

**22 Theobalds Road
London WC1X 8PF**

HERITAGE STATEMENT:
Significance, Impact Assessment and Justification Statement
(Grade II Listed Building in a Conservation Area)



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Prepared for:
Fernglen Properties Limited

22 Theobalds Road: Heritage Statement

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Aim of this report

The purpose of this report is to support an Application under Section 73 of the Town and Country Planning Act (1990) at the Local Planning Authority (London borough of Camden) with regards to the proposed minor amendments following a grant of Planning Permission and Listed Building Consent for *“Internal alterations to GII listed building associated with its sub-division into 2 x studios and 1 x 3 bedroom maisonette.”* (ref: 2016/2284/P and 2016/3278/L, granted 14/06/2016).

Planning Permission and Listed Building Consent were granted in 2016 for the renovation of 22 to form 3 self-contained flats in the form of 2 studios and 1 three-bed maisonette. These applications (one as a S73 application and the other a fresh application for Listed Building Consent) propose to alter the approved works and mix to provide 2 one-bedroom flats, rather than studios, and 1 three-bedroom maisonette.

Fernglen has recently acquired 22 Theobald's Road. It has also acquired the wider terrace from 12 to 22, which is now under single ownership for the first time. Fernglen has been working with officers since the acquisition, in exploring the sensitive refurbishment of all of these properties as they have been the subject of unsympathetic and in some cases, unauthorised alteration and use in the past.

SLHA (Stephen Levrant: Heritage Architecture) was appointed to provide conservation advice and guidance to the team and to prepare supporting documents for the further minor amendments to the consented scheme.

This statement and the documents attached herein follow the same format as the extant consent. Please also see the consented documents in attachment: Heritage Statement by Tripos Architects; Heritage Impact Schedule and Heritage Impact Schedule: Photographs by Holistic.

The purpose of this Heritage Statement is to demonstrate how the proposed scheme complies with the requirements of the NPPF-National Planning Policy Framework (March 2012), the NPPG – National Planning Practice Guidance and the local policies - in respect of Heritage issues.

This Heritage and Design & Access Statement is to be read alongside the Planning statement by Daniel Watney (October 2018), Heating and Hot Water Strategy Report by MWL (October 2018) and the design drawings by Heritage Architecture (October 2018).

Introduction and setting

No 22 is a part of the terrace of No's 12-22 Theobalds Road, London WC1X, which is a Grade II listed terrace and within the Bloomsbury Conservation Area, London Borough of Camden (Figures 1 and 3).

Theobald's Road is a major east-west thoroughfare which was widened in 1877-78. On the north side of the street, Nos 12-32 (even) Theobald's Road encloses the north side of Gray's Inn Gardens.

Over time the majority of the residential townhouses were converted to other uses, in particular as offices. The properties have indeed been altered and modified over time, but not so extensively as to erode their heritage significance. The majority of the alterations and changes are interior and at the back externally. From the public realm they still appear to preserve their most significant historic features, character and appearance (Figure 2).

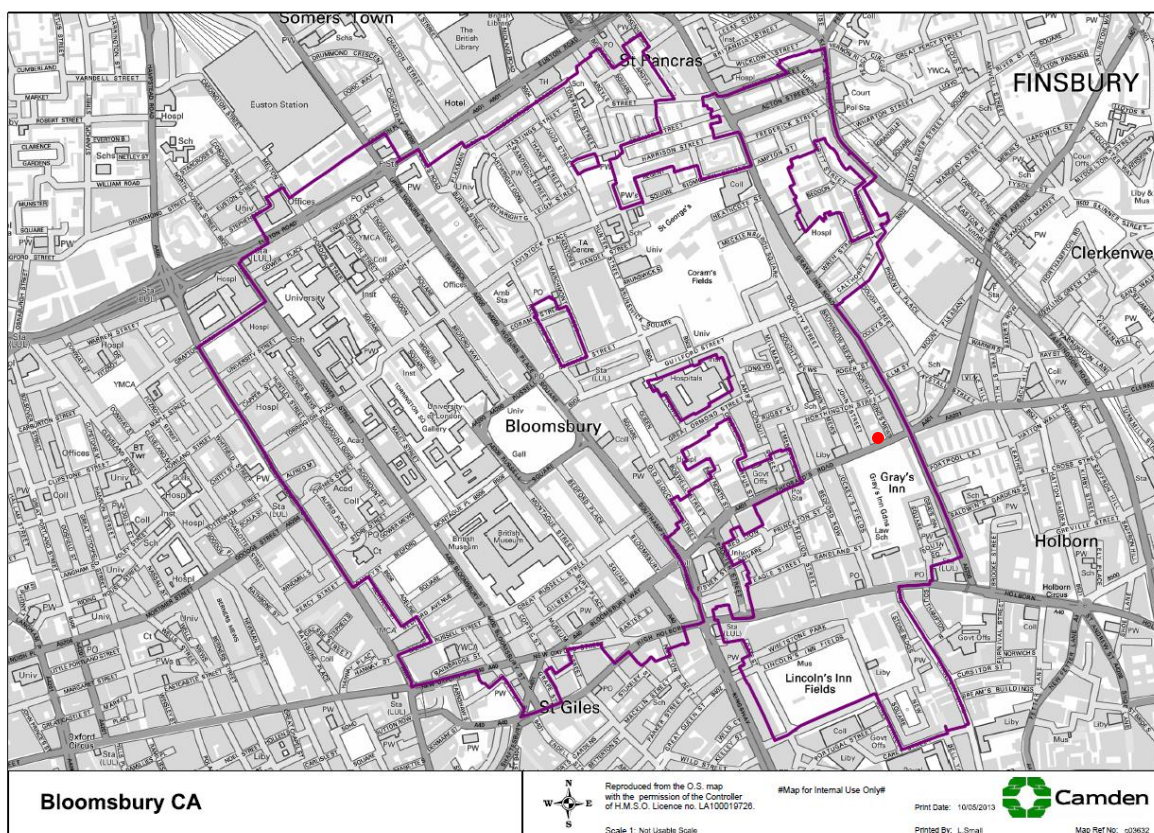


Figure 1: Bloomsbury Conservation Area Map (source: Bloomsbury Conservation Area Appraisal and Management Strategy Adopted 2011) (subject site highlighted in red)



Figure 2: No's 12-22 Theobalds Road (No 22 highlighted)

Statutory Site

No 22 Theobalds Road is statutorily listed Grade II as a part of the listed terrace and its listing description for No's 14-22 states:

“Name: NUMBERS 14-22 AND ATTACHED RAILINGS

List Entry Number: 1379005

Grade: II

Date first listed: 24-Oct-1951

TQ3081NE THEOBALD'S ROAD 798-1/101/1629 (North side) 24/10/51 Nos.14-22 (Even) and attached railings

Terraced houses. c1750, restored 1989. Multi-coloured stock brick. Stone bands at 1st and 2nd floor levels, except No.18 with stone band at 1st floor, 1st floor sill band and stone bracketed cornice at 3rd floor level. 4 storeys and basements. 3 windows each. Good wooden pedimented doorcases with Doric engaged columns carrying entablature with Greek fret frieze. No.20 with enriched consoles carrying flat hood; No.22, with pulvinated frieze and modillion cornice and pediment. All with double panelled doors, Nos 14 and 16 with fanlights. Gauged brick flat arches to recessed sashes, some reddened. Parapets. INTERIORS: not inspected. SUBSIDIARY FEATURES: attached cast-iron railings with torch flambe finials to areas. HISTORICAL NOTE: No.22 was the birthplace of Benjamin Disraeli, Earl of Beaconsfield (LCC plaque).”

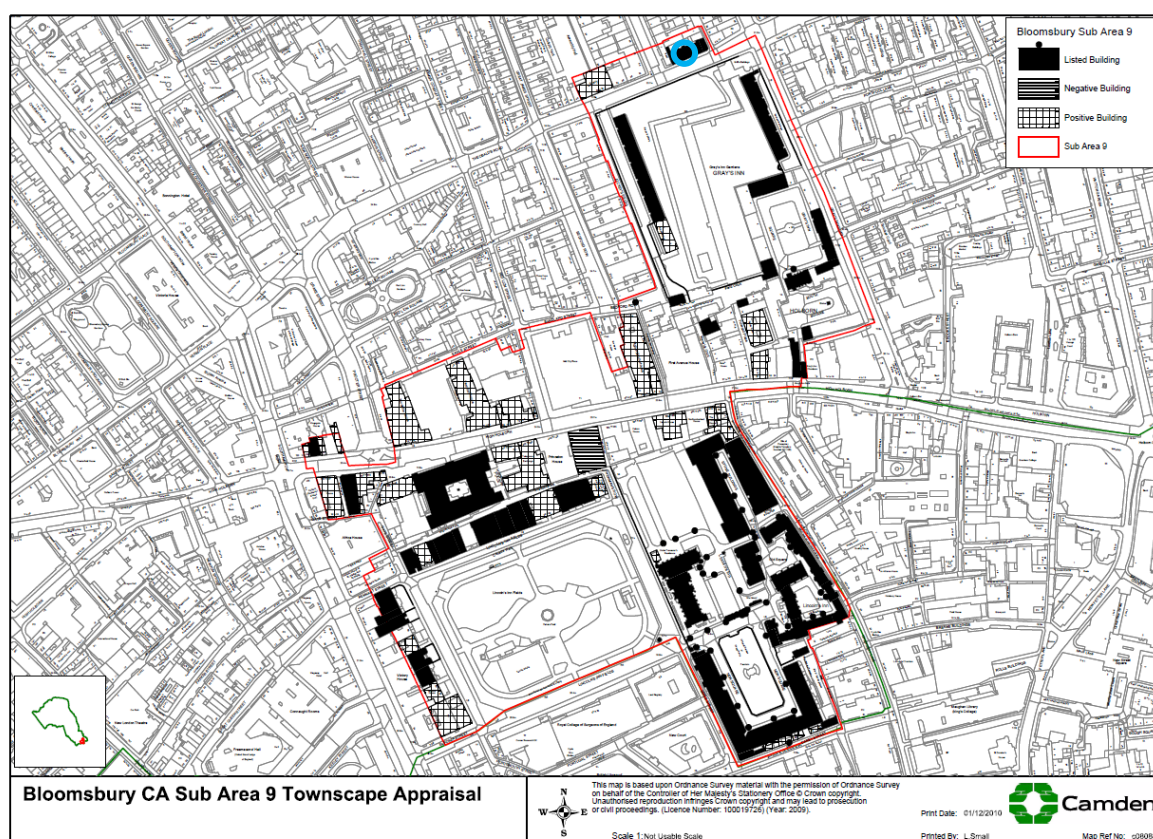


Figure 3: Bloomsbury CA Sub Area9 Townscape map (source: Bloomsbury Conservation Area Appraisal and Management Strategy Adopted 2011) (subject site highlighted in blue)

Planning History

A full planning history is provided in Appendix 1. A summary relating to No. 22 is provided in the table below:

Buildings	Application No	Date	Proposed Works	Outcome
22	2016/3278/L	14-06-2016	Internal alterations to GII listed building associated with its sub-division into 2 x studios and 1 x 3 bedroom maisonette.	Granted
22	2016/2284/P	14-06-2016	Subdivision of existing building (C3) to form 3x self-contained flats (2 x studio and 1 x 3b6p maisonette). No external alterations.	Granted subject to a Section 106 agreement
22A	2011/0703/L & 2011/0703/P	28-02-2011	Change of use from offices (Class B1) to a sports studio (Class D2) with associated internal alterations and installation of three external air handling units at basement level.	Withdrawn
22	PS9704837R2 & LS9704838R2	02-01-1998	Change of use from offices to residential, consisting 1 no. three bedroom flat, 1 no. one bedroom flat and 2 no. studio flats together with the demolition of a single storey rear addition	Granted with Conditions

22	PS9704837R1 & LS9704838R1	06-10-1997	Conversion of building to flats and removal of modern addition to rear basement. (REVISED PLANS SUBMITTED)	Withdrawn
22	PS9704837 & LS9704838	13-08-1997	Conversion of building to flats and removal of modern addition to rear basement. (Plans submitted)	Withdrawn
12-22	8970028	13-02-1989	External repairs and redecorations to front and side elevations including single storey extension (King's Mews) and part of the main roof ^*(Plans submitted).	Withdrawn
12-22	N15/6/A/25362	12-10-1977	Change of use of the third floor of 18 and 20 Theobalds Road from offices to residential and the change of use of the second floor of 22 Theobalds Road from residential to use as offices.	Permitted
12-22	-	1975	Erection of rear wing	Possibly Permitted
22	-	March 1965	Conversion of second floor to form two roomed flat	Not known; Possibly never executed
20-22	-	Jan- April 1960	Proposed alterations to the basement	Not known; Possibly never executed

Existing Building

No.22 Theobald's Road (Figure 4) was built in 1750s in a row of multi-coloured stock brick terraced houses, listed on 24th October 1951. It is a multi-unit dwelling split over four habitable floors (ground to third floor level), with one three bedrooms flat at each level.

The house is orientated South-East and sits mid-terrace within the road. The road has pedestrian and vehicle access from both approaches. The property is currently accessible from a main entrance door at the ground floor.

Many original architectural features are present throughout the house, such as original stone cantilevered staircase with decorative cast-iron balustrade, fireplaces, cornices, wall panelling, panelled doors and skirting. Please refer to consented Heritage Impact Schedule (Appendix 1) and Photographic Schedules (Appendix 2) by Holistic for further details.



Figure 4: No 22 Theobalds Road

Some of the original internal period features were damaged when interiors were modified to create smaller rooms and large rear rooms have been subdivided to create multiple bedrooms. A period staircase with decorative balustrade, that rises from ground to second floor, has been enclosed with timber partition in recent times.

Consented Scheme

The previously consented scheme comprised “*Internal alterations to GII listed building associated with its sub-division into 2 x studios and 1 x 3 bedroom maisonette.*” (ref: 2016/2284/P and 2016/3278/L, granted 14/06/2016). The scheme proposed to accommodate a large bathroom to the rear of each studio flat at ground and first floors. At second floor this room was proposed to accommodate a kitchen.

Further details of the extant consent can be found in Appendices 1-3 below.

Proposal

The proposed works that form part of the current application have arisen through re-examining the previously consented scheme (2016/2284/P and 2016/3278/L,) and undertaking further research and re-design. A further description and illustration of proposals are provided in the planning drawings by SLHA.

The proposed variations to the works as granted maintain and complement the consented 2016 scheme. A leading objective of the proposals has been to create a sympathetic interface with the historic fabric and the character of the building.

The proposed scheme consists of a number of minor internal alterations with minimal interference with the historic building fabric. The proposed works are minor in nature, discrete and not visible from the public realm.

All the amendments to the consented scheme are proposed in order to provide improved heritage benefits than the consented plans and offer a higher quality units with appropriate accommodation and facilities. The applicant's objective is to redesign flats at ground, first, second and third floor levels, to create a mix of residential units that comply with Camden Council's Space Standards and Fire Regulations.

It is proposed to create one-bedroom flats at ground and first floor levels and a three-bedroom maisonette at second and third floors. The below table illustrates the compliance of the development with Camden's Space Standards:

FLAT	Persons	Minimum floors space requirement (sq m)	Proposed floorspace (sq m)
1 (Ground Floor)	2	48	49
2 (First Floor)	2	48	49
3 (Second & Third Floor)	3	61	105

The alterations will be less intrusive to the listed building, primarily by combining bathroom and kitchen facilities in to free-standing units within the ground and first floor living spaces; to allow for the reinstatement of separate bedrooms and therefore, create 2 one-bedroom units over those floors. The 2016 scheme proposed the installation of permanent, fixed bathroom facilities in to the entirety of the front room on both floors and the combination of sleeping, dining and living facilities in to the second room to create studios. Unlike the approved scheme, this proposal will therefore be fully reversible within the rooms which are of principal heritage significance within the building. There will also be amendments to layout of the approved three-bed maisonette over the second and third floors.

As consented all the existing original features and the historic fabric are intended to be retained, revealed and repaired as necessary throughout the house. All missing architectural features are to be reinstated to match existing.

Furthermore, all historic fabric are to be carefully removed and original finishes repaired and renovated to conservation standard. Other damaged original features e.g. fireplaces, cornices, wall panelling are to be renovated to conservation standard wherever practical.

New floor finishes are proposed throughout – lightweight timber floors and carpets – due to the poor condition of the existing floor boards, which will be retained under the new floors.

In the living areas (rear room) at lower-ground, ground, and first floor levels all the proposed furniture/fittings are to be free-standing. The kitchen and shower room are located in this room as free-standing units that are designed like a piece of furniture and high-quality joinery. They do not reach the full ceiling height and are also offset from the existing walls without touching them, in order to preserve the historic plan form which will still be legible.

New integrated kitchen units, free-standing shower room and sanitary fixtures are to be fitted adjacent to the right-hand wall and installed using existing ducting and service runs where possible. New soil ducting is to be connected to the existing external soil pipe (in front of the right-hand party wall). These free-standing units will have a raised floor, installed on top of the joists that run front-to-back (opposite to the existing floor joists that run left-to-right) and the new service runs are to be installed behind, in the void between the unit and the existing wall, sitting on top of the existing floor, which minimizes any interference and impact on the historic building fabric.

All this will allow the proposed scheme to be fully reversible without any harmful impact on the historic fabric, as these free-standing units will be designed and fitted like a free-standing high-quality joinery, of lightweight materials and minimal fixing points into the building fabric.

These principal rooms are of significant interest and the floor to ceiling height in these areas is sufficient to enable introduction of a free-standing units to provide the necessary kitchen and bathroom facilities, maintaining the overall integrity, aesthetics and historic character of the rooms.

The front rooms on these levels will be reinstated into the bedrooms with all historic features repaired and revealed. Furthermore, the existing modern flush doors at second and third floor levels are going to be replaced with paneled doors to match either existing or which would be in keeping with the architecture of the building and in accordance of the hierarchical status of the floor-level as to which they are located.

The second and third floor maisonette layout largely follows the extant consent and offers a considerate response to the limitations of the listed building while providing a suitable accommodation and facilities. These levels are also of subservient significance to the grander ground and first floor and contain much less surviving decorative historic fabric and architectural features. Second floor will remain as consented and only alteration to the third floor is to slightly enlarge the front right bedroom and introduce an ensuite bathroom within.

The timber-framed partition that encloses the staircase to the communal hallway is intended to be removed to expose the original handrail and ironwork to the balustrade. Both the stone staircase and the balustrade are to be overhauled, repaired as necessary and redecorated. Refer to proposed set of drawings for details.

In order to comply with the Fire Regulations measures appropriate for the listed buildings and sympathetic to the historic fabric will be used, like intumescent strips and smoke seals to doors and intumescent paint to walls and ceilings where necessary.

It is also proposed to sensitively refurbish the exteriors of the property, which did not form part of the 2016 consented scheme. The brickwork is to be cleaned to their original palette and repaired where necessary, features such as windows and railings will be cleaned, repaired and redecorated as necessary too. There is to be a renewed lighting scheme to the front of the building which will propose a pendant light fitting under the frieze of the entrance portico. Existing CCTV system will be replaced with new cameras limited to the existing locations.

In summary, the proposed internal alterations have negligible impact on historic building fabric as no original fabric will be removed and the historical plan form will be sustained. All the repairs will be like-for-like and to conservation standards. It is, therefore, considered that proposals do not compromise the special interest of the building and its setting.

Heritage Benefits

There will be important heritage benefit through removing the partitioning and through repairing significant damage that has occurred to the listed building.

A number of heritage benefits would result from the proposed works. These include:

- Reinstatement of the original plan form and all missing architectural features throughout
- Repair and refurbishment of all existing architectural features throughout.
- Repair and cleaning of the external elevations, including the windows and railings.

These heritage benefits would enhance the special interest of the listed building through the internal and external refurbishment works. The proposed external works are proposed to enhance the character and appearance of the conservation area.

Impact Assessment

The proposed scheme consists of minor internal alterations with minimal interference with the historic building fabric. The proposed works are minor in nature, discrete and not visible from the public realm.

In summary, the proposed internal alterations have negligible impact on historic building fabric as no original fabric will be removed and the historical plan form will be reinstated. All the repairs will be like-for-like and to conservation standards. It is considered that proposals do not compromise the special interest of the building and its setting. It is also considered that self-contained units are an appropriate use for this heritage asset as it will enable removal of unsympathetic additions and partitions, reinstatement of the plan form more closely aligned with the original form and restoration of historic architectural features.

The residential accommodation that will be created will be of a good quality and will meet the requisite minimum size standards.

In judging the overall effect of the proposed alterations on the special interest of the heritage asset and the character and appearance of the conservation area, it is considered that **the overall impact would be substantial beneficial.**

Services

Most services appear to be modern and there is certainly a scope in improving them sympathetically so as to avoid clash with the historic fabric. The existing service stacks and service routes are to be retained, used and upgraded as necessary. New services will be sensitively introduced in less contentious spaces, floors/ceilings/walls void where possible and only when necessary. Refer to Services Strategy Report by MWL in Appendix 2 of this report.

Access

The site has a PTAL rating of 6b.

The property is directly accessed from the walkway on Theobald's Road and has no front garden. There is a gate and railings to enclose the lightwell and to give safe access to the staircase to the lower-ground floor.

The main entrance door level at ground floor is currently accessed by three steps from walkway level. A further step is located just underneath the door itself. It will not be possible to modify the entrance externally to introduce ramped access without compromising architectural quality and the special interest of the Listed building, therefore the steps are going to be kept as existing. However, a foldable metal ramp could be placed temporarily over the front steps should a wheelchair user require access to the ground floor accommodation. The ramp could be folded and stored within the communal entrance hall.

Conclusion

It is considered that this proposal fully complies with the relevant local and national policies in respect of the special interest of the Grade II Listed Building and provides sustainable mixed sized residences for the future.

Furthermore it is considered that these proposals provide a more suitable scheme for this building than those previously consented by retaining the original plan form, having a lesser impact on the historic fabric and retaining room uses where possible.

The proposals have been designed to cause **no harm** to the significance of the statutorily listed building. The proposed works would bring in **significant heritage benefits** through the internal refurbishment works, restoration of original floorplans and layouts and refurbishment of the external facades.

The proposals will affect largely modern unsympathetic fabric, having a minimal and positive impact on the special interest of the listed building. Whilst there will be minimal visual impact through creation of the free-standing bathrooms and kitchen pods, the original planform will be sustained and remains legible, and all historic fabric will be retained, revealed and restored. It is, therefore, considered that the heritage benefits offered by the scheme would balance out any potential impact, as they will greatly enhance an appreciation and understanding of the special interest of the listed building. These benefits include:

- Reinstatement of the original plan form and all missing architectural features throughout;
- Repair and refurbishment of all existing architectural features throughout.
- Repair and cleaning of the external elevations, including the windows and railings.

In addition, there will be no loss in the approved number of residential units. The adopted Local Plan makes no differentiation in priority between studio and one bedroom flats; and there will continue to be a mix of both small and larger homes within the scheme. For these reasons, there will be no land use policy consequence through the change in mix. There will however, be a qualitative improvement in the quality of the accommodation through the separation of sleeping from dining and living accommodation on the ground and first floors in particular.

Therefore, the proposal is considered to sustain the special historic and architectural interest of the statutorily listed building by preserving and enhancing those elements of significance that have been identified as contributing to that special interest and removing or altering those elements which are detrimental to that interest. It is therefore concluded that the proposed works satisfy the relevant clauses of the NPPF. These are consistent with the spirit of local, regional and national policies and conservation principles.

Appendix 1: Planning History

A detailed planning history of the subject buildings is provided below. The earliest records of planning and listed building applications for the subject buildings available online date from 1977, however a number of applications were traced from the local archives and have also been summarily listed in the table below .

Buildings	Application No	Date	Proposed Works	Outcome
22	2016/3278/L	14-06-2016	Internal alterations to GII listed building associated with its sub-division into 2 x studios and 1 x 3 bedroom maisonette.	Granted
22	2016/2284/P	14-06-2016	Subdivision of existing building (C3) to form 3x self-contained flats (2 x studio and 1 x 3b6p maisonette). No external alterations.	Granted subject to a Section 106 agreement
22A	2011/0703/L & 2011/0703/P	28-02-2011	Change of use from offices (Class B1) to a sports studio (Class D2) with associated internal alterations and installation of three external air handling units at basement level.	Withdrawn
18	2008/2834/L	12-06-2008	Internal alterations associated with change of use of top floor from residential use (Class C3) to office use (Class B1).	Granted
18	2008/2340/P	12-06-2008	Change of use of top floor from residential unit (Class C3) to office use (Class B1).	Granted
14-16	2005/1735/L	19-07-2005	The formation of an internal ground floor level doorway between No.14 & No.16 Theobalds Road.	Granted
12-18	PSX0105017	04-01-2002	Installation of 3 air conditioning units and associated louvred screening on flat roof at rear of No. 12, including ladder access to rear roof, as shown on drawing numbers; Acoustic report; 23-00-s/1; 23- 00-19C; 26; 27C; 28A; 29A.	Granted
12-18	LSX0104896	04-01-2002	Internal refurbishment of the existing offices and ancillary residential of nos 12 and 14 including the installation of a new staircase, installation of 3 No. air conditioning units and associated louvred screening on the flat roof at rear of no 12, including ladder access to rear roof; installation of stainless-steel restraints at parapets to nos 12 - 18; installation of fixed ladder access to all roofs	Granted with conditions
22	PS9704837R2 & LS9704838R2	02-01-1998	Change of use from offices to residential, consisting 1 no. three bedroom flat, 1 no. one bedroom flat and 2 no. studio flats together with the demolition of a single storey rear addition	Granted with Conditions
22	PS9704837R1 & LS9704838R1	06-10-1997	Conversion of building to flats and removal of modern addition to rear basement. (REVISED PLANS SUBMITTED)	Withdrawn
22	PS9704837 & LS9704838	13-08-1997	Conversion of building to flats and removal of modern addition to rear basement. (Plans submitted)	Withdrawn

20	9000478	05-10-1990	Provision of connecting door openings between Nos.18 and 20 Theobalds Road on the ground and second floors. (REVISED Plans submitted).	Permitted Development
20	9070179	05-10-1990	The formation of openings in the party wall with No.18 at basement and second floor levels as shown on drawing number 101936/1 revised by letters dated 20th June 1991 and 2nd July 1991.	Granted
12-22	8970028	13-02-1989	External repairs and redecorations to front and side elevations including single storey extension (King's Mews) and part of the main roof ^*(Plans submitted).	Withdrawn
20	8570146	10-05-1985	Erection of demountable partition in second floor room (rear). ^As shown on your 1 unnumbered drawing.	Granted
12-14	N/15/6/A/1944	07-06-1978	The erection of partitions on the ground, first, second and third floors and the formation of an opening in the party wall between the ground floor rear rooms (works already carried out).	Permitted
12-22	N15/6/A/25362	12-10-1977	Change of use of the third floor of 18 and 20 Theobalds Road from offices to residential and the change of use of the second floor of 22 Theobalds Road from residential to use as offices.	Permitted
12, 14; 16, 18	-	1976	Alterations to all floors (internal) and erection of rear wing	Possibly Permitted
12-22	-	1975	Erection of rear wing	Possibly Permitted
22	-	March 1965	Conversion of second floor to form two roomed flat	Not known; Possibly never executed
12	-	April 1961	Proposed bathroom	Not known
20-22	-	Jan- April 1960	Proposed alterations to the basement	Not known; Possibly never executed
14- 18	-	Oct 1958	Proposed internal alterations	Not known
16	-	September 1950	Proposed new lavatories to No. 16 Basement	Not known
12	-	1939	New lavatory and other alterations	Not known
12	-	July 1899	Drainage works at basement level	Not known
14	-	1895	Drainage works at basement level	Not known
	-	September 1893	Drainage works at basement level	Not known
16-18	-	September 1892	Drainage works at basement level	Not known

Appendix 2: Map Progression

The following section provides a progression of historic maps from 1746 to the present day, illustrating the development of the area. Nos. 14-22 Theobalds Road built in the late 18thC and No. 12 built in the early 19thC are seen in all these maps except John Rocque's Map. These subject buildings have been outlined in red.

The following maps are presented in the section below:

- John Rocque's 1746 Map
- 1851 OS Map
- 1874 OS Map
- 1895 OS Map
- 1916 OS Map
- 1937 OS Map
- 1952 OS Map
- 1963-33 OS Map
- 1973 OS Map
- Contemporary OS Map

John Rocque's 1746 Map

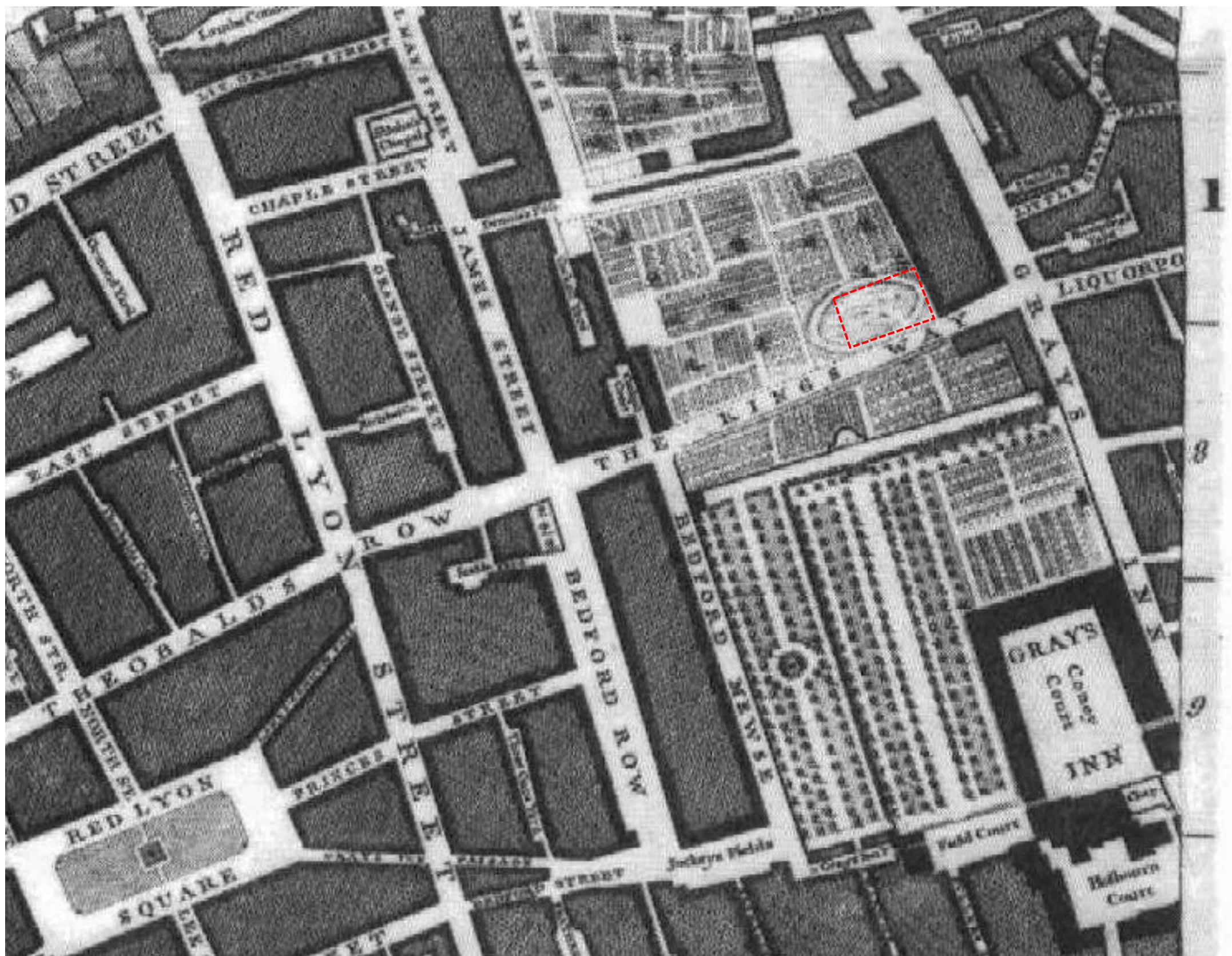


Figure 1: In the mid 18thC, the subject buildings had not yet been built, however their site was occupied by well laid out gardens north of The Kings Way. As seen in this map, the areas west and south of the subject buildings were well developed and built by this time. Gray's Inn gardens were a landscaped open space and is seen immediately south of the site. Red Lion Square and Gardens are seen to the southwest of this map.

1851 OS Map

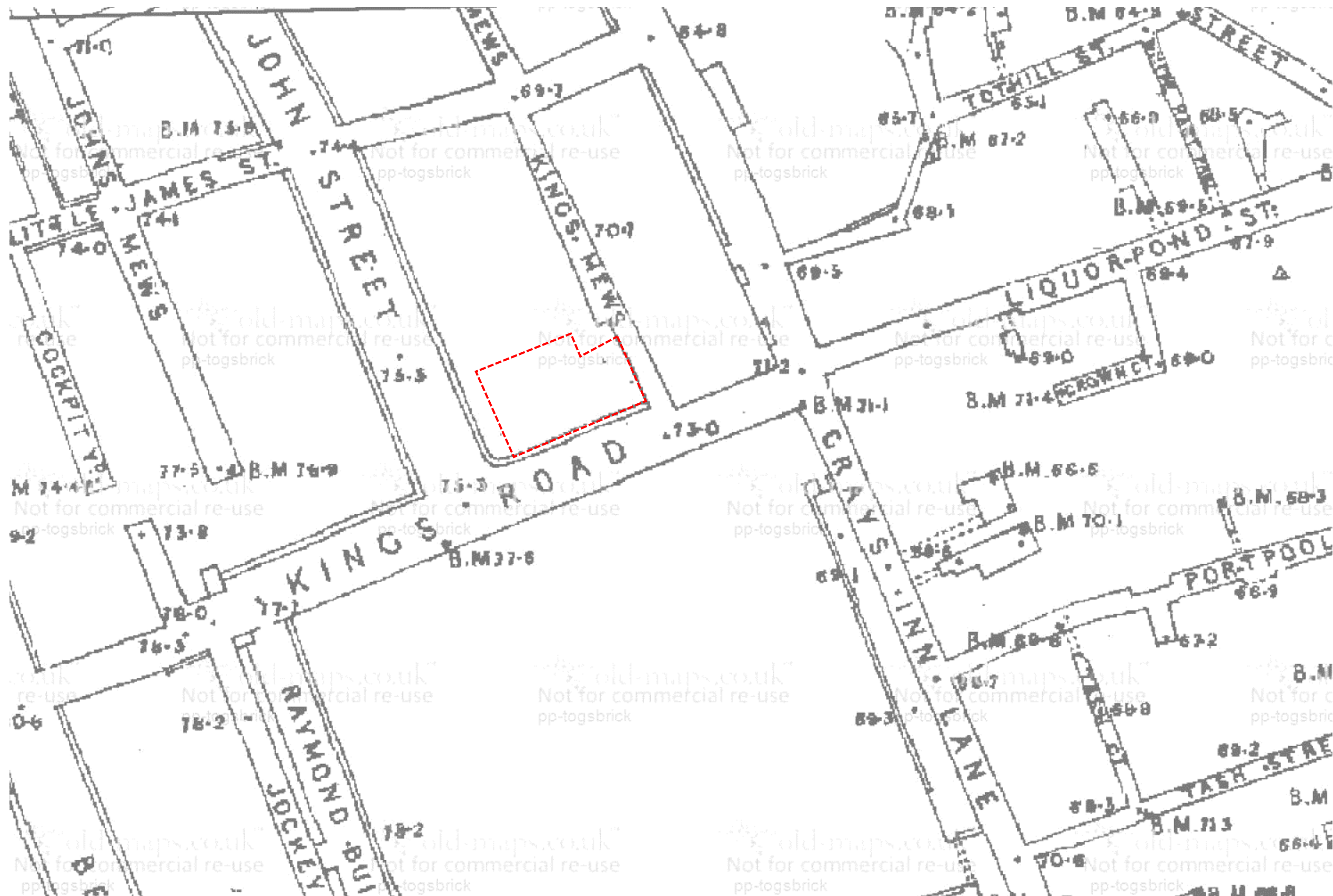


Figure 2: In 1851, this section continued to be called 'King's Road' possibly reflecting King's Mews which were located nearby. This map was prepared before the construction of Rosebury Avenue. The principal streets, as they are now have been laid out by this time. This map does not show the extant buildings on the site, however the subject buildings would have been built by this date.

1874 OS Map

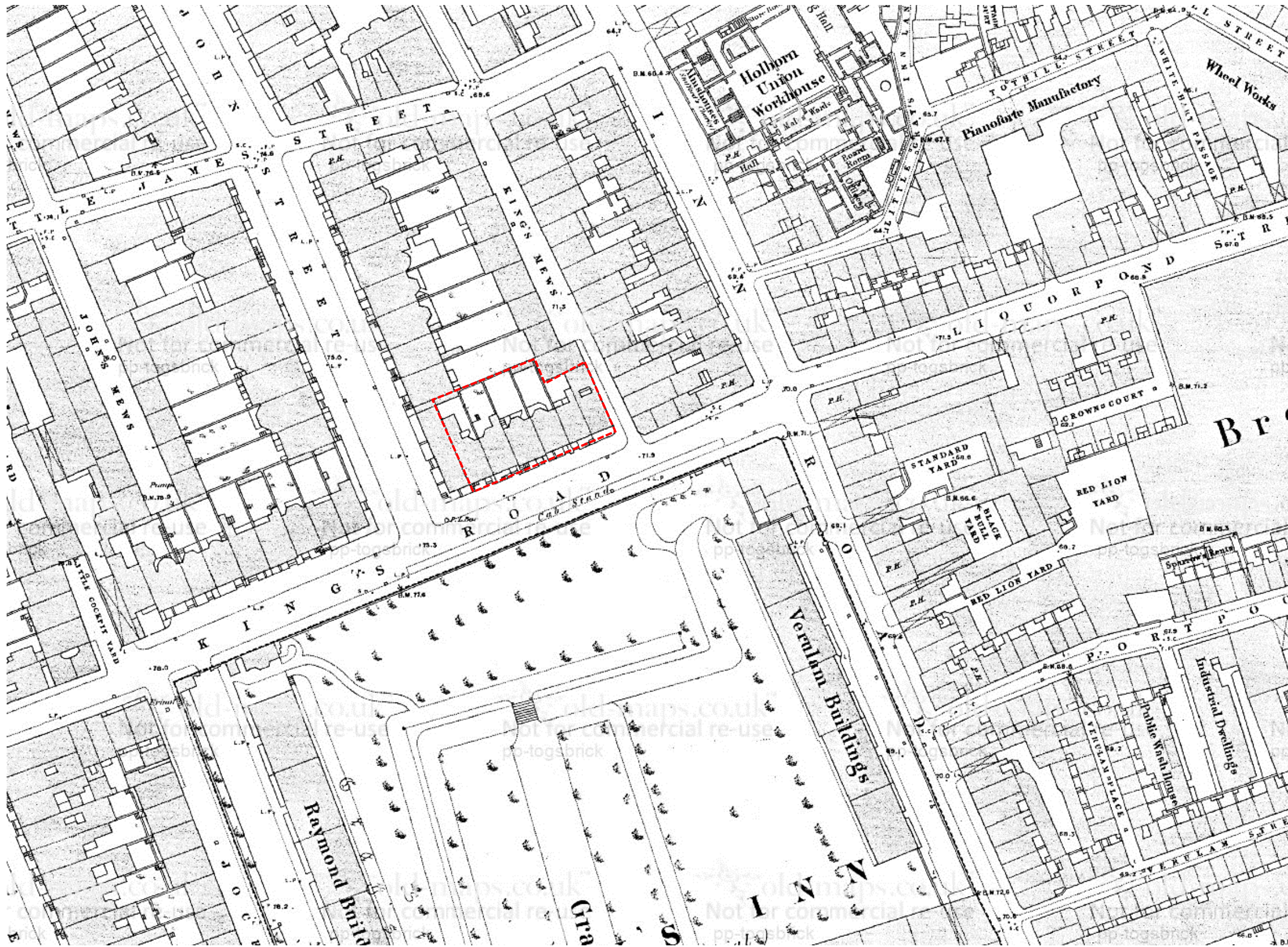


Figure 3: This detailed map of the area dating from 1874 shows the subject buildings with a number of closet wing extensions to the rear. A number of other terraces are seen in the area, along Kings Street, Grays Inn Road and other roads in the area.

1895-96 OS Map



Figure 4: By 1896, Rosebury Avenue has been built and is seen in this map. The rest of the site remains largely identical to the previous map. The tramlines introduced in the late 19thC are seen in this map traversing Theobalds Road and Clerkenwell Road. A new rear extension appears to the rear of No. 16 as seen in this map.

1916 OS Map



Figure 5: The area remained largely unchanged by the early 20thC

1937 OS Map



Figure 6: The area remains unchanged by 1937. The tram lines are however not shown on this map, however they are known to have been in place until the 1950s at least and can be seen on the next map.

1953 OS Map

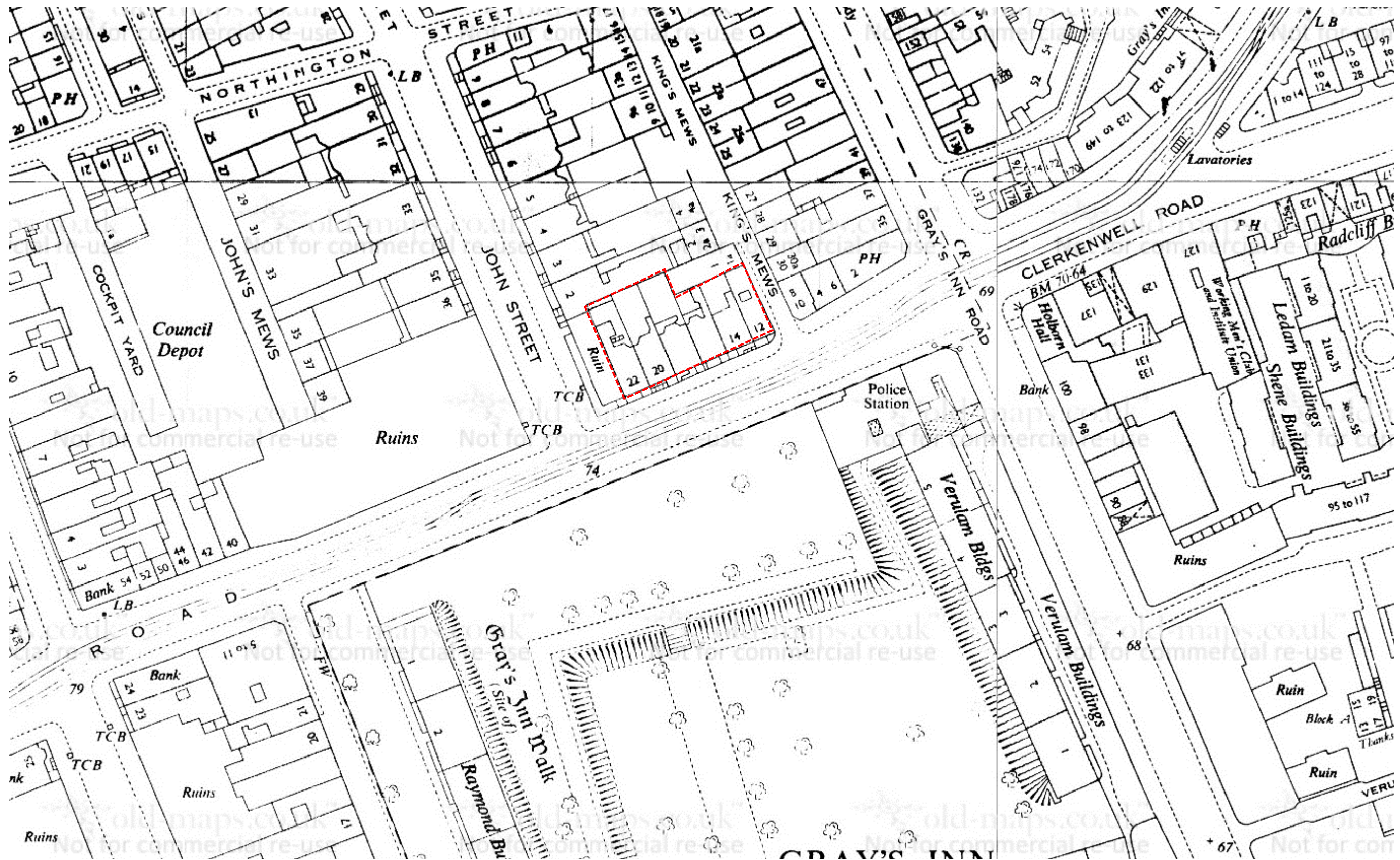


Figure 7: The area was bombed during the blitz and a number of buildings were damaged. These can be seen in the 1953 map, especially to the west of the subject site. The subject site has undergone some alterations, notably to the rear extension of No. 16 which appears to have been demolished and rebuilt to a different footprint.