / stairwell

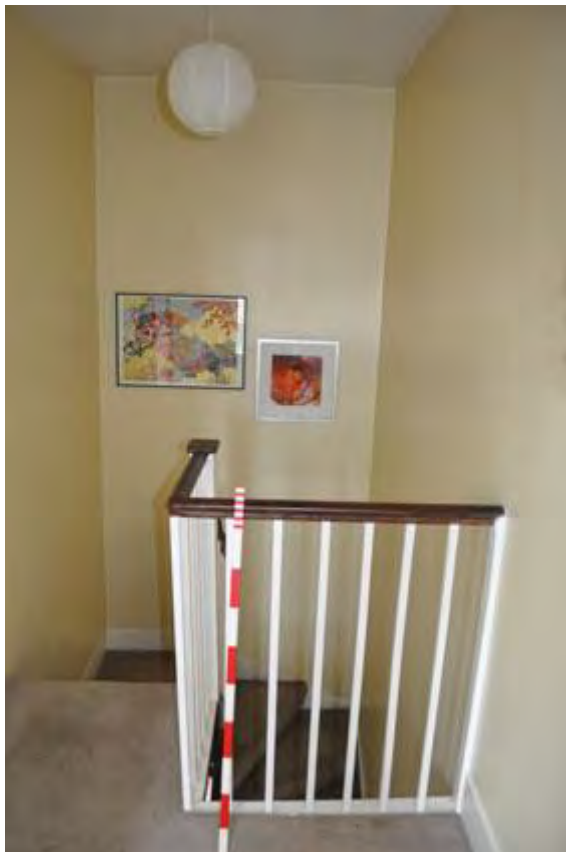


Plate 4: Landing area

The first floor contains three rooms: Bedroom 1 (F1), Bedroom 2 (F2), and the Landing (F3). The only original features are the window surrounds (F1) and (F2) and possibly the doors to rooms (F1) and (F2). The landing area is shown in plate 4.

The internal doors are not new, and could possibly be original, or could be late 19th or early 20th century replacements. It is noticeable into room (F1) that the hinge setting indicates that either the doors have been rehung or replaced.

5 ASSESSMENT

5.1 Phase

The building in essence has two major phases. Phase 1 saw the construction of the main terrace at some date before 1832. Phase 2 saw the rear extension that was an addition of 1987. Alterations are known to have been carried out in 1956 and 1981, but these appear to be minor alterations to the phase 1 structure.

5.2 Listed Status

The building is part of a listed group, which is listed for group value. As a listed building the heritage value has to be listed as high, due to the guidance issued by Historic England.

6 THE CURRENT PROPOSAL

The previously considered alterations to the building are not listed here, as they were part of a previous application that has already been approved by the council (18/01532/FULL & 18/01533/LBC).

The front elevation will remain unchanged.

The rear elevation will see the following alterations. The basement rear door has previously been reduced in size. It is proposed that this opening will be enlarged to conform to the original opening. The door will be replaced, but this is not an old door, and thus the alterations here are Negligible and could be considered positive.

Alterations would be made to the sunken light-well that lies to the rear of the building. This will involve altering the stairs' location and also widening and lengthening the space. The open space will then be covered to internalise it, with the area having roof lights added. The feature is not part of the original building and thus as a 1987 addition will have a Negligible physical impact. The alterations to the original structures setting would be classed as Less than Substantial – Minor.



Plate 5: Rear of properties to the west

A further alteration to the rear of the building is the insertion of a rear window, which will provide natural light for the stairwell. The group of terraced structures were not designed with any windows in this location, but on a number of them a window has been added in this location (plates 5 and 6). The windows inserted in these locations at other dwellings along the terrace are variable in design and many of them are not well executed. The design proposed here is for a round headed window that matches the building to the east, which is clearly one of the better examples along the row. The use of a round headed window sets this window apart from the original windows of the building, but the design used could still be seen as a window of the regency style. The 19th century bricks that are removed here can be reused at other locations in the alterations to the building. The impact of this alteration should be considered Less than Substantial – slightly above that of Minor but below that of Moderate, this is simply because there is some removal of original material but it is being retained and reused.



Plate 6: Rear of properties to the east

It is also the case that a roof light will be placed above the stairwell to provide more natural light in this area. This will cause the removal of part of a ceiling joist and part of a roof rafter of the original building. There is minor loss of the original fabric, but the alterations are not visible from the ground externally. These alterations can be considered as being Less than Substantial – Minor.

A further roof light is proposed as being inserted above the recently approved en-suite attached to the master bedroom. This will also cause the removal of part of a joist and part of a rafter that is original. These alterations will see a minor loss to the original fabric of the building, but the alteration will not be visible from ground level. This alteration can be considered as being Less than Substantial – Minor.

7 CONCLUSIONS

The building at 92 Grove Road, Windsor, is a listed structure that was built by James Thomas Bedborough, a key mason and property developer of the town. As a row of buildings it is apparent that it is listed for group value, and its association with this important local Regency builder. As a listed building the value of the property as a national heritage asset is classed as High.

The proposals on the building as a whole fall into three categories. The proposed alterations to the basement will have a Negligible impact on the historic structure. The external alterations will have an impact on the setting, which can be classed as Less than Substantial – Minor. The setting of this monument has since 1987 been considerably altered so this proposal is in keeping with these alterations.

The insertion of a new window above the stairwell is the main proposed alteration of this heritage impact assessment. It concerns the removal of fabric in a visible location at the rear of the building. The requirements for this work are practical in that it is to provide more natural light for the stairwell. Original material will be lost with the insertion of this window in a visible location; so it is for this reason that the level of harm has been indicated as Less than Substantial – slightly above the level of Minor and below the level of Moderate.

In the case of the proposed roof lights providing further natural light to the first floor landing and the already permitted en-suite development; these insertions will result in the minimal loss of two joists and rafters believed to be part of the original material. This loss will result in alterations that are not visible from the ground floor thus given a level of harm as Less than Substantial – Minor.

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