

# Planning & Heritage Statement

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4 Endsleigh Street, London, WC1H 0DD

Endsleigh Street 4 Limited

May 2015

PP-04201631

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# 1 Introduction & Purpose

## 1.1 Introduction

- 1.1.1 This Statement has been prepared in support of a planning and listed building application for the refurbishment and rear extensions (the ‘proposed development’) of 4 Endsleigh Street, London, WC1H 0DD (the ‘property’). The application is submitted on behalf of Endsleigh Street 4 Limited (the ‘Applicant’) who are the owners of the property. The property will remain in B1 (a) office use and no change of use is proposed. The proposed development constitutes a ‘minor’ development based on Article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2015.
- 1.1.2 The Statement supports the following documents and drawings which comprise the planning and listed building application:

**Table 1 Application Content**

Document   Drawing	Prepared By
Design Statement	Rio Architects
Drawings: <ul style="list-style-type: none"> <li>- AS 00 REV B: Site location &amp; existing block plan</li> <li>- AS 01 REV B: Proposed block plan</li> <li>- AL 01 REV D: Lower ground floor plans existing &amp; proposed</li> <li>- AL 02 REV D: Ground floor plans existing &amp; proposed</li> <li>- AL 03 REV D: First &amp; second floor plans existing &amp; proposed</li> <li>- AL 04 REV D: Third &amp; fourth floor plans existing &amp; proposed</li> <li>- AL 05 REV B: Roof plans</li> <li>- AE 100 REV C: Existing Endsleigh Street elevation</li> <li>- AE 101 REV B: Existing rear elevation</li> <li>- AE 102 REV B: Proposed Endsleigh Street elevation</li> <li>- AE 103 REV B: Proposed rear elevation</li> <li>- AE 104 REV A: Existing &amp; property wall elevation F-F</li> <li>- AX 100 REV B: Existing long section A-A</li> <li>- AX 101 REV B: Proposed long section B-B</li> <li>- AX 102 REV B: Proposed long section C-C</li> <li>- AX 103 REV B: Proposed cross sections D-D &amp; E-E</li> </ul>	Rio Architects
CIL Assumption of Liability Form	Planning & Development Associates Ltd
CIL Planning Application Additional Information Requirement form	Planning & Development Associates Ltd

## 1.2 Purpose

- 1.2.1 The purpose of this Statement is to seek to demonstrate how the proposed development meets the statutory test<sup>1</sup> which requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 1.2.2 The Planning & Compulsory Purchase Act 2004 defines the Development Plan for the purposes of this assessment process as the regional strategy for the region in which the site is located and Development Plan documents, taken as a whole, which have been approved or adopted for the area.
- 1.2.3 The Courts<sup>2</sup> have determined that it is enough that a proposal accords with the Development Plan when considered as a whole. It is not necessary to accord with each and every policy contained within the Development Plan. Indeed it is not at all unusual for development plan policies to pull in different directions.
- 1.2.4 Supplementary planning documents and guidance can be material considerations in the assessment of development proposals. Draft development plans can also be material with their weight increasing dependant on their progress toward adoption. The Government's National Planning Policy Framework (the 'Framework') is also a material consideration.
- 1.2.5 The property is a Grade II listed building. This triggers an additional statutory requirement in the form of Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which requires that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority 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.
- 1.2.6 The property is also located within the Bloomsbury Conservation Area. This requires a further statutory test in the form of Section 72(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which requires that in the exercise of any planning functions special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the conservation area. The Courts<sup>3</sup> have determined that the statutory desirable object of preserving the character or appearance of a conservation area is achieved either by a positive contribution to preservation or by development which leaves character or appearance unharmed, that is to say preserved.

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<sup>1</sup> Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990

<sup>2</sup> *Laura Cummins and London Borough of Camden, SSETR and Barrett Homes Limited* [2001]; *R. v Rochdale MBC ex parte Milne* [2000] & *City of Edinburgh Council v. Secretary of State for Scotland* [1997]

<sup>3</sup> *South Lakeland District Council v Secretary of State for the Environment* [1992]

## 2 Planning History & Development Proposals

### 2.1 Planning History

2.1.1 Prior to a recent sub-division the property was combined with the adjacent No 3 Endsleigh Street and much of the planning history relates to Nos. 3-4. The planning history for these properties is set out in the following table and confirms the long-established office use and that rear extensions and internal alterations to the layout have compromised to some extent the plan form at lower ground and also to a greater degree the internal layout which it was noted in 2009 has been 'significantly altered and compromised'.

**Table 2 Planning History**

Reference No	Development   Decision   Date   Commentary
2014/7808/L	Request submitted seeking confirmation that Condition 3 of LBC 2014/7808/L had been complied with. Ongoing
2014/7808/L	Internal alterations on all floors and infilling window at rear basement level. Listed Building Consent granted 13 February 2015
2014/6675/P	Certificate of Lawfulness (Proposed) Granted confirming the 'Creation of two separate office buildings from one office building' was lawful. 2 December 2014
2008/5370/L	'Internal alterations to layout of existing office at ground and first floor levels'. Listed building consent granted 12 January 2009. The delegated report for this application makes reference to the fact that the internal layout of the buildings have been significantly altered and compromised and as such the proposed works are not considered to unduly harm the special architectural and historic interest of the grade II listed buildings.
M13/8/B/HB1608(R)	'Alterations and works for maintenance and repair including the installation of a lift together with the erection of a single storey rear extension involving the demolition of existing rear garden sheds'. Listed building consent granted 2 June 1977.
CTP/M13/8/B/24198(R)	'Alterations to the elevations of the existing buildings and the erection of a single storey rear extension for use as offices'. Planning Permission granted 2 June 1977.
CTP/M13/8/B/22933R	'Alterations to the elevations of the existing buildings and the erection of a single storey rear extension for use as offices'. Planning Permission granted 26 November 1976.
CTP/M13/8/B/HB1468R	'Alterations and works of maintenance and repair to 3 & 4 Endsleigh Street, WC1 and the erection of a single storey rear extension involving the demolition of existing rear garden sheds'. Listed building Consent granted 26 November 1976.
CTP/M13/8/B/11758	'Rebuilding of existing premises at Nos. 3 & 4 Endsleigh Street, WC1 to provide a building of two basements, ground and four upper floors for use as offices for the National Union of Students International Centre Ltd and affiliated student organizations'. Planning permission granted 4 September 1972.
M13/8/b/HB325(R)	'At numbers 3/4, Endsleigh Street, WC1, demolition of existing buildings and rebuilding incorporating facsimile reconstruction of façade to Endsleigh Street'. Listed building consent granted 6 December 1972.

## 2.2 Development Proposals

- 2.2.1 The development proposals are described more fully in the supporting Design Statement and illustrated on the drawings. The principles adopted are to retain the property in office use, but to create an opportunity to enhance and restore the property and thereby create an office environment that meets current market expectations. This is achieved by an extensive schedule of internal works (see Appendix to Design Statement); limited intervention externally and an extension to the existing lower ground floor rear extension and a new rear extension at ground floor. Much of the work will involve stripping back the more modern accumulations that have incrementally occurred as the property has been adapted to accommodate a variety of commercial uses.
- 2.2.2 The Applicant has already commenced the process of sensitively refurbishing the listed building by separating the building from No. 3 and thereby returning the property to a self-contained unit. This has involved a sensitive infilling of all apertures that had breached the traditional party boundary as part of the conversion to office use.
- 2.2.3 This sensitive theme is sustained in the current proposals; which seek to retain, restore or enhance those features that survive from the original late Georgian character. These features include fanlight, historic front door, and balconies with cast iron railings at 1<sup>st</sup> floor, original lightwell railings and some original 6 over 6 sash windows, with surrounds – architraves and panelling below. The existing window shutters are to be removed, dipped, restore and repaired and repainted. The primary staircase is intact and has cantilevered stone treads, cast iron balusters and mahogany handrails, although these features are not continued to the upper levels. However at this point it is proposed to remove and replace the softwood timber balustrade and handrail and replace with metal baluster and hardwood handrail to match the existing. The opportunity will also be taken to remove the softwood timber balustrade from the half landing leading from the second to third floor to better expose the arched head to the window at this level. The lightwell railings with finials and plinth will also be repaired and restored where necessary.
- 2.2.4 The property was originally built with a spine wall dividing each floor into two rooms with the primary staircase reducing the width of the back room. The conversion to offices resulted in the insertion of steel beams to support the floors once the spine walls had been removed on all floors apart from lower ground. The ceilings were replaced during this process and all decorative plasterwork removed. All fireplaces were removed during this process although the chimney breasts remain. Some skirtings remain. With the removal of the spine walls and the opening up of each floor, a process of indiscriminate partitioning occurred over a number of years to suit the requirements of respective office users. The development proposals will remove all these modern internal timber and stud partitions to better reveal the floor plan. The stair compartment will remain and contribute to this process.
- 2.2.5 External changes are concentrated at the rear and least visible elevation. At lower ground floor the existing rear extension will be extended by 52.3m<sup>2</sup> (GIA) and at ground floor a rear extension of 32.3m<sup>2</sup> is proposed. These modest extensions ensure that the features of significance in the rear elevation are not obscured such as the arched windows to the stair compartment and the sash windows to the rear rooms. The rear closet wing remains evident and undisturbed at first floor level.
- 2.2.6 Overall the development proposals provide an opportunity of restoring some historic integrity to the listed building, whilst at the same time creating an environment which reflects current market requirements and thereby contributes to securing the optimum viable use of the property.



### 3 Development Plan & Relevant Policies

#### 3.1 Development Plan

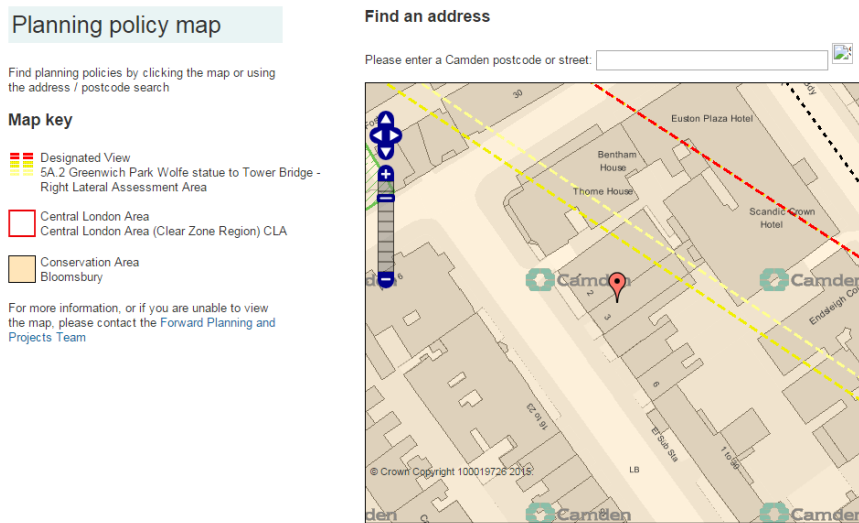
3.1.1 The development plan comprises:

- The London Plan (with FALP) – Adopted March 2015
- Camden Core Strategy – Adopted 8 November 2010
- Camden Development Policies – Adopted 8 November 2010.

#### 3.2 Relevant Policies

3.2.1 This section identifies development plan policies that are considered relevant in the assessment of the proposal and provides commentary on whether the proposed development is policy compliant or not.

3.2.2 The following extract from the Camden Proposals Map confirms the specific designations that apply to the property. These designations are determinative of relevant policies.



3.2.3 The following table identifies relevant policies and assesses whether the proposed development complies with their provisions.

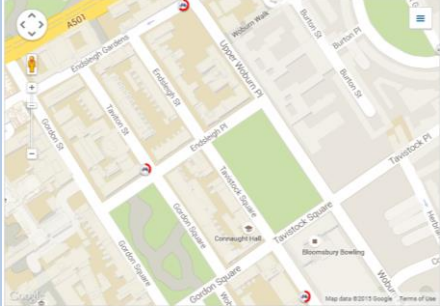
**Table 3 Relevant Development Plan Policies**

Policy	Consideration
<b>LONDON PLAN</b>	
4.1 'DEVELOPING LONDON'S ECONOMY' states that the Mayor will work with partners to: a1 promote and enable the continued development of a strong, sustainable and increasingly diverse economy across all parts of London, ensuring the availability of sufficient and suitable workspaces	Whilst the increase in floorspace is relatively modest, the refurbishment of the property ensuring the optimum viable use will contribute to achieving this strategic policy objective

<p>in terms of type, size and cost, supporting infrastructure and suitable environments for larger employers and small and medium sized enterprises, including the voluntary and community sectors.</p>	
<p>4.2 'OFFICES' states that the Mayor will encourage the renewal and modernisation of the existing office stock in viable locations to improve its quality and flexibility</p>	<p>The proposal is wholly consistent with this policy and will result in the renewal and modernisation of the existing office stock.</p>
<p>5.2 'MINIMISING CARBON DIOXIDE EMISSIONS' states that development proposals should make the fullest contribution to minimising carbon dioxide emissions in accordance with the following energy hierarchy:          1 Be lean: use less energy          2 Be clean: supply energy efficiently          3 Be green: use renewable energy</p>	<p>Within the limitations of what is primarily a refurbishment project, the proposed development will adopt sustainable development principles to meet this policy aspiration.</p>
<p>5.3 'SUSTAINABLE DESIGN AND CONSTRUCTION' requires that development proposals should demonstrate that sustainable design standards are integral to the proposal, including its construction and operation, and ensure that they are considered at the beginning of the design process.</p>	<p>Within the limitations of what is primarily a refurbishment project, the proposed development will adopt sustainable design standards to meet this policy requirement.</p>
<p>5.15 'WATER USE AND SUPPLIES' which requires that development should minimise the use of mains water by:          a. incorporating water saving measures and equipment</p>	<p>Within the limitations of what is primarily a refurbishment project, the proposed development will include water saving measures to meet this policy requirement.</p>
<p>5.17 'WASTE CAPACITY' which requires suitable waste and recycling storage facilities in all new developments.</p>	<p>Provision for refuse storage is included within the proposed development to meet this policy requirement.</p>
<p>7.6 'ARCHITECTURE' requires that buildings and structures should:          a. be of the highest architectural quality          b. be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm          c. comprise details and materials that complement, not necessarily replicate, the local architectural character          d. not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings          e. incorporate best practice in resource management and climate change mitigation and adaptation          f. provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces          g. be adaptable to different activities and land uses, particularly at ground level          h. meet the principles of inclusive design          i. optimise the potential of sites.</p>	<p>The design approach is described fully in the Design Statement. The proposed development is primarily a refurbishment of a listed building. However the extensions to the rear are in the least sensitive location and have been designed to respond to integrate rather than compete with the rear elevation and to optimise the potential of the site.</p>
<p>7.8 'HERITAGE ASSETS AND ARCHAEOLOGY' requires that:          C. Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.          D. Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.</p>	<p>Heritage considerations are considered in the next section of this Statement and confirm compliance with this policy by a sensitive refurbishment of the existing listed building and removal of a number of unsympathetic internal alterations that have occurred to the building as a result of the varying demands of office users.</p> <p>The significance of the building can be restored by the proposed refurbishment works.</p>
<p>7.9 'HERITAGE-LED REGENERATION' states that the significance of</p>	<p>Heritage considerations are dealt with in the</p>

<p>heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.</p>	<p>next section. However the proposed development has recognised the significance of the heritage asset and aims to restore wherever possible features that remain and that contribute to the heritage significance. The proposed development will facilitate a suitable and viable use of the property which is consistent with conservation and the establishment and maintenance of sustainable communities and economic vitality in accord with this policy.</p>
<p>7.15 'REDUCING AND MANAGING NOISE, IMPROVING AND ENHANCING THE ACOUSTIC ENVIRONMENT AND PROMOTING APPROPRIATE SOUNDSCAPES' requires mitigating and minimising the existing and potential adverse impacts of noise on, from, within, as a result of, or in the vicinity of new development without placing unreasonable restrictions on development or adding unduly to the costs and administrative burdens on existing businesses.</p>	<p>Modern and efficient M&amp;E plant discretely located in the rear yard will ensure that there are no adverse noise impacts and that this policy is complied with.</p>
<p><b>CAMDEN CORE STRATEGY</b></p>	
<p>CS1 – 'Distribution of growth' concerns the overall approach to growth and development and confirms that the Council will promote:</p> <ul style="list-style-type: none"> <li>a) a concentration of development in the growth areas of King's Cross, Euston, Tottenham Court Road, Holborn and West Hampstead Interchange.</li> </ul> <p>The policy also seeks development that makes full use of its site, taking into account quality of design, its surroundings, sustainability, amenity, heritage, transport accessibility and any other considerations relevant to the site</p>	<p>The property is therefore located within an area that is the focus for development and growth.</p> <p>The development proposal will assist in making the full use of the site.</p>
<p>CS2 – 'Growth areas' which states that development in Camden to 2025 will be concentrated in the growth areas of:</p> <ul style="list-style-type: none"> <li>b) Euston, where major redevelopment is expected to occur in association with improvements to the station.</li> </ul> <p>The policy also expects development in the growth areas to:</p> <ul style="list-style-type: none"> <li>d) maximise site opportunities;</li> </ul>	<p>The property is therefore located in a targeted growth area.</p> <p>The proposed development will maximise the site opportunity.</p>
<p>CS5 – 'Managing the impact of growth and development' states that the Council will manage the impact of growth and development in Camden and ensure that development meets the full range of objectives of the Core Strategy and other Local Development Framework documents, with particular consideration given to:</p> <ul style="list-style-type: none"> <li>a) providing uses that meet the needs of Camden's population and contribute to the borough's London-wide role;</li> <li>b) providing the infrastructure and facilities needed to support Camden's population and those who work in and visit the borough;</li> <li>c) providing sustainable buildings and spaces of the highest quality; and</li> <li>d) protecting and enhancing our environment and heritage and the amenity and quality of life of local communities.</li> </ul> <p>The Council will protect the amenity of Camden's residents and those working in and visiting the borough by:</p> <ul style="list-style-type: none"> <li>e) making sure that the impact of developments on their occupiers and neighbours is fully considered;</li> <li>f) seeking to ensure development contributes towards strong and successful communities by balancing the needs of development with the needs and characteristics of local areas and communities; and</li> <li>g) requiring mitigation measures where necessary.</li> </ul>	<p>The proposed development maintains the current B1 use of the building and this is a compatible and established use in this area.</p> <p>It will provide a sustainable building which meets the needs of the Borough's population.</p> <p>The proposals will protect and enhance the environment and heritage and there will be no adverse impacts on occupiers or neighbours.</p>
<p>CS8 – 'Promoting a successful and inclusive Camden economy' seeks to secure a strong economy in Camden and seeks to ensure that no-</p>	<p>Whilst the additional floor space is modest and will have a negligible impact on achieving this</p>

<p>one is excluded from its success. The Council will:</p> <p>a) promote the provision of 444,000 sq m of permitted office floorspace at King’s Cross as well as in the range of 70,000 sq m of office provision at Euston with further provision in the other growth areas and Central London to meet the forecast demand of 615,000 sq m to 2026.</p> <p>The policy also aims to support Camden’s industries by:</p> <ul style="list-style-type: none"> <li>- safeguarding existing employment sites and premises in the borough that meet the needs of modern industry and other employers;</li> </ul>	<p>policy goal, it is the benefit of the proposed development in securing an optimum viable use for the property following a period of vacancy that is the most critical benefit.</p> <p>The property will be retained in employment use and therefore its role in meeting the modern needs of modern industry and other employers will be safeguarded but also enhanced through the investment in the property.</p>
<p>CS9 – ‘Achieving a successful Central London’ states that the Council will support and promote the Central London area of Camden as a successful and vibrant part of the capital to live in, work in and visit by:</p> <p>b) support Central London as a focus for Camden’s future growth in homes, offices, shops, hotels and other uses;</p> <p>c) seek to ensure that development in Central London, in the growth areas of King’s Cross, Euston, Tottenham Court Road and Holborn and beyond, contributes to London’s economic, social and cultural role while meeting the needs of local residents and respecting their quality of life.</p> <p>The policy also seeks to preserve and enhance the area’s historic environment.</p>	<p>The proposed development will contribute to the future growth in offices and is located within the growth area where development is focussed. The quality of life of neighbouring properties will not be negatively impacted by the proposed development.</p> <p>The impact on the historic environment is considered in the following section.</p>
<p>CS13 – ‘Tackling climate change through promoting higher environmental standards’ states that to reduce the effects of and adapting to climate change the Council will require all development to take measures to minimise the effects of, and adapt to, climate change and encourage all development to meet the highest feasible environmental standards that are financially viable during construction and occupation by:</p> <p>a) ensuring patterns of land use that minimise the need to travel by car and help support local energy networks;</p> <p>b) promoting the efficient use of land and buildings;</p> <p>c) minimising carbon emissions from the redevelopment, construction and occupation of buildings by implementing, in order, all of the elements of the following energy hierarchy:</p> <ul style="list-style-type: none"> <li>- ensuring developments use less energy,</li> <li>- making use of energy from efficient sources, such as the King’s Cross, Gower Street, Bloomsbury and proposed Euston Road decentralised energy networks;</li> <li>- generating renewable energy on-site; and</li> </ul> <p>d) ensuring buildings and spaces are designed to cope with, and minimise the effects of, climate change.</p>	<p>Whilst there is a limited opportunity in refurbishment works of an existing building, opportunities will occur to incorporate more energy efficient electricity and water fittings. In addition the materials to be used will be building regulation compliant and achieve higher noise and energy efficient standards than the existing building.</p> <p>However, the historic fabric of the building serves as a constraint on the complete application of energy efficiency measures particularly in the form of replacement of windows and external doors etc.</p>
<p>CS14 – ‘Promoting high quality places and conserving our heritage’ states that the Council will ensure that Camden’s places and buildings are attractive, safe and easy to use by:</p> <p>a) requiring development of the highest standard of design that respects local context and character;</p> <p>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;</p> <p>c) promoting high quality landscaping and works to streets and public spaces;</p> <p>d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible;</p> <p>e) protecting important views of St Paul’s Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting</p>	<p>The proposed extension has been sensitively designed to acknowledge and respect the listed status of the property.</p> <p>The impact on the significance of the heritage assets is considered in the following section.</p>

important local views.	
CS18 – ‘Dealing with our waste and encouraging recycling’ states that the Council will seek to make Camden a low waste borough and b) make sure that developments include facilities for the storage and collection of waste and recycling;	The proposed development makes provision for refuse storage in the lower ground floor. This is accessed externally. The area is annotated in the Design Statement.
<b>CAMDEN DEVELOPMENT POLICIES</b>	
<p>DP16 – ‘The transport implications of development’ states that the Council will seek to ensure that development is properly integrated with the transport network and is supported by adequate walking, cycling and public transport links.</p>	<p>The property has a PTAL rating of 6b which equates to an ‘excellent’ public transport accessibility rating and is therefore supported by excellent public transport links. The property is also within a short walking distance to Santander cycle docking stations in Endsleigh Place; Upper Woburn Place and Tavistock Square as the following map extract confirms:</p> 
<p>DP17 – ‘Walking, cycling and public transport’ states that the Council will promote walking, cycling and public transport use. Development should make suitable provision for pedestrians, cyclists and public transport and, where appropriate, will also be required to provide for interchanging between different modes of transport.</p>	<p>The proposed development due to its excellent PTAL can be served by walking, cycling and public transport.</p>
<p>DP22 – ‘Promoting sustainable design and construction’ states that the Council will require development to incorporate sustainable design and construction measures. Schemes must:</p> <ul style="list-style-type: none"> <li>- demonstrate how sustainable development principles, including the relevant measures set out in paragraph 22.5 below, have been incorporated into the design and proposed implementation.</li> </ul>	<p>Since the proposal essentially concerns the refurbishment and extension to a listed building there is a limited opportunity to fully embrace the principles of sustainable design and construction. However such measures will be incorporated where possible and within the constraints of the listed building and the scope of works involved.</p>
<p>DP23 – ‘Water’ states that the Council will require developments to reduce their water consumption, the pressure on the combined sewer network and the risk of flooding by:</p> <ul style="list-style-type: none"> <li>a) incorporating water efficient features and equipment and capturing, retaining and re-using surface water and grey water on-site.</li> </ul>	<p>The proposed development will incorporate water conservation measures where possible and appropriate.</p>
<p>DP24 – ‘Securing high quality design’ states that the Council will require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect developments to consider:</p> <ul style="list-style-type: none"> <li>a) character, setting, context and the form and scale of neighbouring buildings;</li> <li>b) the character and proportions of the existing building, where alterations and extensions are proposed;</li> <li>c) the quality of materials to be used;</li> <li>d) the provision of visually interesting frontages at street level;</li> <li>e) the appropriate location for building services equipment;</li> <li>f) existing natural features, such as topography and trees;</li> <li>g) the provision of appropriate hard and soft landscaping including boundary treatments;</li> </ul>	<p>The proposal primarily involves internal refurbishment works with minor extensions to the rear. The design is considered to be of a high standard which has regard to the design criteria of this policy.</p>

<p>h) the provision of appropriate amenity space; and i) accessibility.</p>	
<p>DP25 – ‘Conserving Camden’s heritage’</p> <p>Conservation areas In order to maintain the character of Camden’s conservation areas, the Council will:</p> <p>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.</p> <p>Listed buildings To preserve or enhance the borough’s listed buildings, the Council will:</p> <p>e) prevent the total or substantial demolition of a listed building unless exceptional circumstances are shown that outweigh the case for retention; f) only grant consent for a change of use or alterations and extensions to a listed building where it considers this would not cause harm to the special interest of the building; and g) not permit development that it considers would cause harm to the setting of a listed building.</p>	<p>The impact on the significance of the heritage assets is considered in the following section.</p>
<p>DP26 – ‘Managing the impact of development on occupiers and neighbours’ states that the Council will protect the quality of life of occupiers and neighbours by only granting permission for development that does not cause harm to amenity.</p>	<p>The proposed development maintains the existing use of the building and therefore the established relationship with neighbouring properties. Extensions are proposed to the rear at lower ground and ground and the extent of these both in area and projection will minimise any impact on neighbouring properties.</p>
<p>DP28 – ‘Noise and vibration’ states that the Council will seek to ensure that noise and vibration is controlled and managed and will not grant planning permission for plant or machinery if it can be operated without cause harm to amenity and does not exceed our noise thresholds.</p>	<p>The proposed development will be served by new M&amp;E plant which will be located in the rear yard. This will be noise efficient and therefore unlikely to cause any harm to local amenity.</p>
<p>DP29 – ‘Improving access’ states that the Council will seek to promote fair access and remove the barriers that prevent people from accessing facilities and opportunities and:</p> <p>a) expect all buildings and places meet the highest practicable standards of access and inclusion; b) require buildings and spaces that the public may use to be designed to be as accessible as possible;</p>	<p>The proposed access arrangements are fully described in the Design Statement and confirm that the development will meet the highest practicable standard of access within the constraints imposed by a historic fabric.</p>

3.2.4 In summary, this section has identified and considered development plan policies that are relevant in the assessment of the proposed development and concluded that there is no conflict with their provisions.

## 4 Heritage Considerations

### 4.1 Heritage Assets

4.1.1 The property is Grade II listed and located within the Bloomsbury Conservation Area. Listed buildings and conservation areas are designated heritage assets. Aside from the statutory requirements (see paragraphs 1.2.5 and 1.2.6) and heritage based development plan policies (see Section 3); the National Planning Policy Framework (the 'Framework') provides policy guidance on assessing development proposals that impact heritage assets.

4.1.1 The policy approach is set out in the Framework as follows:

131. In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

132. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

4.1.1 Significance is defined in the Framework as follows:

Significance (for heritage policy): The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

4.1.2 The Framework further advises that:

133. 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.

134. 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 securing its optimum viable use.

- 4.1.3 The approach required is therefore to determine the significance of the respective heritage assets and then assess whether the proposed development will cause harm to the significance of the heritage asset.

## 4.2 Listed Building

- 4.2.1 The property was listed in March 1969. It is Grade II listed and part of a group listing of 4 terraced houses which comprise 'Nos.3-6 (Consecutive) and attached railings'. The listing description is as follows:

### Description:

4 terraced houses, the remainder of a terrace.c1825.Built by Thomas Cubitt.

Multi coloured stock brick with stucco ground floors. 4 storeys and basements. 3 windows each. No.4 slightly projecting. Round arched doorways with vertically barred fanlights and panelled and studded doors. 1<sup>st</sup> floor casements with continuous cast iron balconies. Gauged brick flat arches to casements and 3<sup>rd</sup> and 4<sup>th</sup> floor sashes. Continuous entablature at 3<sup>rd</sup> floor level. No.4 with tetra style pilaster treatment through 1<sup>st</sup> and 2<sup>nd</sup> floor. Attic storey with pilaster strips. Cornice and blocking course.

INTERIORS: not inspected.

SUBSIDIARY FEATURES: attached cast-iron railings with foliated finials to areas.

- 4.2.2 The property was originally part of a group of houses built in c.1825. It has four floors above a basement and an attic which is thought to be a later addition. The property originally had a spine wall dividing each floor into two rooms with the primary staircase reducing the width of the back room. The conversion of the property into offices and combining with the adjacent property No. 3 resulted in the spine walls being removed on all floors except the basement and interconnecting doors being formed through the party wall. The ceilings were replaced during this process, losing all decorative plasterwork. All fireplaces were removed although chimney breasts remain. The planning history (see Table 2) confirms that alterations and extensions to the property have been permitted post-listing.
- 4.2.3 The property was acquired by the Applicant in October 2011 together with No.3. No.3 is in the process of being sold. The interior of the building consisted of open plan office spaces with partitions at random positions bearing no relationship to the original room divisions. This irrational configuration made the overall letting of the space as offices difficult. The Applicant therefore commenced a process of refurbishment which began with the separation of the properties and the infilling of the openings between the two properties to create and return No 3 to a self-contained unit. The proposed development subject to this planning and listed building application represents the next phase in this process.
- 4.2.4 The significance of the listed building derives from the intactness of the front and rear elevation and the surviving internal layout centred around the stair compartment, overall spatial quality and limited range of historic features in the form of windows to the rear rooms at 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> floor levels; some original sash windows with timber shutters and timber spandrel panels beneath; stairs with cantilevered stone treads, cast iron balusters and mahogany handrails although the status of the staircase decreases on the upper floors.



- 4.2.5 The proposals are predicated on refurbishment and the restoration wherever possible of surviving internal features. The proposed internal works are described in full detail in the Design Statement. Internal partitions are to be removed to open up the floors and the stair compartment is to be retained. Existing sash windows are to be retained with surrounding spandrel panels and shutters to be restored. Stair features are to be restored and reinstated and less authentic stair detail on the upper floors to be removed and facsimile details introduced. Where possible the using of glazed screens in lieu of timber balusters will be used to better portray the arched windows to the half-landings.
- 4.2.6 Externally no change is proposed to the main elevations. The lightwell railings will be refurbished and retained. The later lower ground extension is to be extended, but this not considered significant to the heritage asset. A new extension to the rear at ground floor is also proposed. However this is of modest proportions and designed in a way that is complementary to the listed building as the Design Statement explains. However most importantly the ground floor rear extension does not obscure the existing windows in the rear elevation or the form and profile of the closet wing which remains discernible in the rear elevation. Whilst this rear extension is the only intervention that has an impact on the external appearance of the property its contribution in securing the optimum viable use for the property is pivotal.
- 4.2.7 In summary, the significance of the listed building is in the aesthetic qualities to the front and rear and the architectural and historic interest associated with the comprehensive development of this part of Bloomsbury undertaken by the Duke of Bedford. The property therefore has special interest notwithstanding the succession of modern interventions that have removed a number of internal features and altered the original floor layout.
- 4.2.8 The proposals are predicated on a sensitive refurbishment and restoration of surviving internal features. This process has commenced with the separation of Nos. 3 and 4. No change is proposed to the front elevation. The important stair compartment is preserved and the various modern internal accretions will be removed. Extensions are proposed to the rear, but these will not obscure the existing rear windows or the form and profile of the closet wing. The harm to the significance of the listed building, both individually and as part of the group is considered to be less than substantial and when weighed against the public benefits of securing the optimum viable use of the property is considered to be an acceptable one and policy compliant.

### 4.3 Bloomsbury Conservation Area

- 4.3.1 The property is located within the Bloomsbury Conservation Area. The Council's Bloomsbury Conservation Area Appraisal and Management Strategy was adopted in April 2011. This appraisal provides a useful summary of the special interest and character and appearance of the Conservation Area to assist in determining the significance of this heritage asset. The Strategy confirms in paragraph 3.8 that:

Bloomsbury is noted for its formally planned arrangement of streets and the contrasting leafy squares. The urban morphology comprises a grid pattern of streets generally aligned running north-west to south-east and south-west to north-east, with subtle variations in the orientation of the grid pattern. The quintessential character of the Conservation Area derives from the grid of streets enclosed by mainly three and four storey development which has a distinctly urban character of broad streets interspersed by formal squares which provide landscape dominated focal points.

4.3.2 In paragraph 3.12 the Strategy highlights the role of the townhouses in the conservation area:

The townhouses arranged in terraces is the predominant form across the area, reflecting the speculative, (mainly) residential development of the Stuart, Georgian, Regency and early Victorian periods. This gives a distinctive, repeated grain to large parts of the area. Around the Inns of Court, courtyard plan forms are the common type relating to this specialist use and a remnant of their former uses as medieval manor houses or mansions that also had a courtyard plan. Overlain on this pattern is the significant influence of a series of much larger footprint buildings associated with a number of large institutional uses (hospitals and universities) which have shaped the development pattern over time. These include the site of the former Foundling Hospital, The British Museum, the University of London, University College, and Great Ormond Street Hospital.

4.3.3 The Strategy identifies ‘A range of building types is evident across the Conservation Area although the predominant type is the terraced townhouse. These are generally three or four storeys in height although there are a number of examples of more modest two-storey townhouses built for workers’ (paragraph 3.17).

4.3.4 The Strategy describes the predominant architectural styles of the Conservation Area as classically derived, regardless of period or building type with the terraced townhouses having a number of characteristic details in their design including the repeated pattern of windows, reducing in height from the first floor upwards signifying their reduced significance, with properties generally being three windows across (paragraphs 3.28 & 29).

4.3.5 Endsleigh Street falls into the Gordon Square/Woburn Square/Byng Place sub-area 2 which the Strategy describes as follows: ‘The streets and adjoining squares within this sub area are generally quieter than the squares to the south, and there is a distinct transition travelling along Endsleigh Place, Gordon Place and Endsleigh Street. Fine four-storey early 19th century terraces predominate in the sub-area. They were originally developed speculatively by Thomas Cubitt and James Sim and Sons for domestic use, during the first half of the 19<sup>th</sup> century’ (paragraph 5.1).

4.3.6 The property is noted as a listed building and the York stone paving in front of 4-6 as an element of Streetscape Interest. In Section 5.0 entitled ‘Management of Change’ the Strategy advises that where new development has not been successful in terms of preserving or enhancing the character and appearance of the Conservation Area, this has generally been due to one of the following:

- The use of inappropriate materials or detailing
- Inappropriate scale, bulk, height and massing
- Inappropriate relationship to the street and neighbouring properties

4.3.7 The Strategy confirms that high quality new development that is appropriate for its context can preserve or enhance the Conservation Area. To secure appropriate new development the Council has adopted a number of detailed policies which are set out in the Strategy. These include:

The appearance of all buildings of historic interest (listed and unlisted) within the Conservation Area is harmed by the removal or loss of original architectural features and the use of inappropriate materials. For example, the loss of original joinery, sash windows, porches and front doors, can have considerable negative impact on the appearance of a historic building and the area. Insensitive re-pointing, painting or inappropriate render will harm the appearance and the long-term durability of historic brickwork.

...Fundamental changes to the roofline, insensitive alterations, poor materials, intrusive dormers, or inappropriate windows can harm the historic character of the roofscape and will not be acceptable. Of particular interest are butterfly roof forms, parapets, chimney stacks and pots and expressed party walls.

...The original historic pattern of rear elevations within a street or group of buildings is an integral part of the character of the area and as such rear extensions will not be acceptable where they would compromise the special character.

...The railings and basements along the majority of frontages are an important facet of the character of the area. The Council will resist the loss of original railings and infilling of basement lightwells where this forms part of the area's character.

(Paragraphs 5.28 to 5.34)

- 4.3.8 The external appearance and contribution of the property to the streetscape and conservation area generally will remain unchanged apart from restoration and refurbishment works to the lightwell railings and decoration where required. The only external change will be to the rear where an existing lower ground floor extension will be extended and a new extension constructed at ground level. However, the extensions will not compromise any special character that the property possesses and will not cause harm to the significance of the heritage asset. The proposal is considered therefore to leave the character and appearance of the conservation area unharmed and therefore meet the statutory requirements for development proposals in a conservation area (see paragraph 1.2.6).

## 5 Material Considerations

### 5.1 National Planning Policy Framework

- 5.1.1 At the heart of the Framework is a presumption in favour of sustainable development which should be seen as a golden thread running through both plan-making and decision taking. The Framework confirms that the policies in paragraphs 18 to 219 taken as a whole constitute the Government's view of what sustainable development in England means in practice for the planning system.
- 5.1.2 In terms of decision-taking the Framework advises that the presumption in favour of sustainable development means approving development proposals that accord with the development plan without delay. Relevant policies in the development plan have been reviewed and the conclusion drawn that the proposed development accords with the development plan.
- 5.1.3 Policies set out in the Framework have also been reviewed, particularly in respect of those that advise on the impact on heritage assets. The conclusion has been drawn that in listed building terms whilst the proposed development will cause less than substantial harm this is outweighed by the public benefits that will be derived from securing the optimum viable use of the property.
- 5.1.4 The proposed development is largely internal, but nevertheless the design of the rear extensions is considered to represent a good design solution which the Framework highlights as a key aspect of sustainable development. No negative impacts arise in respect of neighbouring property and therefore a good standard of amenity is preserved. The provision of enhanced business space is consistent with the Government's commitment to supporting sustainable economic growth.
- 5.1.5 The proposed development is considered compliant with the policies in the Framework and therefore can be promoted as a sustainable development and one that benefits from the presumption in favour of sustainable development that is the central tenet of the Framework.

### 5.2 Camden Planning Guidance

- 5.2.1 The proposed development is compliant with the key message contained in the CPG 1: 'Design' which advises that 'rear extensions should be secondary to the building being extended'. General principles are promoted in the CPG in respect of rear extensions:

Rear extensions should be designed to:

- be secondary to the building being extended, in terms of location, form, scale, proportions, dimensions and detailing;
- respect and preserve the original design and proportions of the building, including its architectural period and style;
- respect and preserve existing architectural features, such as projecting bays, decorative balconies or chimney stacks;
- respect and preserve the historic pattern and established townscape of the surrounding area, including the ratio of built to unbuilt space;

- not cause a loss of amenity to adjacent properties with regard to sunlight, daylight, outlook, overshadowing, light pollution/spillage, privacy/overlooking, and sense of enclosure;
- allow for the retention of a reasonable sized garden; and
- retain the open character of existing natural landscaping and garden amenity, including that of neighbouring properties, proportionate to that of the surrounding area.

5.2.2 The rear extensions have been designed to adhere to these principles where appropriate and relevant.

## 6 Conclusion

- 6.1.1 In conclusion this Statement addresses the planning policy and heritage considerations of a proposed development to refurbish and extend to the rear a listed building at 4 Endsleigh Street, London, WC1H 0DD. It supports a Design Statement and Drawings prepared by Rio Architects which describes the proposals in detail.
- 6.1.2 The property is Grade II listed and located within the Bloomsbury Conservation Area. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The listed status and location in a conservation area impose two additional statutory tests.
- 6.1.3 Relevant policies in the development have been identified and assessed. It is concluded that the proposed development is compliant with the provisions of the development plan. The impact on the listed building has also been assessed. The harm to the significance of the listed building, both individually and as part of the group is considered to be less than substantial and when weighed against the public benefits of securing the optimum viable use of the property is considered to be an acceptable one and therefore policy compliant.
- 6.1.4 In terms of the impact on the conservation area this has been considered. The proposal is considered to leave the character and appearance of the conservation area unharmed and therefore meet the statutory requirements for development proposals in a conservation area.
- 6.1.5 Material considerations in the form of the National Planning Policy Framework and Camden Planning Guidance in respect of rear extensions have also been considered. The proposed development is considered compliant with the policies in the Framework and therefore promoted as a sustainable development and one that benefits from the presumption in favour of sustainable development that is the central tenet of the Framework.
- 6.1.6 The proposed rear extensions have been designed to adhere to the Camden Planning Guidance design principles for rear extensions, where appropriate and relevant.
- 6.1.7 It is therefore concluded that the proposed development represents a sensitive development which will enhance the listed building; leave the character and appearance of the conservation area unharmed and is compliant with relevant development plan policies. It is considered compliant with the Framework and Camden Planning Guidance. The proposed development therefore qualifies as a form of sustainable development which can benefit from the presumption in favour of sustainable development and for which a grant of planning and listed building consent is considered fully justified.

