

PEGASUS GROUP

**74 CHARLOTTE STREET/
6 CHARLOTTE MEWS,
LONDON, W1T 4QH**

HERITAGE STATEMENT

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- 1.0 Photographs of Charlotte Street and the application site

1.0 INTRODUCTION

1.1 This Heritage Statement has been prepared by Montagu Evans LLP for Pegasus Group, in support of an application for planning permission with relevant demolition in a Conservation Area at the site of 74 Charlotte Street and 6 Charlotte Mews, London, W1T 4QH

1.2 The description of development is as follows:

'Demolition of the existing building behind retained façade to 74 Charlotte Street and erection of a replacement building comprising Class A3 (restaurant) at ground and basement levels and 5no. residential dwellings on the upper floors.'

1.3 The proposals seek to redevelop the main property at 74 Charlotte Street behind the existing façade to Charlotte Street, and to replace it with a new 4-storey building and mansard roof extension, connected to a new 3-storey building fronting onto Charlotte Mews.

1.4 An extant permission for planning permission and conservation area consent exists for the redevelopment of the site. This permission was granted on Appeal on 20 September 2013. The Inspector granted permission for the development as follows:

'Demolition of building behind retained four storey façade and redevelopment for a five storey building that includes a new mansard roof level with rear terrace, a rear terrace at second floor level, plus excavation to form a basement level with front lightwell, to accommodate restaurant (Class A3) at basement and ground floors and 4x residential flats on upper floors to be communally accessed from Charlotte Mews at 74 Charlotte Street, London W1T 4QH'

1.5 This consent has not been implemented.

1.6 The principle difference between the consented and proposed scheme lies in the number of residential dwellings. The proposals which are the subject of this application seek to provide an extra dwelling within the upper floors of residential units.

1.7 The inclusion of this extra residential unit as part of the scheme necessarily requires the reconfiguration of the rear mass of the building. This will be incorporated via a new closet wing style extension which draws upon the traditional form of late eighteenth century townhouses.

1.8 The application properties are not statutorily listed buildings but they are located within the Charlotte Street Conservation Area which was originally designated by the London Borough of Camden on 1st November, 1973.

1.9 By virtue of paragraph 128 of the NPPF, applicants for development proposals which have an effect upon the historic environment are required to describe the significance

of the identified assets so that the impact of the proposals may be understood. This report fulfils this requirement by presenting an assessment of the contribution made by the property at 74 Charlotte Street and 6 Charlotte Mews to the character of the Charlotte Street Conservation Area and the character of the townscape as a whole.

- 1.10 The report specifically assesses the impact of the proposed works on the significance of the Charlotte Street Conservation Area. It also considers the impact upon the setting of the adjacent grade II listed building at No. 72 Charlotte Street.
- 1.11 The proposed works have been considered in the context of the national and local planning policy framework which includes the Planning (Listed Buildings and Conservation Areas) Act, 1990, the National Planning Policy Framework 2012, and the statutory development plan for the area which comprises the London Plan 2011, the Camden Core Strategy 2010-2025, and the Camden Development Policies 2010-2025.
- 1.12 The relevant legislative and planning policy framework by which the application proposals will be judged is set out at Section 2. A brief description of the application properties in Section 3 is followed by a description of the application proposals. Section 5 sets out the significance of the heritage assets and Section 5 assesses the scheme proposals in terms of its impact on the significance of the Conservation Area and on the setting of the adjoining listed building.

2.0 LEGISLATIVE AND PLANNING POLICY CONTEXT

2.1 This section sets out the relevant legislative and planning policy context in which the applications fall to be considered, including national and local guidance. A summary of the scheme's compliance with legislation and planning policy is provided within the assessment at section 5 of this report.

2.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications must be determined in accordance with the adopted Statutory Development Plan unless material considerations indicate otherwise. The statutory Development Plan is formed by:

- The London Plan, Spatial Development Strategy for Greater London (2011) (the "London Plan"), along with the Revised Early Minor Alterations to the London Plan ("REMA") (October 2013) and the draft Further Alterations January 2014);
- Camden Core Strategy 2010-2025;
- Camden Development Policies 2010-2025

Planning (Listed Buildings and Conservation Areas) Act, 1990

2.3 The *Planning (Listed Buildings and Conservation Areas) Act, 1990* provides the primary legislation that is used to assess the suitability of development proposals on the character and appearance of conservation areas and on the setting of listed buildings.

2.4 Section 66 (General duty as respects listed buildings in exercise of planning functions) paragraph (1) states that '*In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*'

2.5 Section 72 (General duty as respects conservation areas in exercise of planning functions) paragraph (1) requires that, '*In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.*'

National Planning Policy Framework 2012

2.6 The National Planning Policy Framework (the NPPF) was published on 27 March 2012 and supersedes previous national planning guidance contained in various Planning Policy Guidance and Planning Policy Statements. The NPPF sets out the Government's approach to planning matters, and is a material consideration in the determination of planning applications.

- 2.7 At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a ‘golden thread’ running through decision-taking (paragraph 14). It is stated that for plan-making, this means that ‘*Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless specific policies in this framework indicate development should be restricted.*’ Examples of these policies are included at footnote 9, and include those policies which relate to ‘*designated heritage assets.*’
- 2.8 Detailed Government policy on ‘Requiring Good Design’ is provided in chapter 7, Paragraphs 56-68 of the NPPF. In providing general guidance for sustainable development, it is stated under paragraph 56 that: ‘*good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.*’
- 2.9 Paragraph 58 states that local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development for the future. These policies should establish the requirement for architecture of high quality which makes a contribution to the townscape and which relates well to the local character.
- 2.10 In particular, planning policies and decisions should aim to ensure that developments achieve the following factors, all of which have been addressed by the proposed scheme:
- ‘*will function well and add to the overall quality of the area throughout the lifetime of the development;*
 - ‘*establish a strong sense of place and attractive and comfortable places to live, work and visit;*
 - ‘*optimise the potential of the site to accommodate development;*
 - ‘*respond to local character and history and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;*
 - ‘*create safe and accessible environments;*
 - ‘*are visually attractive as a result of good architecture and appropriate landscaping.*’
- 2.11 In building upon the recommendations of paragraph 58, it is stated under paragraph 59 that policies should ‘*avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscaping, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.*’
- 2.12 With reference to the production of Local planning policies and their application, it is stated under Paragraph 60 that;
- ‘*Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles.*’ It is

further recognised within this paragraph that it is *'proper to seek to promote or reinforce local distinctiveness.'*

- 2.13 In determining applications, it is stated under Paragraph 63 that *'great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area.'*
- 2.14 It is further stated under paragraph 65 that local planning authorities should not refuse planning permission for buildings which;
- '... promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design.'*
- 2.15 Taken together, it is clear that Paragraphs 60, 64 and 65 support creativity in the design of buildings which incorporate the highest standards of sustainable design and technology.
- 2.16 The NPPF encourages LPAs to look for opportunities to permit development which promotes high quality design which incorporates the highest levels of sustainable construction and operation.
- 2.17 The NPPF indicates that this is even more the case where the design approach seeks to have a positive relationship with important features in the area, such as in the massing, materials, scale and general character.
- 2.18 Core planning principles are set out at paragraph 17 of the NPPF. One principle is to *'conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generation.'*
- 2.19 Detailed Government policy on Planning and the Historic Environment is provided in Paragraphs 126 – 141 of the NPPF and builds upon the core planning principles set out in paragraph 17. Under this guidance the Charlotte Street Conservation Area, and the listed buildings contained within it are *'designated heritage assets'*.
- 2.20 Paragraph 126 states that *'Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.'* It is further indicated that in developing their strategy, local authorities should take into account *'opportunities to draw on the contribution made by the historic environment to the character of a place.'*
- 2.21 NPPF Paragraph 128 requires applicants to describe the significance of any heritage assets affected by a proposal, including any contribution made by their setting. An assessment of the special interest and significance of the heritage assets affected by the application proposals is set out in Section 3.

- 2.22 Under NPPF Paragraph 129 local planning authorities are advised to 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.
- 2.23 The historical information set out in this report and its appendices provide such an understanding, proportionate to the significance of the assets and the scope of the proposals.
- 2.24 With reference to the relevant bullet points of Paragraph 131, it is stated that in determining planning applications, local planning authorities should take account of:
- *The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
 - *The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
 - *The desirability of new development making a positive contribution to local character and distinctiveness.*
- 2.25 'Conservation' is defined in the NPPF Annex 2: Glossary as *'The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.'*
- 2.26 NPPF Paragraph 132 notes that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be.
- 2.27 Paragraphs 133 and 134 deal with proposals which cause harm to the significance of a designated heritage asset.
- 2.28 Paragraph 133 of the NPPF states that *'Where a proposed development will lead to substantial harm to or total loss of significance of a designated 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...'*
- 2.29 Para 134 of the NPPF states that 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. It is considered that the proposals fall to be considered under paragraph 134 of the NPPF as discussed with the Council at the pre-application stage.

- 2.30 Paragraph 135 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. With regards to applications which have an effect on non-designated heritage assets, *'a balanced judgement will be required having regard to the scale of harm or loss and the significance of the heritage asset.'*
- 2.31 Paragraph 136 states that 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.'*
- 2.32 Paragraph 137 states that Local Planning Authorities should look for new development within Conservation Areas which will enhance or better reveal their significance. Proposals which seek to better reveal the significance of the asset should be treated favourably.
- 2.33 Paragraph 138 states that *'loss of a building which makes a positive contribution to the significance of the Conservation Area... should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 13, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area... as a whole.'*

The London Plan 2011

London Plan 2011 (REMA October 2013, draft Further Alterations consultation January 2014)

- 2.34 The London Plan was published in July 2011 and has recently been the subject of Revised Early Minor Alterations in line with the NPPF. These minor alterations were published 11 October 2013. Draft Further Alterations of the London Plan were published in January 2014 and were subject to public consultation until 10 April 2014. The 'suggested changes' that were published by the Mayor following this consultation were subject to independent examination from 1 September 2014.
- 2.35 A summary of the main policies to consider is provided below, whilst those of particular relevance to the redevelopment scheme have been expanded in the following paragraphs.
- 2.36 Policy 7.4 is concerned with local character and states that development *'should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings.'*
- 2.37 Section B states that 'Buildings, streets and open spaces should provide a high quality design response that:
- a) *has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass;*

- b) *contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area;*
- c) *is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings*
- d) *allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area*
- e) *is informed by the surrounding historic environment.*

2.38 The approach to architecture is discussed in policy 7.6, which states that buildings and structures should be of the highest architectural quality. At section B, policy 7.6 includes a number of criteria that require development to make a positive contribution to the public realm, streetscape and wider cityscape, and to take references from the form, mass and orientation of the existing built environment.

2.39 In terms of Conservation Areas and listed buildings, Policy 7.8 (Heritage Assets and Archaeology) Section D advises that development affecting heritage assets and their settings should conserve their significance *'by being sympathetic to their form, scale, materials and architectural detail.'*

Camden Core Strategy 2010

2.40 The London Borough of Camden adopted its Local Development Framework (LDF) in November 2010, which superseded the Unitary Development Plan (UDP). The Core Strategy was adopted on 8th November 2010, of which Policy CS14 sets out the council's approach to *promoting high quality places and conserving our heritage* (2010, p121). This policy states that the Council will ensure that Camden's places and buildings are attractive, safe and easy to use by:

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

Camden Development Policies 2010-2025

2.41 Camden Council also adopted the Camden Development Policies document on 8th November 2010. The development policies set out detailed planning criteria that are

used to determine applications for planning permission in the Borough. Within the context of this application, Policy DP24 and DP25 are relevant, and are set out below.

2.42 Policy DP24 - *Securing high quality design* indicates that the Council will require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design. Developments will need to consider:

- a) character, setting, context and the form and scale of neighbouring buildings;
- b) the character and proportions of the existing building, where alterations and extensions are proposed;
- c) the quality of materials to be used;
- d) the provision of visually interesting frontages at street level;
- e) the appropriate location for building services equipment;
- f) existing natural features, such as topography and trees;
- g) the provision of appropriate hard and soft landscaping including boundary treatments;
- h) the provision of appropriate amenity space; and
- i) accessibility.

2.43 Policy DP25, *Conserving Camden's heritage*, has a section on Conservation Areas. Here it is stated that in order to maintain the character of Camden's conservation areas, the Council will:

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

2.44 A note on the drafting of this Policy is relevant to make in the context of the current application. Whilst part b) refers to preservation *and* enhancement, which is inconsistent with the statutory test which it supposedly interprets. This Policy was clearly drafted in general terms and is therefore intended to be capable of application to all such buildings in a conservation area.

2.45 Under part c) the types of buildings that may be identified as of merit in supplementary planning documents will necessarily vary greatly. If the policy were applied strictly, without any finer grain analysis or judgement, as incorporating an exceptional circumstance test for demolition, it would have the practical effect of treating all such buildings as if they were listed buildings, so ignoring the important

distinction – as made in the NPPF – between designated and undesignated heritage assets.

Local Guidance

- 2.46 74 Charlotte Street and 6 Charlotte Mews are not statutorily listed buildings. The buildings are located within the Charlotte Street Conservation Area which was originally designated by the London Borough of Camden on 1st November, 1973 and subsequently extended on 1st February, 1981, 1st June, 1985 and 25th November, 1999. The application properties formed part of the original designation but the two modern office blocks that adjoin them to the north at Nos. 74a and 76-78 were only included within the Conservation Area in 1999.
- 2.47 An Appraisal and Management Plan was adopted by the local planning authority for the Charlotte Street Conservation Area on 24th July, 2008. In this document No. 74 Charlotte Street and No. 6 Charlotte Mews have been identified as making a positive contribution to the character and appearance of the Conservation Area. This contribution lies primarily in the character of the properties as former eighteenth century townhouses and their appearance of the principal elevation to Charlotte Street.

3.0 APPLICATION PROPERTIES

- 3.1 The application properties comprise the main building at 74 Charlotte Street and the mews building at 6 Charlotte Mews which is linked to the main property.
- 3.2 The buildings on the application site therefore consist of a four storey plus basement mid-terrace former town house of late eighteenth century origin and a 2-storey mews building of similar date. This has been extended with a late twentieth century 2-storey infill structure.

Charlotte Street

- 3.3 The primary core of the Charlotte Street Conservation Area was developed in a relatively short space of time between 1750 and 1770, as building activity spread from Rathbone Place which had been laid out earlier from 1720.
- 3.4 Three to four storey residential townhouses were the most common form of development, although during the later eighteenth century and nineteenth centuries the area declined in popularity as a residential suburb and became more mixed in architectural character and use, as artists, craftsmen and immigrant communities established businesses in the area. Shops and public houses were developed or inserted into the ground floors of older buildings and a mix of residential uses, cafes and small businesses established at ground level.
- 3.5 Charlotte Street contains the common building typology within the Conservation Area with four storeyed townhouses, many of which have been converted with shopfronts at ground floor level.
- 3.6 Although the original eighteenth century character of the street is evident in some of the remaining properties, the wider architectural character of Charlotte Street is varied, once example being the seven storey 'Ariel House' which was redeveloped in the 1980s and lies immediately adjacent to the application site to the north. Other larger scale buildings can be seen located to the south on the corner of Tottenham Street and Charlotte Street and to the north of the site on the corner with Chitty Street.
- 3.7 The terrace comprising Nos. 64-74 Charlotte Street of which the main application property forms a part, originally dates from the late eighteenth century and is part of a typical row of terraces dating from this period. The property at the southern end of the group at No. 64, was rebuilt in the nineteenth century. No. 74, while of late eighteenth century date, was a separate development to that of rest of the terrace, being of a larger scale and different design to the adjoining buildings in the group at No. 66-72. The difference in scale and fenestration proportions can be seen in the photographs at Appendix 1.
- 3.8 Three of the four original late eighteenth century townhouses in that group were damaged by bomb blast during the Second World War and the upper storeys were

reconstructed in the late 1940s. As a result, the only building in the group that survives in its original form is at No. 72 Charlotte Street. This property was listed at Grade II on 14th May, 1974.

- 3.9 Nos. 66-72 Charlotte Street are all of one design, occupying smaller plots to that of the main application property as well as being of slightly smaller scale to that building which is not just wider but also taller. As a result, the parapet of no. 74 is at a higher level than those of the adjoining terrace.
- 3.10 The rebuilt corner property at No. 64 Charlotte Street is of the same scale and design as the adjoining late eighteenth century town houses but its façades to Charlotte Street and Tottenham Street are faced with stucco rendering and enriched with typical early 19th century moulded plaster surrounds and hoods to the openings.
- 3.11 Adjoining the application properties to the north is 'Ariel House' at No. 74a Charlotte Street. This is a 7-storey office building that was refurbished in the 1980s with a 1980s 3-storey wing to Charlotte Mews. Occupying the site of the former mid-nineteenth century Church of St. John the Evangelist, this building is of a scale and design that is disproportionate to the original domestic scale and detailing of the adjoining terrace to the south comprising Nos. 64-74 Charlotte Street.
- 3.12 Because of the significant difference in scale between Nos. 74 and 74a, the latter building presents an overbearing tall blank elevation to the application properties on both the Charlotte Street and Charlotte Mews elevations. Photographs of Ariel House and its relationship with the former eighteenth century terraced property at 74 Charlotte Street is shown in the photographs at Appendix 1.

Exterior Appraisal

- 3.13 The main building at 74 Charlotte Street is of brick construction with an M profiled slate roof. The property is three bays wide, with the scale of the fenestration decreasing from the ground to the third floor level. The fenestration on the ground floor has been replaced in the twentieth century with the two openings to the right of the entrance doorway that were originally windows. The fenestration at the first, second and third floor levels which consists of small-paned double-hung sash windows, could be original. The brick facings to the façade have been painted with an off white render and the roof has also been altered by the insertion of five skylights and one dormer window in the front slope and two skylights in the rear roof slope.
- 3.14 The alterations made to the principal elevation of the property detract from its appearance and contribution to the streetscene. These are evident particularly at the ground floor level, where the openings have been boarded up to protect the interiors of the building which is currently vacant. Significant extraneous material has accumulated in the form of security lighting, wiring, downpipes and light boxes, all of which detract from the appearance of the property within the Conservation Area.

- 3.15 Similarly at the upper levels of the building, the timber sash windows have been boarded, and some of the glazing altered through the insertion of extraction fans.
- 3.16 Charlotte Mews is a small mews street with a varied architectural character. The majority of the mews buildings have been redeveloped with buildings of a larger scale and footprint of up to four storeys above ground floor level. Materials are predominantly brick with glazed openings. The original openings at the ground floor level have been replaced with modern garage doors or industrial access points.
- 3.17 The mews building at 6 Charlotte Mews has similarly been altered with additions at roof level and in the replacement of the fenestration. Alterations, in the large part, have been unsympathetic, and external extraneous material has accrued in the form of external wiring, security lighting, alarm boxes and vent grilles. Photographs of the mews property are included at Appendix 1.

Internal Appraisal

- 3.18 Internally the front range of 74 Charlotte Street has been substantially altered at basement and ground floor levels with the infilling of the front basement light well and the removal of all of the internal walls, apart from those that enclose the staircase compartment, to create an open plan form. Survival of original internal partitions is greater on the three upper floors with at first floor level, the retention of the spine wall between the two front and rear compartments, but with the loss of the wall that would have separated the two rear rooms. The original front room has been subdivided into a number of spaces.
- 3.19 At the second and third floor levels, while the original internal partitions that subdivide these floors into four compartments survive, these original spaces have been subdivided into numerous smaller compartments.
- 3.20 Similarly, the mews building which is also of brick construction and is three bays wide, has been significantly altered. All of the fenestration and the roof have been replaced in the twentieth century, while internally apart from the walls that enclose the staircase compartment, the building is open-plan owing to the removal of the back wall and any internal partitions.
- 3.21 Finally, the two-storey infill element located between the Charlotte Street and Charlotte Mews buildings is of late twentieth century construction. As with the two historic buildings on either side of this structure, it has an open plan form owing to the removal of the back walls of those buildings at ground floor level.
- 3.22 In summary, the buildings are in a poor state of repair and require considerable investment to repair and renovate them to a habitable standard.

Statement of Significance

- 3.23 The application properties are not statutorily listed buildings but they are located within the Charlotte Street Conservation Area which was originally designated by the London Borough of Camden on 1st November, 1973 and subsequently extended on 1st February, 1981, 1st June, 1985 and 25th November, 1999. The application properties formed part of the original designation but the two modern office blocks that adjoin them to the north at Nos. 74a and 76-78 were only included within the Conservation Area in 1999.
- 3.24 An Appraisal and Management Plan was adopted by the local planning authority for the Charlotte Street Conservation Area on 24th July, 2008. In this document No. 74 Charlotte Street and No. 6 Charlotte Mews have been identified as making a positive contribution to the character and appearance of the Conservation Area.
- 3.25 In forming a judgement on the contribution made by this property to the character and appearance of the Conservation Area, due regard has been paid to the relevant English Heritage guidance, in particular, the checklist provided in *Understanding Place: Conservation Area Designation, Appraisal and Management* (2011), and the guidance provided in *Conservation Principles* (2008).
- 3.26 In April 2008, English Heritage published 'Conservation Principles', which sets out policies and guidance for the sustainable management of the historic environment. The document seeks to understand the values of a place, how to assess heritage significance, and how to manage change to significant places. According to the document, the value of an asset should be assessed according to four values. These are not discrete, self-contained concepts but overlap and interact to some extent.
- 3.27 The significance of buildings such as 74 Charlotte Street and 6 Charlotte Mews often derives from their group value as part of an architectural composition with the single house forming one unit in a larger entity to which it is subordinate. However, in this instance, No. 74 Charlotte Street did not form part of the adjacent uniform group of four terraced townhouses at Nos. 66-72 Charlotte Street. These four properties, by contrast, share a common architectural composition and detailing with a consistent plot width, alignment and arrangement of windows and entrance doorways, and parapet line.
- 3.28 No. 74 Charlotte Street differs from the four buildings in the adjacent terrace to the south. The property occupies a wider plot, and so whilst its façade is of the standard three bays, the proportions are more generous with the floor to ceiling levels being greater particularly at first and second floor levels. The result of this difference is that No. 74 is taller than the adjoining townhouses that are of a similar date, in the attached terrace.
- 3.29 Notwithstanding the alterations that have been made to the principal elevation to Charlotte Street, it still retains the standard proportions and architectural details of terraced townhouses that were constructed in the late eighteenth century in this part

of London. The façade displays the regularity and proportional qualities of the arrangement of the fenestration that one gets in terraced houses of the late eighteenth century.

- 3.30 This contribution relates both to the group value of No. 74 Charlotte Street with the other historic former domestic terraced town houses that form the same block at Nos. 64-72 Charlotte Street and Nos. 24-32 Tottenham Street, as well as with those on the opposite side of the street at Nos. 81-97 Charlotte Street. These buildings provide a potent reminder not just of the area's past as a favoured residential district but as a reflection of the fact that it was developed in a piecemeal fashion owing to the various ownerships and individual landowners who leased individual plots or small numbers of adjoining plots to builders between 1750 and 1770.
- 3.31 Its contribution to the Conservation Area also relates to its role in the streetscene and to the important views of No. 74 Charlotte Street from along the street and from the junction of Charlotte Street with Tottenham Street. It is the front elevation of the building that plays a positive role in this appreciation of the townscape qualities of the Georgian architecture.
- 3.32 Because of the narrowness of the streets and the short distances from which the front of the building can be viewed, it is just the façade of the building from pavement level up to the parapet that makes an impression. This has the effect that the south flank elevation to the modern office building to the north, that is, 'Ariel House' at No. 74a Charlotte Street, which is three storeys taller, features as an overbearing backdrop in the views of the historic terrace, northwards along Charlotte Street.
- 3.33 The significance of late eighteenth century buildings also often derives from the plan form and from the treatment of the interiors, for the majority of these buildings conform to a limited number of closely related plan forms with a consistent hierarchy between front and rear rooms and between rooms at ground and first floor levels and those at second and third floor levels.
- 3.34 However, in the case of No. 74 Charlotte Street, apart from the staircase compartment at ground floor level, the original plan form has been destroyed with the removal of all of the internal walls as well as the rear elevation of the building. At first floor level the spine wall between the front and rear room survives but that between what would have originally been two back rooms has been lost. At second and third floor levels the original plan form consisting of four compartments survives, but at these levels as well as at first floor, the original spaces have been subdivided into numerous small compartments. Thus the significance of No. 74 Charlotte Street resides in the surviving façade at first, second and third floor levels, and the overall proportions of the principle elevation.
- 3.35 The mews building has limited streetscape merit. The identification of the attached mews building as one that makes a positive contribution to the character and appearance of the Conservation Area is most likely by virtue of its age and scale.

Given the amount of unsympathetic alteration made to the property, the contribution that the mews building makes to the Conservation Area is marginal.

- 3.36 In summary, the contribution made to the character and appearance of the Charlotte Street Conservation Area by the existing buildings on the site lies primarily in their external appearance to Charlotte Street.

4.0 THE APPLICATION PROPOSALS

- 4.1 The application proposals are described in full in the Planning Statement and in the Design and Access Statement that accompany the planning submission.
- 4.2 The proposals seek the demolition of the existing buildings at 74 Charlotte Street and 6 Charlotte Mews behind the retained façade of the property at 74 Charlotte Street. The new building will provide a restaurant (Class A3) at basement and ground floor levels, and to residential (Class C3) at first, second, third and fourth floor levels, with this accommodation being in the form of one 1-bed, two 2-bed and two 3-bed apartments.
- 4.3 The proposed building will be of 4-storeys with a new mansard roof extension which will connect to a 2-storey building which faces onto Charlotte Mews.

Charlotte Street elevation

- 4.4 With regard to the treatment of the Charlotte Street frontage, the late eighteenth century character of the property will be preserved through the works to clean and refurbish the existing elevation at the upper floors of the property, whilst undertaking sensitive works to extend and improve the access to the commercial units at the ground floor level.
- 4.5 The new works to the street elevation at the ground floor level include those to re-open and landscape the lightwell at basement level and to form a glazed aperture in the front elevation at both basement and ground floor levels. This will provide natural daylight to the restaurant and to enable the planting in the lightwell to be enjoyed by the diners.
- 4.6 The ground floor entrance and frontage will be replaced with a new glazed door with a stone 'frame' surround and timber panelled side, whilst the ground floor frontage will be replaced with a double height glazed shopfront with a stone frame surround.
- 4.7 At the three storeys above the ground floor, the existing façade would be retained and restored. Works to restore the elevation include the repainting of the rendered elevation and the replacement of the sash windows with new timber windows to match the existing. Residential accommodation would be provided at a new fourth floor level, this accommodation being contained within a new roof structure that would have a traditional pitched roof slope on the front of the building. Three dormer windows are to be inserted to align with the sash windows in the retained facade.
- 4.8 The footprint of the new Charlotte Street building would be the same as the existing, to preserve the building line along Charlotte Street and the principal elevation to align with the adjoining listed building at No. 72 Charlotte Street.
- 4.9 To the rear of the Charlotte Street building, the new 5-storey front range has been designed with a new rear access wing to take the form of an historic 'closet wing',

which would contain the staircase to the apartments located at first, second, third and fourth floor levels. This rear wing would be positioned alongside the flank elevation of the adjoining 7-storey office building to the north, that is, 'Ariel House' at 74a Charlotte Street, thereby partly masking the overbearing structure.

- 4.10 With the positioning of the rear staircase wing on the northern boundary of the site against the taller office building, this has enabled the formation of a lightwell along the southern boundary of the site, adjacent to the adjoining listed building at No. 72 Charlotte Street. This arrangement of the two principal built forms to the front and back of the site, allows the new 2-storey mews building which would accommodate the restaurant back-of-house facilities at basement and ground floor levels, the access to the residential accommodation, and one of the apartments at first floor level, to be read as a separate entity from the front range, thus being in keeping with the smaller scale and massing of the adjoining mews building.

5.0 POLICY COMPLIANCE AND CONCLUSIONS

- 5.1 This section provides an assessment of the application proposals with regards to their effect on the significance of No. 74 Charlotte Street and No. 6 Charlotte Mews which are '*non-designated heritage assets*' and in terms of their impact on the significance of the Charlotte Street Conservation Area, a '*designated heritage asset*'.
- 5.2 In practice development proposals can sustain, enhance or better reveal the significance of a heritage asset, as well as detract from it or leave it unaltered. In this case, the works of demolition of all but the façade to Charlotte Street need to be assessed by weighing the harm to the building's significance and to the character and appearance of the Conservation Area against the public benefits. These would include the repair and restoration of the historic façade and the provision of an appropriately designed replacement building that would accommodate a new restaurant and five apartments, thereby contributing to the economic vitality and long-term conservation of the building and of the area.
- 5.3 The principal matter to consider in terms of heritage impacts is the impact of the proposals on the significance of the undesignated heritage assets that are No. 74 Charlotte Street and No. 6 Charlotte Mews, and on the designated heritage asset that is the Charlotte Street Conservation Area. This judgement is made having regard to the overall merits of the application proposals.
- 5.4 It has been established that the primary significance of these buildings and their contribution to the Charlotte Street Conservation Area lies in the historic façade to Charlotte Street. It is the front elevation of the building to Charlotte Street that makes a positive contribution to their architectural and historic interest as a surviving, albeit altered, example of a late eighteenth century town house, thereby incorporating the building's aesthetic and historical value. The remaining parts of the building add little additional value to an understanding or appreciation of the buildings and of local building traditions.
- 5.5 The contribution to the Conservation Area has been reduced as a result of the extent and unsympathetic nature of the alterations to the principal elevation, the interior, the rear elevation and roof of 74 Charlotte Street building, and those to the mews building. The application proposals present an opportunity to enhance the elevation to Charlotte Street in returning the building back to a viable use.
- 5.6 Thus the retention of the façade to Charlotte Street and the removal of the remaining parts of the buildings would preserve the element of the building which makes the principal contribution to the Conservation Area.

74 Charlotte Street

- 5.7 With regard to the treatment of the Charlotte Street frontage, the late eighteenth century character of the property will be preserved through the works to clean and refurbish the existing elevation at the upper floors of the property, whilst undertaking

sensitive works to extend and improve the access to the commercial units at the ground floor level.

- 5.8 The proposals to replace the existing roof structure with a new traditionally designed, slate clad mansard roof, will improve the appearance of the property and its contribution to the streetscene and the conservation area. This will be achieved through the removal of the extensions and the railings which detract from the character of the property and its appearance.
- 5.9 The increase in height at roof level will have no detrimental effect upon the appearance of the Conservation Area. The townscape is varied in this location, with twentieth century buildings of up to eight storeys, including Ariel House immediately adjacent the application site. The addition of the mansard roof will improve the quality of the roofscape and improve views towards it within the setting of the listed building at no. 72.
- 5.10 The main change from the consented scheme exists in the proposed alterations to the rear of the main property and its appearance to Charlotte Mews. This extension is to be built to accommodate the additional floorspace for the additional residential unit.
- 5.11 The additional floorspace has been designed to take the form of a historic closet wing, traditionally located to the rear of late eighteenth century townhouses. This extension will be seen only from Charlotte Mews and will be completed in traditional building materials of brick and timber windows which reflect the character of the property to Charlotte Street and similar properties within the Charlotte Street Conservation Area.
- 5.12 This extension is appropriately detailed to accord with the prevailing character of the Conservation Area and is an appropriate addition to the rear of the property which does not contribute to the significance of the building of merit. This extension will preserve the character of the Conservation Area.
- 5.13 The proposals will have a beneficial effect on the setting of the listed building at No. 72 Charlotte Street, by the restoration of the principal elevation to no. 74 and the introduction of a viable use. The introduction of a mansard roof extension on the property would not affect its character, appearance or architectural composition.
- 5.14 The proposed works will enhance the appearance of the principal elevation of the building at 74 Charlotte Street and the contribution that it makes to the character and appearance of the Conservation Area. Paragraph 135 of the NPPF advises that in weighing applications that affect non-designated heritage assets that a balanced judgement is required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 5.15 Securing the optimum viable use of a heritage asset in support of its long term conservation is one of the heritage benefits and in this case, apart from the front elevation to Charlotte Street, the buildings are of little architectural or historic interest and owing to their poor state of repair, they now need considerable investment.

6 Charlotte Mews

- 5.16 Section 3 of this report provided a description of the application properties and the contribution made by the mews building to the Conservation Area. The replacement of the mews building at 6 Charlotte Mews with a new building of high quality design will enhance the quality of the architecture upon the site and the contribution made to the Charlotte Street Conservation Area.
- 5.17 The existing mews building a non-designated heritage asset and in its altered state does not make a significant contribution to the character or appearance of the Conservation Area. Any perceived harm resulting from its loss need to be considered as part of the wider benefits of the scheme through the redevelopment of the site with higher quality architecture for new buildings which will provide much needed uses.

Summary of Conclusions

- 5.18 The application proposals would neither harm the setting of the adjacent listed building in accordance with Section 66 of the 1990 Act, nor the character or appearance of the Conservation Area in accordance with Section 72 of the same Act. In addition they would be in accordance with the Borough's Core Strategy Policy CS14 and Development Policies DP24 and DP25 which taken together, seek to promote high quality design and to conserve the Borough's heritage assets.

Appendix 1: Photographs of Charlotte Street and the application site



Figure 1. A view looking north along Charlotte Street, on the opposite side of the street from the application site.



Figure 2. A view of the larger scale property on the corner of Tottenham Street and Charlotte Street.

Appendix 1: Photographs of Charlotte Street and the application site



Figure 3. A view looking south along Charlotte Street. The property at 74 is seen to the left of this photograph, with the smaller scale properties at 66-72 Charlotte Street.



Figure 4. An image of the roofscape at 74 Charlotte Street.

Appendix 1: Photographs of Charlotte Street and the application site



Figure 5. A view looking north along Charlotte Street, with the seven storey 'Ariel Building' located adjacent to the application site at number 74.

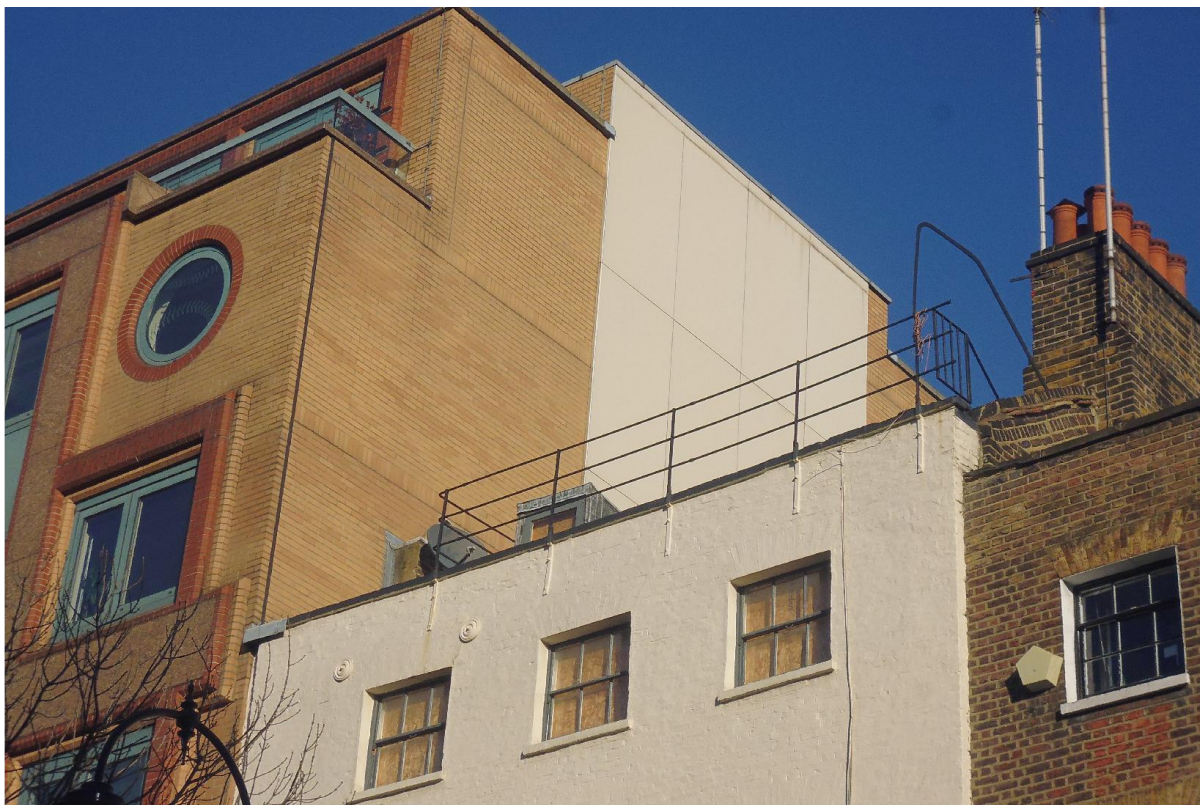


Figure 6. The roofscape of 74 Charlotte Street adjacent to the side flank of the seven-storey Ariel Building.

Appendix 1: Photographs of Charlotte Street and the application site



Figure 7. Detail of the ground floor entrance and frontage to Charlotte Street.



Figure 8. The scale and character of the buildings in Charlotte Mews.

Appendix 1: Photographs of Charlotte Street and the application site



Figure 9. Detail of the elevation to 6 Charlotte Mews.