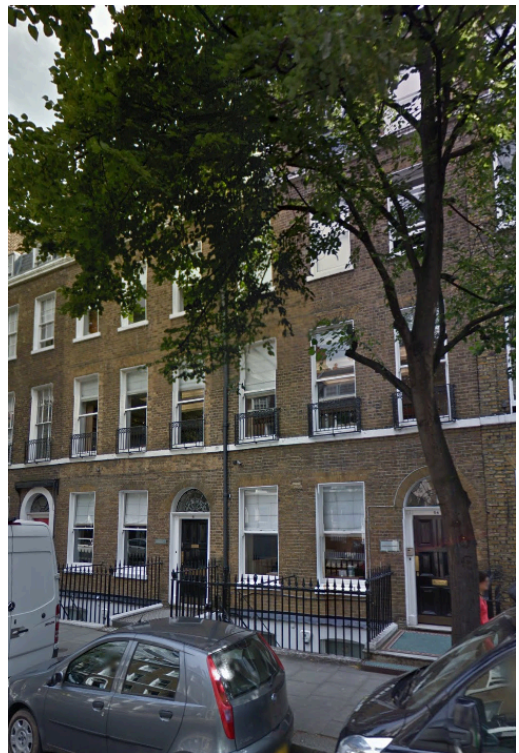


53-54 Doughty Street  
London, WC1

Heritage Appraisal



June 2017

Portico Heritage Ltd

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## 1 Introduction

- 1.1 This report has been prepared to support an application for Listed Building Consent for proposed works at 53-54 Doughty Street, WC1.

### Purpose

- 1.2 The purpose of the report is to outline the buildings' background and history and identify their significance as heritage assets.
- 1.3 This report should be read in conjunction with the drawings prepared by Fletcher Priest Architects.

### Organisation

- 1.4 This introduction is followed by a history and description of the buildings and their context, followed by an analysis of heritage significance in Section 2. Section 3 analyses the heritage significance of the building and its context. Section 4 sets out the national and local policy and guidance relating to the historic environment that is relevant to this matter. An outline of the proposals and their effect on heritage significance is provided in Section 5 with consideration of the proposals against policy in Section 6. Appendices contain the list description.

### Author

- 1.5 The author of this report is Nick Collins BSc (Hons) MSc MRICS IHBC. Nick has over twenty years experience in the property sector, including most recently as a Director of the Conservation Team at integrated design consultants, Alan Baxter & Associates. Nick spent nine years at English Heritage as Principal Inspector of Historic Buildings & Areas where he led a specialist team of historic building inspectors, architects, and archaeologists on a wide range of heritage projects in East & South London. Previously Conservation Officer at the London Borough of Bromley, Nick began his career at international real estate consultancy Jones Lang LaSalle as a Chartered Surveyor. This experience has given Nick an in-depth understanding

of the property industry, listed building and planning process, heritage policy and guidance and funding bodies.

- 1.6 Historical research for this report was undertaken by Dr Ann Robey FSA, a conservation and heritage professional with over twenty years experience. She has worked for leading national bodies as well as smaller local organizations and charities. She is a researcher and writer specialising in architectural, social and economic history, with a publication record that includes books, articles, exhibitions and collaborative research.

## 2 The site and its context

- 2.1 The Doughty estate in the south-east of Bloomsbury was part of extensive lands owned by the Doughty and Tichborne families, much of which was outside London.<sup>1</sup> It remained agricultural well into the last quarter of the 18<sup>th</sup> century, as Roque's Map of London clearly shows (see Figure 1). It was not developed until after 1790.

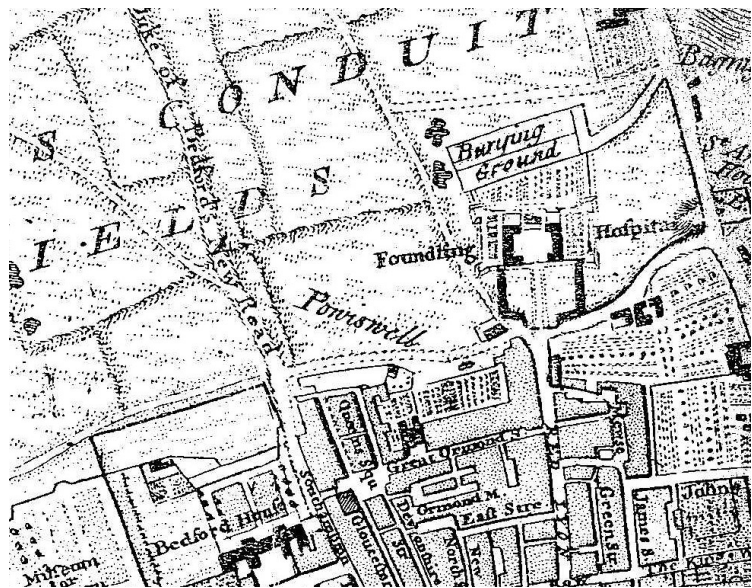


Figure 1: Rocque's Map of London in 1769

- 2.2 Despite its impressive overall uniform appearance today, the wide and leafy Doughty Street (originally known as Upper John Street), was built up gradually over about 30 years beginning in 1792.<sup>2</sup> It was named after the landowner Henry Doughty of Bedford Row, who began the development when the Foundling Hospital (which had been built in 1745-53), extended Guilford Street eastwards over his land. In fact, the residential development of the adjacent Foundling Estate was the main impetus for building Doughty Street.<sup>3</sup> Two grand

<sup>1</sup> 'The Foundling Hospital and Doughty Estates', in *Survey of London: Vol.24, the Parish of St Pancras, Part 4: King's Cross Neighbourhood*, Walter H. Godfrey and W McB. Marcham, (1952), (eds.) pp. 25-55 (henceforth *Survey of London*)

<sup>2</sup> S. Denford & D. A. Hayes, *Streets East of Bloomsbury*, (2008), p.47

<sup>3</sup> Plans for the development of the Foundling Hospital Estate had been originally drawn up in 1790 by Samuel Pepys Cockerell (architect and surveyor to the Hospital) and

squares were planned at the heart of the Foundling Estate flanking the existing Hospital buildings – these were Brunswick Square and Mecklenburg Square.<sup>4</sup>

- 2.3 The northern end of Doughty Street, which lies in the Foundling Estate, was completed by 1810. Greenwood's Map of 1830 shows the completed squares at the centre of the Foundling Estate, as well as the recently completed Doughty Street (see Figure 2).

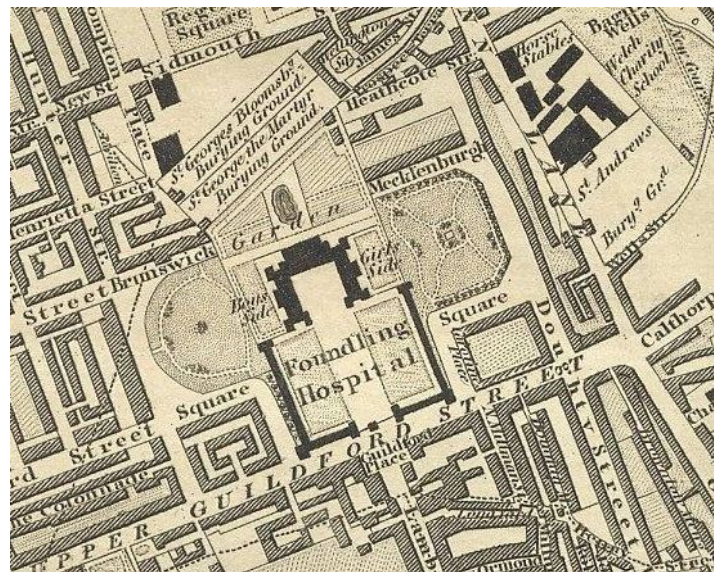


Figure 2: Greenwood's Map of London showing the completed development (surveyed 1824 to 1826, with additions to 1830)

- 2.4 The progress of the building of Doughty Street is reflected in the rate books that survive for the borough of St. Pancras. There were thirteen houses in 1801, forty-two in 1808, and sixty-two (the entire street) in 1820. The first leases were granted in 1792. In 1799–1800 building leases were granted for the completion of the south part of the west side of the street to John Wilson of Princes Street, Bedford Row, George Soward of Tottenham Court Road, Stephen Cosser of Millbank, Westminster, Thomas Curtis of Frith Street, and George Hornby of Great James Street. The south part of the east side of the street was not completed until 1807–09, when leases were granted to

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building began almost immediately, with James Burton (the most important developer of his day) taking leases on many parts of the land

<sup>4</sup> *Survey of London*, Vol. 24, (1952) pp. 25-55

John Wilson, Joseph Wigg, John Long of Christ's Hospital, and John Lovell of Red Lion Street.<sup>5</sup>

- 2.5 The street is numbered continuously, Nos. 1–19, on the west from Roger to Guilford Street, Nos. 20–28 (now destroyed) from the latter to Mecklenburgh Square, Nos. 29–38 from the square to Guilford Street, and Nos. 39–62 south of this on the east side.<sup>6</sup> The properties that make up Doughty Street Chambers, comprise Nos. 10-11 located on the western side of Doughty Street, and Nos. 53-54 which are on the eastern side.
- 2.6 The long-terraced ranges in Doughty Street comprise flat-fronted dark brick houses, three-bays wide with plenty of variety in the balconies, fanlights and door cases.<sup>7</sup> The entrance doorways are chiefly semicircular-headed, with plaster reveals. The houses were built with a basement, ground and two main upper floors, plus a mansard attic storey.
- 2.7 These Georgian houses typify early 19<sup>th</sup> century design and their widespread survival in this part of Bloomsbury is down to the concerted efforts of the Historic Buildings Division of the London County Council (later the Greater London Council), which placed building preservation orders on over 200 houses between 1959 and 1961. Doughty Street and nearby John Street and Bedford Row, are amongst the best preserved Georgian terraces in London.<sup>8</sup>

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<sup>5</sup> *Survey of London*, Vol. 24, (1952) pp. 25-55

<sup>6</sup> *ibid*

<sup>7</sup> Bridget Cherry & Nikolaus Pevsner, *The Buildings of England, London 4: North*, (2001), p.332

<sup>8</sup> John Summerson, *Georgian London*, (1988) p.304



Figure 3: nos. 50-57 Doughty Street in 1952 [© City of London: London Metropolitan Archives Collage Image 106864]

- 2.8 In the 19<sup>th</sup> century, it was an exclusive residential street and had gates at either end to restrict entry, which were manned by gate-keepers. For much of the 19<sup>th</sup> century, the large houses (with c.17 rooms), were family homes for the professional middle classes, and many were occupied by legal professionals as the street was so close to the Inns of Court.
- 2.9 Well-known residents included the writer Charles Dickens who lived at No. 48 for much of the 1830s, at a time that he published *Pickwick Papers*, *Oliver Twist* and *Nicholas Nickleby*.<sup>9</sup>
- 2.10 Novelist and dramatist, Edmund Yates lived at No. 43 in the 1850s and recorded memories of the house and street in his memoirs, including the following, 'It was a broad, airy, wholesome street - none of your common thoroughfares, to be rattled through by vulgar cabs and earth-shaking Pickford's vans; but a self-included property, with a gate at each end, and a lodge with a porter in a gold-laced hat and the Doughty arms on the buttons of his mulberry coat, to prevent any one, except with a mission to one of the houses, from, intruding on the exclusive territory'.<sup>10</sup>

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<sup>9</sup> *Survey of London*, Vol. 24, (1952) pp. 25-55

<sup>10</sup> Edmund Yates, *His Recollections and Experiences*, (1885), p. 181



- 2.11 No. 53 was the home of Bloomsbury builder and developer Thomas Cubitt from 1837-1849. He had his workshop and builders yard nearby at No. 37 Gray's Inn Road.
- 2.12 The entire estate was sold off in 1921.<sup>11</sup> In the sales catalogue of the same date the Doughty Street houses were described as principally used 'for private residential purposes or as apartment houses ... the demand for such is great, and there is invariably a long waiting list for accommodation'.<sup>12</sup> The street was described as 'broad and quiet', despite being in central London. It was said that for those reasons the houses were being 'acquired as offices for professional men for which they are eminently adapted'.<sup>13</sup>

#### 53 & 54 Doughty Street



Figure 4: Nos. 53&54 Doughty Street

- 2.13 From 1837-1849, the builder and speculative developer Thomas Cubitt occupied No. 53, perhaps emphasizing the high quality and good design of these houses. In 1921, No. 53 was described as a well-built Terrace House with a

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<sup>11</sup> Joseph Henry Bernard Doughty Tichborne, *The Doughty Estate, Holborn* (1921)

<sup>12</sup> Camden Local Studies and Archives Centre, *The Doughty Estate Third Sale* (1921) The third sale included Nos. 53-54 Doughty Street and included a full description of the houses. Unfortunately, the first to second, and fourth to fifth sales catalogues have not been seen and similar details for Nos. 10-11 Doughty Street have not been discovered

<sup>13</sup> *Ibid* – the sale catalogue also added it would be highly profitable to replace the existing houses with blocks of modern residential flats. Fortunately, this did not happen.

frontage of 20ft. 6ins and a depth of 116 ft. It was rented out at the low rent of £55 per annum, on a full repairing lease running until 1935. The real rental value was £150 per annum.<sup>14</sup> The house was laid out in the following manner: the third and second floors contained 7 rooms and these were self-contained, with a separate entrance door. On the first floor was a large front room and a back room, on the half-landing was a small office and on the ground floor and basement there were more offices and various domestic facilities. The house was fitted with electric light.<sup>15</sup> In 1922 it was advertised for rent, and described as a private house with 17 rooms, and suitable for use as 'offices, club or private residence'.<sup>16</sup>

- 2.14 In 1922, No. 54 was held on a full repairing lease which ran until 1951, at a rent of £62 p a., although it was estimated that the true rental ought to have been £150 p.a. The house had 17 rooms plus bathrooms, WC's and a yard. A feature of the house was given special note in the Sales Catalogue – 'The Entrance Hall is of polished panelling, with a Dome Ceiling, and there is a tiled floor'.<sup>17</sup> This remained in situ in 1960, see Figure 5.

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<sup>14</sup> Camden Local Studies and Archives Centre, *The Doughty Estate Third Sale* (1921)

<sup>15</sup> Camden Local Studies and Archives Centre, *The Doughty Estate Third Sale* (1921)

<sup>16</sup> *The Times*, 4 Mar 1922

<sup>17</sup> Camden Local Studies and Archives Centre, *The Doughty Estate Third Sale* (1921)



Figure 5: No.54 Doughty Street in 1960 [© City of London: London Metropolitan Archives Collage Image 106760]

- 2.15 By 1954, both Nos. 53 and 54 were in the ownership of Society of Lithographic Artists.<sup>18</sup> The Society had purchased No. 53 in 1953, and needed the premises for overflow office accommodation for staff working in overcrowded conditions at No. 54 Doughty Street, which the Society had owned for some years.<sup>19</sup>
- 2.16 They proposed works that would link the premises for ‘ease of administration’, and would involve the opening of a party wall at the front in the basement to create a large meeting room. On the ground floor alterations and additions were to be made at the rear to form a large meeting room, including the opening up of the party wall. On the first and second floors, the party wall was also opened and partitioning was added to form new offices. On the second floor at No. 55, the stairs going up to the third floor were removed. On the third floor, self-contained living accommodation was formed, plus two offices in No. 54.

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<sup>18</sup> Camden Local Studies and Archives Centre, Drainage Plans (1954)

<sup>19</sup> Camden Local Studies and Archives Centre, Drainage Plans (1954)

- 2.17 All the designs were made by T.J. Denny, FRIBA of Watford. Any alterations to the elevation were to have new brickwork to match the existing London stocks.<sup>20</sup>
- 2.18 In 1961, T.J. Denny was again employed to design the one-storey meeting room extension that was added to the rear of No. 54. It extended across part of the rear of No. 53 (see Figure 6). It replaced a smaller meeting room that extended to the same width across the two properties, but was smaller in length.

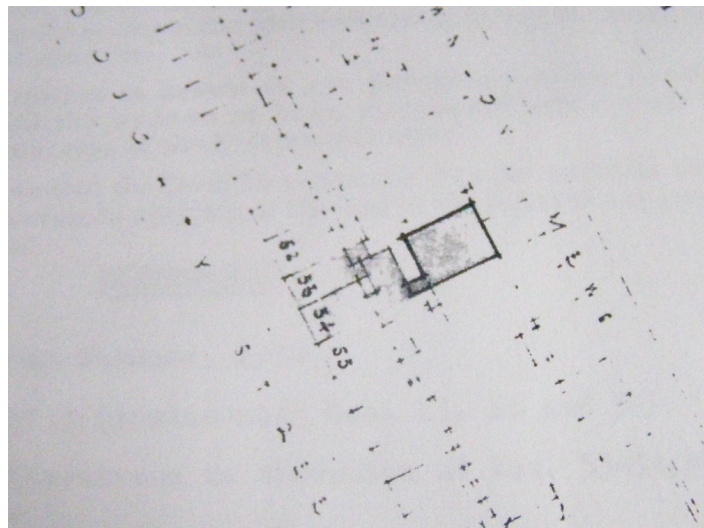


Figure 6: Plan of extension at No.54 built in 1961

- 2.19 In 1960, the third floor of No. 54 was altered to match that which already existed at No. 55. This involved the removal of the mansard and the building up of the front to form a third floor with flat gauged arches and the windows in recess with double-hung arches.<sup>21</sup>
- 2.20 Over the years, minor internal and external alterations have been made to Nos. 53-54 Doughty Street. Many have been superficial, relating to putting in air conditioning, providing disabled access and fitting security cameras and sub-division of rooms to create more offices.

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<sup>20</sup> Camden Local Studies and Archives Centre, Drainage Plans (1954)

<sup>21</sup> Camden Planning online 69277/11970

### 3 The heritage significance of the site and its context

#### The relevant heritage assets

- 3.1 In terms of the assessment of proposals for 53-54 Doughty Street, the designated heritage assets most relevant to considering the effect of the scheme are the Grade II listed buildings themselves and the Bloomsbury Conservation Area. The effect of the proposed scheme on this will be first and foremost on the special architectural or historical interest of the listed buildings. As the proposed works are entirely internal it is not anticipated that they will have any effect on the character or appearance of the conservation area.

#### Assessing heritage significance

- 3.2 53-54 Doughty Street and the Bloomsbury Conservation Area are 'designated heritage assets', as defined by the National Planning Policy Framework (the NPPF). Buildings recognised as making a positive contribution to the conservation area would be considered as 'undesigned heritage assets'.
- 3.3 'Significance' is defined in the NPPF as 'the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic'. The Historic England 'Planning for the Historic Environment Practice Guide' puts it slightly differently – as 'the sum of its architectural, historic, artistic or archaeological interest'.
- 3.4 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (Historic England, April 2008) describes a number of 'heritage values' that may be present in a 'significant place'. These are evidential, historical, aesthetic and communal value.
- 3.5 Historical value is described as being illustrative or associative. 'Conservation Principles' says that:
- Illustration depends on visibility in a way that evidential value (for example, of buried remains) does not. Places with illustrative value will normally also have evidential

value, but it may be of a different order of importance... The illustrative value of places tends to be greater if they incorporate the first, or only surviving, example of an innovation of consequence, whether related to design, technology or social organisation.

‘Historic interest’ or ‘Historical value’

- 3.6 53-54 Doughty Street, the listed (and unlisted) buildings nearby, and their relationship to one another and the Bloomsbury Conservation Area collectively illustrate the development of this part of London. They tell us about the nature of the expansion of London in the 18<sup>th</sup> century, the suburbanisation of previously open land by means of estate development to the east of the late 17<sup>th</sup> century development around Covent Garden, the nature of society at the time and the market for such residential development, and about how the housing built in the 18<sup>th</sup> century was adapted and changed to suit occupation in the Victorian and Edwardian periods. It tells us also about social and commercial transformations during the late 19<sup>th</sup> and 20<sup>th</sup> century, and about the dynamics of post-war change and its effect on older buildings. The area and its buildings are a record of social and economic change and lifestyles in various periods, and illustrate the effect these things had on the historic building stock and urban grain.
- 3.7 In terms of Historic England’s ‘Conservation Principles’ the listed buildings and conservation area provide us with ‘evidence about past human activity’ and, by means of their fabric, design and appearance, communicate information about their past. Subsequent alteration, demolition and redevelopment has not removed the ability of the older townscape and intact historic buildings to do this and this is particularly the case along Doughty Street; the Bloomsbury Conservation Area and its listed buildings clearly retain sufficient historic character and appearance to convey the area’s historical ethos.
- 3.8 Despite the many changes that are described earlier in this report, the subject listed buildings, externally and internally, retain their ability to convey this historical value. In fact, the presence of different phases of work

together in each building is part of their special historic interest, providing evidence about the historical changes that occurred to them over time.

- 3.9 The area has a number of important associations – such as Charles Dickens (No.48) and Edmund Yates (No.43) and most specifically the builder and developer and builder Thomas Cubitt at No.53.

‘Architectural interest’, ‘artistic interest’ or ‘aesthetic value’

- 3.10 It is clear that the Bloomsbury Conservation Area and the subject buildings have ‘architectural’ and ‘artistic interest’ (NPPF) or ‘aesthetic value’ (‘Conservation Principles’). In respect of design, ‘Conservation Principles’ says that ‘design value... embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship’.
- 3.11 The part of the Bloomsbury Conservation Area in the vicinity of Doughty Street possesses these heritage values to a considerable degree. The most important contributing element of the aesthetic significance of the area is the surviving uniformity of the Georgian streetscape.
- 3.12 The special architectural and historic interest of Nos 53-54 Doughty Street as listed buildings lies principally in their Georgian architectural style as altered, changed and amended in later phases of intervention. As is typical of properties of this type and age, each property has had a number of interventions over time that have altered its original form or detailing and each reflect a slightly different style or interpretation internally – none of which is readily obvious externally.
- 3.13 This is typical of buildings of this type and age and whilst is important in the evolution of the building also reflects the ever-evolving nature of the properties to meet changing needs and uses.
- 3.14 No.54 Doughty Street has a particularly fine entrance hall/passage with additional decorative details such as the brass inlay to the stair rail.

- 3.15 The building (as do they all) retains its historic coving to the principal rooms at ground and first floor and its broad plan form.
- 3.16 However, during the 20<sup>th</sup> century it was extended to the rear, with changes also made to incorporate a level access WC. The fine mosaic floor has been covered, fireplaces lost at ground floor, and a suspended ceiling inserted into the centre of each of the rooms. A false chimney breast has been added to the rear ground floor room at No.54 and a wide opening made to provide access to the later single storey extension. At basement level the building has been 'knocked through' to No.53 to provide an entirely open space. These alterations have had a detrimental impact on the significance of the buildings.
- 3.17 The listed buildings near 53-54 Doughty Street have, by definition, special architectural and historic interest however these proposals will have no impact on that interest.



## 4 The policy context

- 4.1 This section of the report briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment.

### Legislation

- 4.2 The legislation governing listed buildings and conservation areas is the Planning (Listed Building and Conservation Areas) Act 1990. Section 66 (1) of the Act requires decision makers to ‘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’ when determining applications which affect a listed building or its setting. Section 72(1) of the Act requires decision makers with respect to any buildings or other land in a conservation area to pay ‘special attention...to the desirability of preserving or enhancing the character or appearance of that area’.

### The National Planning Policy Framework

- 4.3 In March 2012, the Government published the new National Planning Policy Framework (NPPF), which replaced Planning Policy Statement 5: ‘Planning for the Historic Environment’ (PPS5) with immediate effect.
- 4.4 The NPPF says at Paragraph 128 that:
- In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
- 4.5 A description and analysis of the heritage significance of 53-54 Doughty Street and their context is provided earlier in this report.
- 4.6 The NPPF also requires local planning authorities 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'.

4.7 At Paragraph 131, the NPPF says 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.

4.8 Paragraph 132 advises local planning authorities 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. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting'.

4.9 The NPPF says at Paragraph 133 'Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Good design is indivisible from good planning.' Paragraph 133 says:

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.

- 4.10 Paragraph 134 says 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, including securing its optimum viable use.
- 4.11 Further advice within Section 12 of the NPPF urges local planning authorities to take into account the effect of an application on the significance of a non-designated heritage asset when determining the application. It says that ‘In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.
- 4.12 Paragraph 137 of the NPPF advises local planning authorities to ‘look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably’.
- 4.13 Paragraph 138 says that:
- Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133

or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

#### Planning Practice Guidance

4.14 In 2014 the government published new streamlined planning practice guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled 'Conserving and Enhancing the Historic Environment'. It is subdivided into sections giving specific advice in the following areas:

- Historic Environment Policy and Legislation
- Heritage in Local Plans
- Decision-taking: Historic Environment
- Designated Heritage Assets
- Non-Designated Assets
- Heritage Consent Processes and
- Consultation Requirements

#### Historic England's Good Practice Advice in Planning Notes

4.15 The NPPF incorporates many of the essential concepts in Planning Policy Statement 5 'Planning for the Historic Environment'. PPS5 was accompanied by a 'Planning for the Historic Environment Practice Guide', published by English Heritage 'to help practitioners implement the policy, including the legislative requirements that underpin it'. In the light of the introduction of the NPPF, Good Practice Advice notes 1, 2 and 3 supersede the PPS 5 Practice Guide, which was withdrawn on 27 March 2015. These notes are:

- Historic Environment Good Practice Advice in Planning Note 1: The Historic Environment in Local Plans
- Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment
- Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets

#### Camden Council's Local Development Framework

4.16 Camden Council adopted its Core Strategy and Development Policies on 8 November 2010. Core Strategy Policy CS14 deals with 'Promoting high quality places and conserving our heritage' and says:

'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'.

4.17 The commentary to the policy says:

'Our overall strategy is to sustainably manage growth in Camden so it meets our needs for homes, jobs and services in a way that conserves and enhances the features that make the borough such

an attractive place to live, work and visit. Policy CS14 plays a key part in achieving this by setting out our approach to conserving and, where possible, enhancing our heritage and valued places, and to ensuring that development is of the highest standard and reflects, and where possible improves, its local area'

4.18 It goes on to say:

'Development schemes should improve the quality of buildings, landscaping and the street environment and, through this, improve the experience of the borough for residents and visitors'

4.19 Regarding Camden's heritage, the Core Strategy refers to Policy DP25 in Camden Development Policies as providing more detailed guidance on the Council's approach to protecting and enriching the range of features that make up the built heritage of the borough.

4.20 Policy DP25 is as follows:

#### Listed Buildings

To preserve or enhance the borough's listed buildings, the Council will:

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.

#### Archaeology

The Council will protect remains of archaeological importance by ensuring acceptable measures are taken to preserve them and their setting, including physical preservation, where appropriate.

#### Other heritage assets

- 4.21 The Council will seek to protect other heritage assets including Parks and Gardens of Special Historic Interest and London Squares

## 5 The proposed development and its effect

- 5.1 This section of the report describes the proposal and its effect on the heritage significance described earlier. The proposed scheme is illustrated in the drawings prepared by Fletcher Priest.

### The proposed scheme

- 5.2 The proposed works have been designed to be sympathetic to, and work in harmony with, the significance of the listed buildings. They represent a balanced approach to improving the accommodation for Doughty Street Chambers and restoring key elements of the buildings – in particular within No.54, the Chambers' main reception building.
- 5.3 The majority of proposed works would be in areas of least significance within the listed buildings. Changes to partition walls and insertion of a tea point within the later 20<sup>th</sup> century rear extension at No.54 Doughty Street will have no impact on the significance of the listed buildings, and refurbishment of the level-access WC at No.54 and the male and female facilities in No.53, can be regarded as a public benefit for visitors to the building.
- 5.4 At lower ground level at 53-54 Doughty Street it is proposed that the space will be reconfigured into more cellular accommodation and the windows to the front lightwell will be revealed after many years boarded up.
- 5.5 The extent of the alterations made in the basement already, including a late 20<sup>th</sup> century suspended ceiling, mean that the space has lost most of its historic and architectural significance, therefore change is much less sensitive. That said, these proposals - such as the more cellular layout and opening up of the windows - should be regarded as positively beneficial improvements to the listed buildings.
- 5.6 Whilst the two rooms at ground floor retain their broad proportions and historic coving, they have been subject to considerable inappropriate change, including the loss of



their fireplaces, insertion of a false chimney breast in the rear room and suspended ceilings.

- 5.7 It is proposed that these alterations will be reversed, with the removal of the suspended ceilings and the false chimney breast. Subject to the condition of the existing ceiling beyond, it will be made good and redecorated, assuming its condition is repairable. If not, the existing ceiling will be replaced with like for like materials. Likewise, if the original coving to the chimney breast is missing it will be replaced like for like to match the existing.
- 5.8 The existing mosaic floor in the hall of No.54 is to be carefully cleaned from carpet adhesive, made good to an approved method and carried out by an experienced professional.
- 5.9 Externally cabling will be rationalised to improve the visual appearance of the building and will include the repainting of wood and ironwork.

#### Summary

- 5.10 The proposals, taken as a package of works, are largely benign – mainly focussed on areas of the listed buildings of least or no significance such as the rear modern extension and the basement. Where the works impact on the more historic parts of the building the works will better reveal its significance in a positive manner.
- 5.11 On balance, we believe that the proposals should be seen as having an overall beneficial impact on the listed buildings.

## 6 Compliance with policy and guidance

- 6.1 This report has provided a detailed description and analysis of the significance of 53-54 Doughty Street and their heritage context, as required by Paragraph 128 of the National Planning Policy Framework. In addition, the report also describes how the proposed scheme will affect that heritage significance. The effect is positive, and for that reason, the scheme complies with policy and guidance.

The level of 'harm' caused by the proposed scheme

- 6.2 As outlined in Section 4, the NPPF identifies two levels of potential 'harm' that might be caused to a heritage asset by a development: 'substantial harm...or total loss of significance' or 'less than substantial'. Both levels of harm must be caused to a *designated* heritage asset – in this instance, 53-54 Doughty Street, other listed buildings and the Bloomsbury Conservation Area and their settings.
- 6.3 The proposed scheme, in our considered view, preserves the special architectural and historic interest of the listed buildings and the character and appearance of the Bloomsbury Conservation Area, and thus complies with S.66(1) and S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. It does not lead to 'substantial' harm or any meaningful level of 'less than substantial' harm to the listed buildings or any other heritage assets. The proposals provide a sensitive, considered and beneficial approach to modernising and restoring parts of the listed buildings without harming any of their remaining significance. The works will have no effect on the character and appearance of the conservation area or the setting of other listed buildings.
- 6.4 The core special architectural and historic interest of 53-54 Doughty Street remains intact and enhanced in the proposal.

The National Planning Policy Framework

- 6.5 In respect of Paragraph 131 of the NPPF, the proposed scheme can certainly be described as 'sustaining and

enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation'. It secures the 'positive contribution' that the buildings make to the Bloomsbury Conservation Area, and the setting of other listed buildings, and it preserves the essential elements of its special architectural and historic interest as a listed building.

- 6.6 The proposed scheme complies with Paragraph 133 of the NPPF - it certainly does not lead to 'substantial harm to or total loss of significance of a designated heritage asset'. It also complies with Paragraph 134 for the reasons given in detail earlier in this report – the scheme cannot be considered to harm the listed buildings or the conservation area, but rather alters them in a fashion that has a beneficial effect on overall heritage significance, reverses previous harm and enhancing surviving significance.

#### Camden's Local Development Framework

- 6.7 In positively addressing the requirements of the National Planning Policy Framework, the works also meet the policy requirements of the London Borough of Camden Local Development Framework relevant to the historic built environment.
- 6.8 In terms of Core Strategy Policy CS14 and its accompanying commentary, the proposals 'would not cause harm to the special interest of the building' or to 'the setting of a listed building'.
- 6.9 Equally, the proposals will 'preserve and enhance the character and appearance of the area'.

## Appendix A: List Description

TQ3082SE DOUGHTY STREET 798-1/96/311 (East side)  
14/05/74 Nos.39-47 AND 49-62 (Consecutive) and attached  
railings (Formerly Listed as: DOUGHTY STREET Nos.39-62  
(Consecutive))

GV II

Terrace of 23 houses, excluding No.48 which is listed separately (qv). Nos 39-46 c1792; Nos 47-62 c1807-9; terrace completed by 1820. No.62 rebuilt in facsimile since 1974. Built by J Wigg, G Slaton and J Wilson. Multi-coloured stock brick most with evidence of tuck pointing; No.45 painted. Plain stucco first-floor sill band. Slate mansard roofs with dormers except Nos 53-55 and 62. Nos 39-47, 49-52 and 56-61: three storeys, attics and dormers. Three windows each; No.39 with four windows (one blind) and three-window return to Guilford Street. Round-arched doorways with panelled or recessed pilaster-jambs, cornice-heads, most with patterned fanlights and panelled doors. Nos 44-47, 49, 51 and 52 have doorways with stuccoed surrounds; Nos 57-61, doorways with Greek Doric engaged columns carrying cornice heads with guttae. Gauged brick flat arches to recessed, mostly 2-pane sashes. Nos 49, 52, 56, 57 and 60 with cast-iron balconies to first-floor windows. Stucco cornices and blocking courses, except No.39. Most houses with original lead rainwater heads and pipes. INTERIORS: not inspected. Nos 53-55 and 62: four storeys and basements. Three windows each, No.62 with 3-window return to Roger Street, plus three-storey three-window extension. Nos 53-54, round-arched doorways with moulded jambs and lion-head stops, cornice-heads and patterned radial fanlights. No.55 has projecting round-arched, rusticated stucco portico with cornice and later C19 doorway. Patterned, half-glazed door and overlight. No.62 has return with projecting Doric porch, part-glazed doors and patterned fanlight. Gauged brick flat arches to recessed sash windows; first-floor with cast-iron balconies. Cornice, continuing from other houses in terrace, at third-floor level. INTERIORS: not inspected but Nos 53-55 noted to have stick baluster stairs. SUBSIDIARY FEATURES:

attached cast-iron railings with urn finials to areas. (Survey of London: Vol. XXIV, King's Cross Neighbourhood, Parish of St Pancras, IV: London: -1952: 50-54).

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