

DESIGN AND ACCESS STATEMENT Incorporating HERITAGE STATEMENT December 2013 Rev --

16 Cleveland Street, London, W1T 4HX

1.0 INTRODUCTION AND HISTORY

- 1.1 This application seeks approval for the change of use from D1 (Non-Residential Institutions) to C3 (Residential) at the Grade II Listed five-storey terraced property at 16 Cleveland Street, W1T 4HX. The proposal is for the formation of one 3-Bedroom unit, one 1-Bedroom Unit and one 2-Bedroom Unit.
- 1.2 The property is located in the Charlotte Street conservation area to the North of Goodge Street and Mortimer Street. Cleveland Street is predominately residential with the majority of retail, restaurants and cafes located along Goodge Street and Mortimer Street.
- 1.3 16 Cleveland Street is Grade II listed and, according to the listing, dates to the late 18th Century and was built for residential use. The wooden shop front is dated as early 19th Century as such is an alteration from the original building. It further states that that shop front has been altered from its own original appearance. The building was listed in 1974 and includes the front railings. See **Appendix 1** for Listing Description
- 1.4 The building was formerly occupied by the NHS and operated as an alcohol drop in centre. The building has been significantly altered with practically all of the original fabric and decorative detailing either missing or concealed by later additions. Although some of the original plan form remains this has been lost amongst extensive sub-division of rooms. The building currently has an outstanding Enforcement Notice, **REF: EN04/0750**. It has been agreed with the Enforcement Officer that this application will seek to address both the Enforcement Notice as well as further amendments. Refer to **Appendix 2 and 3** for the Enforcement Notice and associated drawings.
- 1.5 A retrospective planning application was made in December 2008, **REF: 2008/4616/L** and subsequently withdrawn. Please refer to the Planning Statement provided by Bell Cornwell for further information.
- 1.6 A pre planning application was made in September 2013, **REF: 2013/6379/PRE** to which comments were received and have been addressed in this application. The previous application sought advice on the formation of a three bedroom residential unit on the ground and lower ground floor, 3 separate 1-bedroom units over the first, second and third floors with the formation of a additional floor in the roof space and associated terrace. This was considered as an over intense development and a preference was stated for two dwellings in the property and the removal of the additional storey. This application seeks permission for a 3 bedroom unit on the ground floor, a 1 bedroom unit on the first floor and 2 bedroom duplex over the 2nd and 3rd floors. The additional storey has been omitted.

2.0 BUILDING DESCRIPTION AND HERITAGE ASSESTS

- 2.1 **Setting:** 16 Cleveland Street is a mid-terrace four storey building with basement, located approximately midway between Goodge Street and Tottenham Street. The building is similar in appearance to the similarly listed 18, 20 and 22 Cleveland Street to the North in particular no. 18 and the later addition of the shop frontage at Ground Floor. Cleveland Residences to the South is a later Red Brick Mansion block that extends to the corner of Goodge Street and is marginally taller with the addition of a roof terrace.

2.2 **Front Elevation and Windows:** The shop frontage, as stated is believed to be an addition as is formed entirely in timber framework and panelling. Both doors are believed to be non-original as are those existing at No.18. The upper stories are formed in a Yellow London Stock Brick with Orange Splayed Brickwork to each window head. All existing windows are sliding sash windows with the sashes with a 1 over 1 arrangement at First Floor, a 6 over 6 arrangement at Second Floor and 2 over 2 at third floor. The windows at second and third floor are believed to be typical of those original to the building.

2.3 **Front Light Well and Vaults:** The front light well has been lost and is currently concealed by a steel structure and metal sheet walkway. There is no documentary evidence to support when this addition was made although it has been estimated that this was added with the last 20 years.

The light well below street level is therefore fairly inaccessible and appears in poor condition. The original window in the front elevation at this level has been blocked up thus preventing passage of light to the front rooms at this level. Therefore the only current source of light at lower ground floor level is via the existing window within the rear light well.

2.4 **Rear Elevation and Windows:** The rear elevations within the rear courtyard / light well are a combination of original openings and later unsympathetic alterations. A number of windows remain as sliding sash in a 6 over 6 configurations and as like the front elevation are believed to be typical with the original windows.

Along the South elevation at third floor the window is a 2 over 2 sash window whilst at first floor the window has been amended to a casement, whilst at first the sashes have been replaced as a 1 over 1 arrangement. The window at Lower Ground has been split into two casements accessed from two rooms due to the internal reconfigurations. Whilst many of the sashes have been replaced the majority of the sash boxes are believed to be original and as such would be retained and refurbished as part of the works.

Along the East Elevation the Ground and Lower Ground floor windows have been significantly altered to form two new door openings to the light well and outhouse, with a non-original bridge accessing this at ground floor half landing.

2.5 **Rear Light well and Out House:** The rear elevations have also been fitted with a number of soil and rainwater pipes to facilitate the current uses. The rear light well is also occupied with a two storey out house accessed from ground and lower ground floor. Although not original to the building, the addition seems to be of a significant age albeit in a fair state of disrepair, it is unclear what use this addition has had in recent years. Furthermore the size of the addition and proximity to the windows at Lower Ground and Ground floor restrict the passage of light into these floors.

2.6 **Existing Plan Form:** Internally the building has been significantly altered throughout its lifetime, although the majority of these works are believed to have been made by the previous occupant. As such much of the original plan form and fabric is either no longer evident or has been lost. Many of the main internal partitions from First floor to Second Floor appear to still exist, although new opening have been formed in various locations along with the addition of further partitions to form smaller rooms throughout the building.

The new walls have been constructed from timber stud lined with plasterboard, whilst the believed original spine walls have had the original lath and plaster removed and replaced with plasterboard. There is not believed to be any lath and plaster remaining on the original internal partitions. Furthermore suspended ceilings have been added to the Ground, First and Second floors which may conceal existing cornicing, although this is believed to have been previously removed.

2.7 **Staircase:** The main staircase is in a poor state of repair. The section from Lower Ground To Ground does not appear to be original with alterations evident around the skirting and stringer made particularly at half level possibly to assist in formation of the door to the light well. Furthermore the triangular boxing on the LH side and modern stringer and skirting detail indicates that this area has been altered from its original condition. However, the section from half level down to lower ground may be original and simply over clad.

The section from Ground to Second Floor is believed to be original and is currently supported

by the addition of a complex and inappropriate steel structure. The upper section from Second to Third Floor has been replaced with an unsympathetic amendment as well as the formation of a cupboard overhanging the lower flight at second floor. The Enforcement Notice requires the steel structure to be decorated; however this is to be removed as part of the proposed works. The modern addition of the cupboard at third floor significantly compromises the window at half level between second and third floor, concealing most of the upper half of the original window.

- 2.8 **Detail:** Much of the original fabric has been lost throughout. During the initial strip out phase of the works we will carefully investigate the building and ensure that where any original detailing is discovered, this is retained and refurbished.

The chimney breasts along the North side of the building are certainly original to the building and appear largely intact, the hearths and fireplaces have however been removed and the openings concealed.

Furthermore at First Floor a Picture Rail of sorts is evident in several rooms thus giving weight to the belief that the front of the property at this level was originally one large room.

At Ground floor within the entrance hall there is some evidence of original skirting boards and architraves around the lobby door whilst the archway and timber cornice to the top of the projecting square column also appears to be original.

A major amendment made by the previous occupant was to amend the services within the building to facilitate the building's use as a clinic. This includes a large amount of surface fixed wiring, conduit and sockets. These are in all cases unsightly and inappropriate to the building.

- 2.9 **Retention of Assets:** In proposing the works we have ensured that those items noted above have been at the forefront of our thoughts. As such the scheme proposed addresses all these points in an effort to retain, refurbish and reinstate where appropriate all areas of historical importance thus preserving the character of the building.

3.0 THE PROPOSAL

- 3.1 **Use:** This application seeks approval for change of use from D1 (community use) to C3 (residential). This amendment is deemed appropriate for the area with the rise of residential units increasing in the area in particular along Cleveland Street away from the more commercial Goodge Street and Mortimer Street. Furthermore it is believed that the proposal presents the best opportunity to re-instate and safeguard the historical details and importance of the buildings for the foreseeable future, whereas the current use does not. Please also refer to Planning Statement provided by Bell Cornwell for reference to applicable planning policy in this instance.

- 3.2 **Amount:** It is proposed that the building be divided into separate units. The primary reasons for this are firstly the lack of potential external amenity space making the building un-viable as a large family unit and furthermore the proximity of the much busier Goodge Street lends the proposal to be considered as smaller separate units. However, it has been considered that a mix of unit sizes is proposed, not only to ensure the proposal is in line with policy but to encourage a greater diversity of potential future occupants to the building and the surrounding area.

It is proposed that a larger 3 bedroom unit be located across the ground and lower ground floors. The First Floor will house the 1 bedroom unit, thus ensuring the minimum amount of division occurs to the re-instated floor plan. The second and third floors will house the two bedroom unit. The proposal is deemed to be an appropriate mix of dwellings both in terms of the scale of the development and each units own scale in relation to their locality. As part of the pre-application process, the planning officer has confirmed that this would be a desirable mix and would be consistent with Policy DP5.

The conservation officer has raised concerns with regard the over sub-division of the building. This concern has been heeded and the development reduced from 3 x 1 bedroom units to a 1 bedroom and 2 bedroom unit. The division of the building has been carefully considered to ensure that a limited amount of disruption is caused to the original plan form. In this instance the front room and main staircase have been prioritised as areas of greater

importance and as such the sub division required to form separate units within the building is contained within the rear rooms of the Ground and First Floor only. These areas have been identified as having greater importance in terms of plan form, hierarchy and decorative elements, all of which we would seek to re-instate in these areas.

Unit 1 (Lower Ground and Ground Floor – 113 sqm): The lower ground floor is to contain two bedrooms with the principal bedroom located at the front of the building to access the light from the light well and the re-instated window at LG floor. Furthermore the RH vault is to be excavated to form an en-suite to the principal bedroom.

The ground floor is to be largely remodelled to replicate the original plan form as much as possible with the front room re-instated as the kitchen, living, dining room and as such benefiting from the maximum amount of light from the front elevation shop front. To the rear the non-original section of stair from Ground to Lower Ground is to be remodelled to provide access to the new unit. The original rear room is to be split into a third bedroom and family bathroom. The principal reason for splitting the rear room is that it allows the retention of the stair, albeit as the common stair, as well as the ability to re-instate the front room at ground floor

At 113 sqm the unit will be generous, provide good quality accommodation and exceed the required floor area stated in the London Plan.

Unit 2 (First Floor – 50 sqm)

One of the principal concerns and as such action points of the enforcement notice is to return the original plan form on these three upper floors. The proposal to separate the building into several units does require some compromise to be reached in regards to division of the original plan form both logistically and in order to satisfy Building Regulations, in particular Part B and the means of escape in the event of a fire. However given the historical importance of the plan form over these floors the layout of these units has been considered to ensure only minimum disruption to the plan form.

It is proposed that the front room at first floor be returned to its original form and be utilised as the Kitchen, Living, Dining room. As such this requires the rear room to be divided into a bedroom and bathroom. It is proposed that the bathroom is formed as a 'pod' and as such the original plan form of the room can be expressed above the pod structure. It is therefore believed that the proposed layout allows the maximum amount of original plan to be re-instated and prioritises the front room and staircase as principal heritage assets to be preserved in the building.

Unit 3 (Second and Third Floors – 110 sqm)

The formation of a further unit across the second and third floors allows the almost complete re-instatement of the original floor plan. At both levels the larger front and rear rooms along with the smaller front room are to be reinstated. The non-original stair from second to third floor is to be removed and re-instated as close to the original stair as possible. The only deviation here is to bring this section of the stair within the proposed unit; this will then be accessed via the existing lobby at second floor.

The pre-planning submission sought advice on a division of the upper floors into three separate 1-bedroom units. The advice received was that this was considered over subdivision of the building and a preference stated to form a single unit over the first, second and third floors. It has been considered that this approach would not be appropriate as a unit of this scale would likely be 4 bedrooms and have no access to any external space, thus being undesirable as a large family unit. Therefore we have proposed the mix of a single bed unit at first floor and the 2 bedroom unit over the second and third. This approach is deemed appropriate for the scale of the development and the context to which the building sits within.

The NPPF requires that in developing this listed building the scheme must be economically sustainable. In preparing this application the economic viability has been considered and whilst it would still be a viable scheme on the basis of the current mix of units, a scheme where a four bedroom unit is provided on the upper floors would not be viable. This is particular the case with this Grade II listed scheme where considerable investment will be

made in returning many original features and historic details now lost in the current property.

It should be noted that in researching the neighbouring buildings that the property at no. 8 Cleveland Street has been split into three one bedroom units on 1st, 2nd and 3rd floors. This proposed scheme would be an improvement on its neighbour and provide greater protection to the heritage assets and long term plan form of the upper floors.

- 3.3 **Appearance:** The current front elevation of the building is of extreme importance, not only in regards to the buildings status, given so much has been lost internally, but also in regards to the character of the wider conservation area. The front elevation is for the most part unaltered and the addition of the shop frontage is considered to be a positive addition to the building and the street frontage. It is therefore proposed that where works are proposed to the front elevation they are to refurbish the existing fabric, thus conserving the character of the building for the foreseeable future.

No extension is proposed and as such the current building envelope will be for the most part unaltered. Some alterations are proposed to windows as well as alterations to the shop front at a lower ground and ground floor in the rear light well. These, however are proposed in effort to re-instate any lost fabric and enhance the appearance of the building within the conservation area.

4.0 IMPACT ON HERITAGE ASSESTS

- 4.1 **Plan Form:** It is proposed that the plan form be re-instated as much as possible. Lower ground and ground floor have been significantly altered through time. It is proposed that at lower ground floor the front and rear room be reinstated and utilised as bedrooms. The existing wall separating the front room and the hallway is to be retained and the hallway given to the master bedroom and utilised as storage and to provide access to the new en-suite located in the excavated vault.

Across all other floors it is proposed that the principal front room or rooms be re-instated including at ground floor with the modern divisions required for the formation of new units contained to the original rear room at first floor only. Although this would prevent the expression of the existing intact chimney breasts at this level, the addition of a timber stud partition can be very easily removed. No works are proposed to remove or reduce the chimney breast and these rooms could therefore be returned to their original form in the future if so desired.

The only further amendment is proposed to the stair at lower ground floor, although it is believed that the upper section of this is not original and as such would not represent a loss of original fabric in the building. This is addressed in more detail later in the report.

- 4.2 **Shop Frontage:** It is proposed that the shop frontage be retained as a positive addition to the building during its history and a hallmark of a period where a separate retail unit was appropriate along this section of Cleveland Street. As part of the refurbishment works it is proposed that the former bay window, still evident at No.18, should be re-instated and the current unsympathetic windows removed.

Furthermore the doors to either side are to be replaced with 6 panelled doors more in keeping with a design typical of the age of the addition. The remaining timber panelling and cornice detailing is to be repaired and re-decorated. A decorative fanlight exists over the LH door and is to be retained. This detail has been lost over the RH door and it is our intention to re-instate this. In addition the existing panelled architrave to either door and timber console are to be retained and refurbished.

Overall the proposals to the shop frontage represent the largest area of works to the front elevation. Given the importance of the front elevation, particular in the context of the conservation area it is believed that these proposals would preserve and enhance the character of the building. Furthermore, given the loss of fabric elsewhere, it would ensure that these areas of importance are preserved, thus preventing the loss of any further heritage assets to the building.

- 4.3 **Front Light Well:** The existing non-original and unsympathetic ramp is to be removed and the light well re-instated. The reasoning for this is two-fold; firstly the light well is original to the building and unique in the street, similar to its neighbour at no.18, whilst the ramped addition

is unsightly and detracts from the character of the building and the street. Secondly the ramp prevents any natural light into the lower ground floor, as does the blocked up window within the light well. As such the only natural light source to the entire lower ground floor is via the altered window within the rear light well, which is insufficient with the plan form in any configuration, for residential use.

When considering the building as a whole the front elevation is considered one of the principle areas of importance and as such the removal of the ramp would assist in enhancing the appearance of the building and the overall street frontage. Furthermore it is proposed that the front railings be retained and refurbished as part of the works.

- 4.4 Windows:** It is proposed that all original window openings be retained. In addition it is proposed that, where deemed original, both sash boxes and sashes are to be retained and refurbished. The first floor sashes are to be replaced with new in a 6 over 6 configuration. This is considered appropriate given the amount of other works proposed to the shop frontage in terms of re-instating lost detail. Overall the front elevation should therefore be returned to a point similar to that when the shop frontage was added in the 19th century.

All sashes, both new and existing, are to be fitted with modern 'slim-lite' double glazing to improve the thermal performance, whilst also retaining the slim profile of the window and not detracting from the character of the external elevations. The retention of the current fenestration and any fabric where deemed salvageable is considered important as it represents one of the few original areas of the building.

To the rear the modern windows are to be removed and replaced with new sliding sashes with all detailing to match those deemed original. Sashes are to be formed in 6 over 6 configurations to replicate the other original windows existing on the rear elevations.

- 4.5 Stair:** As previously stated the stair is considered to be one of the most important features worthy of retention and refurbishment within the building, particularly so given the loss of some much fabric elsewhere. The original section from Ground to Second is to be refurbished and strengthened and the steel structure removed as part of the works. The section of second to third is to be removed as is the cupboard and a new stair installed that replicates the details evident in the original areas below. In removing the cupboard the outlook through the existing original window can be fully re-instated within the proposed new unit 3. The remaining original section of the stair will be therefore have been retained and safeguarded for the foreseeable future.

The proposed amendment to the stair is to the upper section of the passage from Ground to Lower Ground. The corner boxing and addition of new skirting and stringer detail evident in this area suggests that this area is not original and has in fact been amended to allow the alteration to the former window at this level. The half level appears to have been amended as evident by the termination of the stringer to the lower section and installation of new skirting boards in this area, as well as the formation of a doorway within the former window opening. These works are considered appropriate as this area is deemed non-original and facilitates the formation of a new entrance to the new unit across the ground and lower ground.

The amendments to this upper section of this stair are not deemed to represent a loss of historic fabric and it highly debatable that this section is original in form either. The amendment to this stair allows the ground and lower ground floors to be linked internally. Without this amendment the scheme would be unviable and the ground floor would be too small to put to a viable use. It was suggested as part of the pre-app advice that an external stair in the front light well be considered to link the spaces however we consider this to have a detrimental impact on the Listed elevation and conservation area. It was also make the current stair redundant.

- 4.6 Outhouse and Access Doors:** The existing outhouse although of a significant age is in a poor condition and it is proposed that this is removed. There is evidence to suggest that the outhouse is not original to the building but added at a later date, probably to provide a privy toilet to the building. The alterations to form access to this from the main property are unsympathetic. A narrative has been created for the history of the building whereby the an appropriate extension was made in order to house toilets when sewerage was bought to the street. These privies are however no longer appropriate to the current sustainability of the building and as such it would be appropriate for the historical narrative to continue and

for their removal to be approved.

Furthermore the bulk of the addition restricts the passage of light into the lower ground floor. Its removal would, along with the re-instatement of the larger windows at Lower Ground Floor, increase the amenity space to the building, whilst improving the sense of outlook from these rooms and the levels of light within them.

It is proposed that a doorway be maintained at Lower Ground floor from unit 1 to ensure maintenance can be carried out in this area when required. At ground floor it is evident that an original window has been removed and a new doorway inserted. The original brick work arch is evident in the rear elevation as is the unsympathetic concrete lintel inserted to form the new door opening. It is proposed that this is removed and the window re-instated with detailing to match all other original windows as closely as possible. The window is to be a sliding sash window formed in a 6 over 6 configuration. The works in this instance are believed to be positive as they are rectifying a poor addition by re-instating the original as closely as possible.

4.7 Detail: Where deemed appropriate we propose that new skirting, doors, architraves, fireplaces and cornices be re-instated as closely to replicate details of the period as possible. Furthermore where details such as these are in existence, either currently or concealed behind dropped ceiling or wall linings, then these are to be retained and refurbished. For example the existing skirting and door architraves within the entrance hallway are to be retained, as is the picture rail evident within the former front room at First Floor. It is proposed that the reinstatement of these details will preserve and or enhance the character of the existing building for the foreseeable future.

5.0 ACCESS

5.1 Access to the building will remain as currently through the right hand door within the panelled façade at ground floor. This will provide access to the communal stair to the building and thus give access to all new units. The LH door within the façade at ground floor is to be restored and fixed permanently shut given that the light well is to be re-opened with the removal of the non-original ramp.

6.0 ENVIRONMENTAL CONSIDERATIONS

6.1 Despite the fact the building has been very obviously amended throughout its lifetime in particular by the previous tenant it appears that little or no environmental improvements have been made. The proposed alterations to the building mainly the formation of new units require certain thermal (amongst other) requirements to be met to satisfy building regulations. It is proposed that were required these amendments are to be made with as little alteration to the existing or original fabric as possible. Furthermore any alterations will be considered to allow them to be removed and the original building returned at a future date if required or desired.

7.0 CONCLUSION

7.1 This application seeks approval for the change of use from D1 to C3 through the formation of three separate dwellings. A 3 bedroom unit across the Ground and Lower Ground Floor, and a 1 bedroom unit at first floor with a 2 bedroom unit over the second and third floor. This mix is deemed appropriate to the building and its context. Although a preference for a larger unit has been stated by the pre-planning advice, a larger likely 4 bedroom unit is not deemed appropriate, particularly as a family unit due to the lack of external amenity space. The proposal therefore seeks to return the building to its original use.

7.2 Much of the original fabric has been lost internally whilst unsympathetic additions have been made to the front elevation, particularly the addition of the steel ramp and changes to the shop facade, which although not original is deemed a positive addition to the building and street frontage. Internally the original plan form has been heavily disrupted and little of the original detail remains.

7.3 One of the primary areas of historic interest in the building is the front elevation with the inclusion of the shop frontage. Excluding the un-sympathetic repairs and amendments made to the shop frontage the front elevation remains largely unaffected. As such it is

proposed this is preserved with only refurbishment works proposed in addition to the removal of the metal ramp and reinstatement of the light well. These works are proposed to ensure the appearance of the building is preserved and the character of the wider conservation area is enhanced.

7.4 With the loss of so much fabric internally the proposed separation of the new units has been carefully considered against which areas are of prime historical importance. Through investigation of the plan form and numerous visual inspections it has become clear that the areas of significance are the existing original stair from Ground to Second floor and the former front room at each level. The original plan form is to be re-instated as much as possible with the front room reinstated across all floors, whilst the existing stair is to be refurbished and the upper flight re-instated to the believed original configuration. In order to achieve this, the sub division required within the separate units has been contained with the rear room of each floor. This is believed to be an acceptable compromise as the front room at each floor and stair case is considered to have more historical importance in regards to plan form, hierarchy and decorative elements, all of which we would re-instate in these areas.

7.5 The proposals seek to remove all unauthorised unsympathetic works, in accordance with the terms of the Listed Building Enforcement Notice, and retain what little original fabric is left. The works proposed will retain the current building envelope and preserve and enhance its appearance both in terms of its historical importance and its position within the wider conservation area. Internally the proposals seek to re-instate as much of the original plan form as possible whilst prioritising the principal front room and stair as key areas of historical importance. Returning the building to its original use in addition to the proposed refurbishment works will ensure that the character of the building is preserved and enhanced and its condition safeguarded for the foreseeable future.