



Planning + Development | Design Studio | Archaeology + Heritage

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Heritage Statement

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CONTENTS

1	INTRODUCTION	9
1.1	PROJECT BACKGROUND	9
1.2	SCOPE	9
1.3	AIMS AND OBJECTIVES	9
2	PLANNING FRAMEWORK	10
2.1	STATUTORY PROTECTION	10
2.2	LISTED BUILDINGS AND CONSERVATION AREAS	10
2.3	NATIONAL PLANNING POLICY FRAMEWORK	12
2.4	LOCAL POLICY	14
2.5	PROFESSIONAL GUIDANCE	16
3	METHODOLOGY AND SOURCES	18
3.1	DESK-BASED ASSESSMENT	18
3.2	SITE VISIT	19
3.4	ASSESSING HERITAGE SIGNIFICANCE	20
3.5	ASSESSING THE CONTRIBUTION OF SETTING	21
3.6	DEFINITION OF HARM	22
4	BACKGROUND	23
4.1	SITE LOCATION AND CONTEXT	23
4.2	CONDITION AND USE	23
4.3	HISTORICAL CONTEXT	23
4.4	RELEVANT PLANNING HISTORY	27
5	STATEMENT OF SIGNIFICANCE	28
5.1	SUMMARY OF HERITAGE ASSETS	28
5.2	ASSET DESCRIPTION	28
6	IMPACT ASSESSMENT	31
6.1	INTRODUCTION	31

6.2	OUTLINE OF THE PROPOSALS RELEVANT TO THE ASSESSMENT	31
6.3	IMPLICATIONS	32
7	CONCLUSION AND RECOMMENDATIONS	36
8	REFERNCES	37

TABLES

Table 1 - Summary of data sources	18
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FIGURES

FIGURES AND PLATES

Figure 1: The Subject Property and Designated Heritage Assets

Plate 1: Aerial photograph of the subject property (1947)

Plate 2: 1-3 Leigh Street: corner of Leigh Street and Marchmont Street (1975) © City of London: London Metropolitan Archives

Plate 3: Close up of the corner of Leigh Street and Marchmont Street (1975)

Plate 4: The corner of Leigh Street and Marchmont Street (2007) © Historic England

Plate 5: View south east to the subject property

Plate 6: View south to the subject property

Plate 7: View east to the subject property

Plate 8: View north east to the subject property

Plate 9: View to the fire door of the subject property

Plate 10: View west to the area of the subject property

Plate 11: View of the replacement window to Leigh Street elevation of the subject property

Plate 12: View of the relocated fire door to the subject property

Plate 13: Internal view of the basement window

Plate 14: Internal view of the basement window

Plate 15: Internal view of staircase to basement

Plate 16: Internal view of staircase to basement

Plate 17: Internal view of staircase

Plate 18: Internal view of converted room

Plate 19: Internal view of bedroom window

Plate 20: Internal view of room

Plate 21: View of basement fire door prior to replacement

Plate 22: View of basement corner window prior to replacement

EXECUTIVE SUMMARY

Lanpro has been commissioned by Mr Gajan Rajasekaran to produce a Heritage Statement to support a retrospective application for Listed Building Consent for works already undertaken at Leigh House Hotel, 1 Leigh Street, London. Consent is being sought in order to address enforcement action being taken by the Local Authority, the London Borough of Camden (Council ref. EN20/0145).

In summary, the retrospective consent is for external and internal alterations to the subject property. The alterations were undertaken in order to comply with requirements set by the London Fire Brigade to meet fire safety standards. This Heritage Statement has been produced to accompany a listed building consent application as the building is grade II listed and located within a Conservation Area. For full details of the works the supporting listed building consent application documents should be viewed.

This Heritage Statement considers the impact of the proposed works on the subject property and 'above ground' heritage assets (structures and areas of heritage interest) within the immediate vicinity. Where relevant, it also considers the impact of the works on the setting of designated assets beyond the subject property (e.g. views to and from listed buildings and conservation areas). This Heritage Statement does not consider buried heritage assets (archaeological remains) and the potential for unknown buried heritage assets. Heritage assets that may be affected by the proposals comprise:

- The subject building, **Leigh House Hotel, 1 Leigh Street**, a grade II listed building.
- The **Bloomsbury Conservation Area**, within which the subject property is located.

The works undertaken and requiring of retrospective consent include external and internal alterations to the basement and ground floors of the subject property.

This assessment has confirmed that the subject property had experienced notable change over time and concludes that the works subject to this retrospective consent have resulted in no harm to any aspect that contributes to the significance of the grade II listed terrace. The works are, therefore, deemed in accordance with all relevant legislation and national and local planning policy.

1 INTRODUCTION

1.1 PROJECT BACKGROUND

- 1.1.1. Lanpro has been commissioned by Mr Gajan Rajasekaran to produce a Heritage Statement (hereafter HS) for retrospective works undertaken at Leigh House Hotel, 1 Leigh Street, London, WC1N 1AG (National Grid Reference NGR TQ 30122 82476; Figure 1). The subject property is located within the administrative boundary of the London Borough of Camden.
- 1.1.2. The works undertaken include limited external alterations at basement level and internal alterations at basement and ground floor level in response to requirements set by the London Fire Brigade. This HS has been produced to support an application for retrospective listed building consent as the building is grade II listed.

1.2 SCOPE

- 1.2.1. This report provides an assessment of the heritage significance of the subject property and above ground heritage assets (buildings, structures and areas of heritage interest) within the area of proposed development (hereafter the 'study area'). Professional expert opinion has been used to assess heritage significance, based on historic, archaeological, architectural or artistic interest. The report provides a heritage impact assessment of the proposed development. Where relevant, it also considers the contribution of setting to the significance of designated assets both for the subject property and within the study area (e.g. views to and from listed buildings and conservation areas). This HS does not address buried heritage assets (archaeological remains).

1.3 AIMS AND OBJECTIVES

- 1.3.1. The aim of this HS is to assess the impact of the works and to provide a suitable strategy to mitigate any adverse effects, if required, as part of a retrospective listed building consent application. The aim is achieved through six objectives:
- identify the presence of any known or potential heritage assets that may be affected by the proposals;
 - describe the significance of such assets, in accordance with the National Planning Policy Framework (NPPF), taking into account factors which may have compromised an asset survival or significance;
 - determine the contribution to which setting makes to the significance of any sensitive (i.e. designated) heritage assets;
 - assess the likely impacts upon the significance of the asset(s) arising from the proposals,
 - assess the impact of the proposed development on how designated heritage assets are understood and experienced through changes to their setting; and
 - provide recommendations for further investigation and/or mitigation where required, aimed at reducing or removing any adverse effects.

2 PLANNING FRAMEWORK

2.1 STATUTORY PROTECTION

- 2.1.1. In determining any planning application for development, the local planning authority will be guided by current legislation, government planning policy, and the policy and guidance set by the relevant Local Planning Authority (LPA).
- 2.1.2. The following section sets out the legislative and planning policy context for the proposed scheme, including national and local planning guidance.
- 2.1.3. The applicable legislative framework to this assessment includes the following:
- The Town and Country Planning Act 1990;
 - The Planning and Compulsory Purchase Act 2004;
 - The Planning (Listed Buildings and Conservation Areas) Act 1990, and
 - Planning Act 2008.

2.2 LISTED BUILDINGS AND CONSERVATION AREAS

- 2.2.1. *The Planning (Listed Buildings and Conservation Areas) Act 1990* (P(LBCA) Act) sets out the legal requirements for the control of development and alterations which affect listed buildings and conservation areas.
- 2.2.2. Section 1 of the P(LBCA) Act defines a 'listed building' as a 'building which is for the time being included in a list compiled or approved by the Secretary of State under that section. For the purpose of the Act any object or structure fixed to the building, which, since on or before 1 July 1948, has formed part of the land and is comprised within the curtilage of the building is treated as part of the building. 'Building' is defined as including any structure or erection and any part of a building'.
- 2.2.3. Any decisions relating to Listed Buildings and their settings and conservation areas must address the statutory considerations of the P(LBCA) Act 1990. The key elements of this Act relevant to this heritage statement are outlined below:
- 2.2.4. Section 66 places a responsibility upon the decision maker in determining applications for planning permission for a Scheme that affects a listed building or its setting 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; and Section 72 of the Act places a duty upon the decision maker in determining applications for planning permission within conservation areas to pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

- 2.2.5. As far as Section 72 is concerned, it has been established by the Courts that development which does not detract from the character or appearance of a conservation area is deemed to be in accordance with the legislation. In other words, there is no statutory requirement to actively ‘enhance’.
- 2.2.6. Section 1 of the 1990 Act also imposes a duty on the Secretary of State to compile or approve a list or lists of buildings of special architectural or historic interest as a guide to the planning authorities when carrying out their planning functions. Alongside the 1990 Act the government has also produced guidance on the Principles of Selection for Listing Buildings (DCMS 2010). The statutory criteria for listing are the special architectural or historic interest of a building. Many buildings are interesting architecturally or historically, but in order to be listed, a building must have “special” interest.
- 2.2.7. Buildings on the list are graded to reflect their relative architectural and historic interest, based on the below:
- Grade I buildings are of exceptional interest;
 - Grade II* buildings are particularly important buildings of more than special interest;
 - Grade II buildings are of special interest, warranting every effort to preserve them.
- 2.2.8. In addition to the statutory criteria for listing – architectural and historic interest, and group value, the following general principles are also considered by the Secretary of State when determining if a building is suitable for addition to the list of building of special architectural and historic interest.
- 2.2.9. **Age and rarity.** The older a building is, and the fewer the surviving examples of its kind, the more likely it is to have special interest. The following chronology is meant as a guide to assessment; the dates are indications of likely periods of interest and are not absolute. The relevance of age and rarity will vary according to the particular type of building because for some types, dates other than those outlined below are of significance. However, the general principles used are that:
- before 1700, all buildings that contain a significant proportion of their original fabric are listed;
 - from 1700 to 1840, most buildings are listed;
 - after 1840, because of the greatly increased number of buildings erected and the much larger numbers that have survived, progressively greater selection is necessary;
 - particularly careful selection is required for buildings from the period after 1945;
 - buildings of less than 30 years old are normally listed only if they are of outstanding quality and under threat.
- 2.2.10. **Aesthetic merits.** The appearance of a building – both its intrinsic architectural merit and any group value – is a key consideration in judging listing proposals, but the special interest of a building will not always be reflected in obvious external visual quality. Buildings that are important for reasons of technological innovation, or as illustrating particular aspects of social or economic history, may have little external visual quality.
- 2.2.11. **Selectivity.** Where a building qualifies for listing primarily on the strength of its special architectural interest, the fact that there are other buildings of similar quality elsewhere is not likely to be a major consideration. However, a building may be listed primarily because it represents a particular historical type in order to ensure that examples of such a type are preserved. Listing in these circumstances is largely a comparative exercise

and needs to be selective where a substantial number of buildings of a similar type and quality survive. In such cases, the Secretary of State's policy is to list only the most representative or most significant examples of the type.

National interest. The emphasis in these criteria is to establish consistency of selection to ensure that not only are all buildings of strong intrinsic architectural interest included on the list, but also the most significant or distinctive regional buildings that together make a major contribution to the national historic stock. For instance, the best examples of local vernacular buildings will normally be listed because together they illustrate the importance of distinctive local and regional traditions. Similarly, for example, some buildings will be listed because they represent a nationally important but localised industry, such as shoemaking in Northamptonshire or cotton production in Lancashire.

State of repair. The state of repair of a building is not a relevant consideration when deciding whether a building meets the test of special interest. The Secretary of State will list a building which has been assessed as meeting the statutory criteria, irrespective of its state of repair.

2.3 NATIONAL PLANNING POLICY FRAMEWORK

- 2.3.1. The Government issued the revised National Planning Policy Framework (NPPF) in June 2019 (MHCLG). The supporting Planning Practice Guidance was last updated in July 2019 (MHCLG). The NPPF recognises that heritage assets are an irreplaceable resource (para 184) and requires the significance of heritage assets to be considered in the planning process, whether designated or not.
- 2.3.2. In determining applications paragraph 189 places a duty on local planning authorities to 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.
- 2.3.3. Section 16 Conserving and enhancing the historic environment, paragraphs 184 to 202 address the impact of a proposed development on the significance of designated and non-designated heritage assets:

Para 193. 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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Para 194. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of: a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Para 195. 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 total loss is necessary to achieve substantial public benefits that outweigh that harm or

loss, or all of the following apply: a) the nature of the heritage asset prevents all reasonable uses of the site; and b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Para 196. 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, where appropriate, securing its optimum viable use.

Para 197. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect 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.

Para 198. Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Para 200. Local planning authorities should 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 the asset (or which better reveal its significance) should be treated favourably.

Para 201. Not all elements of a Conservation Area or World Heritage Site 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 195 or less than substantial harm under paragraph 196, 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.

- 2.3.4. Section 12 Achieving well-designed places, paragraphs 124 to 132, outlines the Government's policy regarding design. It emphasises that "Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities".
- 2.3.5. Paragraph 127 states that planning policies and decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

2.3.6. The web-based National Planning Policy Guidance (<http://planningguidance.communities.gov.uk/>) provides supporting information and sets out the best practice in respect of planning and the historic environment set out in the NPPF.

2.4 LOCAL POLICY

THE LONDON PLAN (2016)

2.4.1. Strategic planning in London is the shared responsibility of the Mayor of London, 32 London boroughs and the Corporation of the City of London. Under the legislation establishing the Greater London Authority (GLA), the Mayor has to produce a spatial development strategy (SDS) – which has become known as ‘the London Plan’ – and to keep it under review. Boroughs’ local development documents have to be ‘in general conformity’ with the London Plan, which is also legally part of the development plan that has to be taken into account when planning decisions are taken in any part of London unless there are planning reasons why it should not.

2.4.2. The Localism Act 2011 empowers communities to prepare neighbourhood plans for their area. In London, these plans are also required to be in general conformity with the policies in the London Plan.

2.4.3. The London Plan is:

the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20–25 years

the document that brings together the geographic and locational (although not site specific) aspects of the Mayor’s other strategies – including those dealing with:

- Transport
- Economic Development
- Housing
- Culture

a range of social issues such as children and young people, health inequalities and food

a range of environmental issues such as climate change (adaptation and mitigation), air quality, noise and waste

the framework for the development and use of land in London, linking in improvements to infrastructure (especially transport); setting out proposals for implementation, coordination and resourcing; and helping to ensure joined-up policy delivery by the GLA Group of organisations (including Transport for London)

the strategic, London-wide policy context within which boroughs should set their detailed local planning policies

the policy framework for the Mayor’s own decisions on the strategic planning applications referred to him

an essential part of achieving sustainable development, a healthy economy and a more inclusive society in London

Under the legislation setting up the GLA, the London Plan should only deal with things of strategic importance to Greater London.

2.4.4. The following London Plan Chapter and Policies are considered to be of particular relevance to this heritage statement:

Chapter Seven: London's Living Spaces and Places

Policy 7.8 Heritage assets and archaeology

2.4.5. Local plans are prepared by the Local Planning Authority (LPA), usually the Council or the national park authority for the area in which a development is to be located. Local plans must be positively prepared, justified, effective and consistent with national policy in accordance with section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) and the National Planning Policy Framework. A Local Plan will consist of a number of Development Plan Documents (DPDs). These documents set out the strategic priorities for development and act as a plan to guide future development of the local area. It sets out the approach that will be used by the relevant authority to guide decisions on whether or not planning applications can be granted. In some cases, policies from earlier 'plans' maybe either 'saved' or 'deleted'.

2.4.6. The Adopted Local Plan for The London Borough of Camden includes the following documents:

1. The Camden Plan (adopted 3 July 2017). The Local Plan will cover the period from 2016-2031.

2.4.7. The following Local Plan strategic objectives and policies are considered to be of particular relevance to this heritage statement:

Strategic Objective 7

To promote high quality, safe and sustainably designed buildings, places and streets and preserve and enhance the unique character of Camden and the distinctiveness of our conservation areas and our other historic and valued buildings, spaces and places.

Policy D2 Heritage

The Council will preserve and, where appropriate, enhance 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 and locally listed heritage assets.

Designated heritage assets

Designated heritage assets include conservation areas and listed buildings. The Council will not permit the loss of or substantial harm to a designated heritage asset, including conservation areas and Listed Buildings, 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:

- a. the nature of the heritage asset prevents all reasonable uses of the site;
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;
- c. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- d. the harm or loss is outweighed by the benefit of bringing the site back into use.

The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm.

Conservation areas

Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas.

The Council will:

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;
- f. resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;
- g. resist development outside of a conservation area that causes harm to the character or appearance of that conservation area; and
- h. preserve trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for Camden's architectural heritage.

Listed Buildings

Listed buildings are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. To preserve or enhance the borough's listed buildings, the Council will:

- i. resist the total or substantial demolition of a listed building;
- j. resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building; and
- k. resist development that would cause harm to significance of a listed building through an effect on its setting.

Archaeology

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

Other heritage assets and non-designated heritage assets

The Council will seek to protect other heritage assets including non-designated heritage assets (including those on and off the local list), Registered Parks and Gardens and London Squares.

The effect of a proposal on the significance of a non-designated heritage asset will be weighed against the public benefits of the proposal, balancing the scale of any harm or loss and the significance of the heritage asset.

- 2.4.8. The following Supplementary Planning Documents or Supplementary Planning Guidance is considered to be of particular relevance to this heritage statement:

Bloomsbury Conservation Area Appraisal and Management Strategy Adopted draft 18 April 2011

2.5 PROFESSIONAL GUIDANCE

- 2.5.1. In addition, the following publications are of particular relevance to this heritage statement:

- The Chartered Institute for Archaeologists (CIfA) Standard and Guidance for Historic Environment Desk-based Assessment (Jan 2017). This provides guidelines and recommendations for best practice in undertaking desk-based research and assessment.
- The Historic England publication Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment (2015). This outlines a seven-stage process for the assembly and analysis of relevant information relating to heritage assets potentially affected by a proposed development:
 1. Understand the wider social, cultural, economic and environmental benefits brought by the conservation of the historic environment;
 2. Understand the significance of the affected assets;
 3. Understand the impact of the proposal on that significance;
 4. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;

5. Look for opportunities to better reveal or enhance significance;
 6. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change; and
 7. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.
- English Heritage publication Conservation Principles (2008). This document sets out how to understand the nature, extent and level of significance a heritage asset may hold and advocates considering the four types of 'heritage value': aesthetic, communal, historic and evidential. Significance results from a combination of any, some or all of the values.
 - The Historic England publication Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets Setting (2017).
 - The Historic England advice note, Statement of Heritage Significance: Analysing Significance in Heritage Assets. Historic England Advice Note 12 (2019).
 - The British Standard: Guide to the Conservation of Historic Buildings 7913:2013 (2013).

3 METHODOLOGY AND SOURCES

3.1 DESK-BASED ASSESSMENT

- 3.1.1. This HS has been carried out in accordance with the requirements of the National Planning Policy Framework (NPPF) (MHCLG 2019) and to standards specified by the Chartered Institute for Archaeologists (CIfA Dec 2014a, 2014b) and Historic England (HE 2017a, HE 2017b). The British Standard: Guide to the Conservation of Historic Buildings 7913:2013 (BS 2013) has also been used to inform this HS.
- 3.1.2. The table below provides a summary of the key data sources used to inform the production of a HS. Occasionally there may be reference to assets beyond the subject property or surrounding study area, where appropriate, e.g., where such assets are particularly significant and/or where they contribute to current understanding of the historic environment.

Table 1 - Summary of data sources

Source	Data	Comment
Historic England	National Heritage List (NHL) with information on statutorily designated heritage assets	Statutory designations (scheduled monuments; statutorily listed buildings; registered parks and gardens; historic battlefields) can provide a significant constraint to development.
Local Planning Authority	Conservation area supporting documents	An area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.
Ordnance Survey mapping	Ordnance Survey maps from the 1st edition (1860–70s) to present day.	Provides an indication of the development of settlements/ landscape through time as well as the possible date of any buildings on the site. Provides a good indication of past land use, the potential for archaeology and impacts which may have compromised archaeological survival.
Internet	Web-published local history; Archaeological Data Service	Many key documentary sources, such as the Victoria County History, the Survey of London, and local and specialist studies are now published on the web and can be used to inform the archaeological and historical background. The Archaeological Data Service includes an archive of digital fieldwork reports.
The client	Planning data	Drawings of the existing and proposed.

- 3.1.3. Figure 1 shows the location of the subject property and known designated heritage assets within the study area, as identified by the sources above, the site visit, or during the course of research for this HS. These can be identified by the key, and where relevant their associated reference number (i.e. **A1**, **A2**, etc.), which

maybe cross referenced to relevant sections in the text. Where there are a considerable number of listed buildings in the study area, only those within the vicinity of the subject property (i.e. within 50m) are included, unless their inclusion is considered relevant to the study.

3.2 SITE VISIT

- 3.2.1. A site visit was carried out on the 14/04/2020. The site visit was undertaken in order to ascertain the baseline conditions relevant to the production of this HS. This included, for example: the condition and form of the existing property, adjacent building(s)/ townscape and landscape features and views, planting, topography, and sources of alteration/ harm. It also included a walkover inspection of the area around the subject property in order to assess the contribution of the wider character and setting to the significance of the subject properties heritage interest and whether the proposed scheme will affect the heritage significance of assets beyond the subject property and study area.

3.3 STATEMENTS OF HERITAGE SIGNIFICANCE (HERITAGE STATMENTS)

- 3.3.1. Historic England Advice Note 12: Statements of Heritage Significance (2019) has been used to inform the production of this HS. This guidance sets out a recommended approach to the assessment of significance of heritage assets as part of a staged approach to decision-making. It states, in line with the NPPF, that 'the level of detail in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve the asset(s) need to be proportionate to the significance of the heritage asset(s) affected and the impact on that significance.'
- 3.3.2. It states that an understanding of significance must stem from the interest(s) of the heritage asset, whether archaeological, architectural, artistic or historic, or a combination of these; and that this understanding:
- must describe significance following appropriate analysis, no matter what the level of significance or the scope of the proposal;
 - should be sufficient, though no more, for an understanding of the impact of the proposal on the significance, both positive and negative; and
 - sufficient for the LPA to come to a judgment about the level of impact on that significance and therefore on the merits of the proposal.
- 3.3.3. A staged approach is recommended, based on:
1. Understand the form, materials and history of the affected heritage asset(s), and/or the nature and extent of archaeological deposits
 2. Understand the significance of the asset(s)
- 3.3.4. These two stages fulfil the requirement in paragraph 189 of the NPPF and are undertaken by the applicant.
3. Understand the impact of the proposal on that significance

3.3.5. This stage fulfils the requirement in paragraph 190 of the NPPF and is undertaken by the LPA. However, the applicant needs to be aware of impacts so that the analysis of significance submitted to the LPA, under paragraph 189, is sufficient in its level of detail.

4. Avoid, minimise and mitigate negative impact, in a way that meets the objectives of the NPPF

5. Look for opportunities to better reveal or enhance significance

3.3.6. These two stages are addressed by the assessment of impact by the LPA but may also be addressed by the applicant in reaching a decision on the scope and design of a proposal.

3.3.7. A generic model is provided to illustrate one way of laying out a statement of heritage significance. This HS conforms to the principles and approach set out in this advice note.

3.4 ASSESSING HERITAGE SIGNIFICANCE

3.4.1. The NPPF defines significance as ‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be historic, archaeological, architectural or artistic.’

3.4.2. Historic England’s *Conservation Principles* (previously English Heritage, 2008) identified four high level values: evidential, historic, aesthetic and communal. A revised consultation draft of *Conservation Principles* published by Historic England in November 2017 adopts the values terminology of the NPPF.

- *Historic Interest*: the way in which an asset can illustrate the story of past events, people and aspects of life (illustrative value, or interest). It can be said to hold communal value when associated with the identity of a community.
- *Archaeological Interest*: the potential of an asset to yield evidence of past human activity that could be revealed through future investigation. Archaeological interest includes above-ground structures, as well as earthworks and buried or submerged remains.
- *Architectural and Artistic Interest*: derives from a contemporary appreciation of an asset’s aesthetics. Architectural interest is an interest in design, construction, craftsmanship and decoration of buildings and structures. Artistic interest can include the use, representation or influence of historic places or buildings in artwork. It can also include the skill and emotional impact of works of art that are part of heritage assets or assets in their own right.

3.4.3. These values encompass the criteria that Historic England are obliged to consider when statutorily designating heritage assets. There are no single defining criteria that dictates the overall asset significance; each asset has to be evaluated against the range of criteria listed above on a case by case basis. These values are not intended to be restrictive but are identified in order to help establish a method for thinking systematically and consistently about the heritage values that can be ascribed to a place and contribute to a heritage assets significance.

3.4.4. In relation to a recognised heritage asset, the production of this heritage statement takes into account the contribution which the historic character and setting makes to the overall significance of the asset.

3.5 ASSESSING THE CONTRIBUTION OF SETTING

- 3.5.1. In relation to designated heritage assets, the assessment takes into account the contribution that setting makes to the overall significance of the asset.
- 3.5.2. Setting is the way in which the asset is understood and experienced. It is not an asset in itself. It differs from curtilage (historic/present property boundary); context (association with other assets irrespective of distance) and historic character (sum of all historic attributes, including setting, associations, and visual aspects).
- 3.5.3. Guidance produced by Historic England (HE 2016) and the Landscape Institute and Institute of Environmental Management and Assessment (2013) has been used to adopt a stepped approach for settings assessment. The former sets out five steps, of which the first four are relevant:
- *Step 1: asset identification.* The NPPF requires an approach that is proportionate to the significance of the asset, and for this reason only the settings of the most sensitive (i.e. designated) heritage assets are considered in this assessment. A scoping exercise filters out those assets which would be unaffected, typically where there are no historic links and/or views to/from the site.
 - *Step 2: assess the contribution of setting.* This stage assesses how setting contributes to the overall significance of a designated asset.
 - *Step 3: assess change.* This considers the effect of the proposals on asset significance. It is noted however that it can be difficult to quantify such change to the overall significance of a designated heritage asset (for example, designation would rarely be downgraded (e.g. from II* to 'II due to changes in setting). For this reason, the impact is reported in this assessment in terms of the extent to which the proposals would change how the asset is understood and experienced (i.e. substantial harm, less than substantial harm or no harm).
 - *Step 4: mitigation.* This explores the way to maximise enhancement and avoid or minimise harm. This is typically considered at the design stage (i.e. embedded design mitigation).
 - *Step 5: reporting.* Making and documenting decisions and outcomes. This reports the assessment of effects.
- 3.5.4. The production of this HS has taken into account the physical and sensory surroundings of the asset, in order to understand the contribution 'setting' makes to the heritage significance of the asset(s). This has included topography and intervening development and vegetation. It also considers how the asset is currently experienced and understood through its setting, in particular views to and from the asset and the site, along with key views, and the extent to which setting may have already been compromised.
- 3.5.5. The relative contribution of the heritage values to the significance of the asset(s) are graded as either high, medium, low, neutral or detrimental.

3.6 DEFINITION OF HARM

- 3.6.1. Current guidance by Historic England is that ‘change’ does not equate to ‘harm’. The NPPF and its accompanying PPG effectively distinguish between two degrees of harm to heritage assets – substantial and less than substantial. Paragraph 195 of the NPPF states that:
- ‘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 total loss is necessary to achieve substantial public benefits that outweigh that harm or loss...’
- 3.6.2. Paragraph 196 of the NPPF states that:
- ‘Where a development proposal would 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 proposals...’
- 3.6.3. In determining the effects of the Proposed Scheme this heritage statement is cognisant of case law. Including the below:
- Flag Station, Mansel Lacy, Herefordshire [22/09/2015] Case Number EWHC 2688
- 3.6.4. This ruling has emphasised the primacy of the 1990 Planning Act – and the fact that it is up to the decision makers in the planning system to ‘have special regard to the desirability of preserving the [listed] building or its setting’. As stated by HH Judge David Cooke in a judgment of 22 September 2015 regarding the impact on the setting of a listed building:
- ‘It is still plainly the case that it is for the decision taker to assess the nature and degree of harm caused, and in the case of harm to setting rather than directly to a listed building itself, the degree to which the impact on the setting affects the reasons why it is listed.’
- PALMER Appellant and Herefordshire Council and ANR [04/11/16] Case No: C1/2015/3383
- 3.6.5. The judgment was agreed by Lord Justice Lewison at the Court of Appeal, who stated that:
- ‘It is also clear as a matter both of law and planning policy that harm (if it exists) is to be measured against both the scale of the harm and the significance of the heritage asset. Although the statutory duty requires special regard to be paid to the desirability of not harming the setting of a listed building, that cannot mean that any harm, however minor, would necessarily require planning permission to be refused.

4 BACKGROUND

4.1 SITE LOCATION AND CONTEXT

- 4.1.1. The subject property is Leigh House Hotel, 1 Leigh Street, London, WC1N 1AG (NGR TQ 30122 82476: Figure 1). The subject property is located within the administrative boundary of the London Borough of Camden. The subject property is a four-storey end of terrace house with basement. The terrace is oriented south west north east along Leigh Street and returns south onto Marchmont Street. The entrance to the hotel is located on the western elevation faces facing onto Marchmont Street.

4.2 CONDITION AND USE

- 4.2.1. The subject property is currently in use as a hotel. The property is in good condition but has been subject to notable changes over time to its internal layout and decoration as a result of its conversion into a hotel. It is understood that the subject property was converted from a hostel to a hotel in 2010 (2010/1977/P).

4.3 HISTORICAL CONTEXT

- 4.3.1. This section provides an overview of the subject property and the historical background relevant to an understanding of the site and its historic context and interest. This is based on accessible records, notably the relevant conservation area appraisal. It is not the purpose of this document to create a detailed historical narrative of the area, but to provide an assessment of the site of the subject property's historical development and heritage potential in accordance with the NPPF.

4.3.2. Brief Overview

- 4.3.3. The area within which the subject property is located forms part of what is today known as Bloomsbury. Bloomsbury covers an area of London that expanded rapidly northwards during the period 1660-1840. Impetus for the initial development came from events such as the Great Plague (1665) and the Great Fire of London (1666), which had devastated the City. The building of Covent Garden, nearby to the southwest, was a key architectural development which strongly influenced the form of Bloomsbury. In 1630 the developer, the Duke of Bedford, and his architect, Inigo Jones, introduced Palladian architecture to England in the form of a public square, addressed by a church, and arcaded terraces of houses, and surrounded by grids of streets. This was a key departure from the prevailing pattern of development, based on narrow medieval streets, alleys and courtyards, and set the scene for the next three centuries.
- 4.3.4. The later Georgian and Regency period saw the rapid expansion of development northwards from Great Russell Street and Great Ormond Street towards to Euston Road as landowners capitalised on demand from the expanding wealthy classes.
- 4.3.5. 'The New Road' (Euston Road) was built in 1756, to enable livestock to be moved to Smithfield and to facilitate troop movements without passing through the crowded areas of Oxford Street and Holborn.

- 4.3.6. On the Bedford Estate, the 4th Duke had initiated the plans to capitalise on the demand for land for building, although the land to the north of Bedford House was deliberately left open to maintain his view of the hills of Hampstead and Highgate. Plans for Bedford Square, on the western edge of the estate were conceived in the 1760s and following the Duke's death in 1771 were advanced by his widow. Bedford Square was designed and built as a unified architectural composition in 1775-6 (attributed to Thomas Leverton) and was built by a number of builders with strict controls over the design of the elevations. Its construction marked the beginning of systematic development of the land to the north. Unlike the earlier development, it was intended to be a grander, primarily residential district. Hence, the uniformity of design of the elevations on Gower Street was a result of the contractual controls over issues such as dimensions, materials and surfacing imposed by the Bedford Estate. The streets surrounding Bedford Square, (such as Bedford Avenue, Gower Street, Store Street and Chenies Street) were developed in the following years principally, by Scott and Grews, but also by Leverton, John Utterton and Alexander Hendry. The form of the narrow-fronted terraces reflects the developers' desire to minimise the frontage and maximise the number of dwellings that could be built in each street.
- 4.3.7. By the turn of the 18th century, Bedford House was no longer desirable as a Duke's residence and an estate plan was conceived which proposed the development of a dramatic succession of streets and squares (Olsen) on the previously undeveloped fields to the north and largely remains in the street pattern that exists today from Russell Square to Euston Road. Building agreements ensured formal architectural compositions of imposing houses in uniform terraces. James Burton, an architect and builder, was a key figure in the initial execution of this plan between 1800 and 1817 with Humphrey Repton, a leading landscape architect designing Russell Square gardens.
- 4.3.8. Montague Place and Keppel Street were developed from 1800-1810 by builders including Hendry and Thomas Lewis. Concurrently, Alfred Place was being laid out by George Dance the Younger, surveyor for the City of London Corporation as an area of large town houses for the upper end of the housing market, experimenting with the use of the crescent form (the buildings are now lost but the street pattern survives). Euston Square on the Southampton Estate was also laid out during the first years of the 19th century.
- 4.3.9. To the east of Southampton Row, the Foundling Hospital decided in 1790 to raise money by releasing its spare land for house building, resulting in the twin squares of Brunswick and Mecklenburgh (originally laid out by S P Cockerell, 1808), and a grid of streets nearby (many by James Burton). Other smaller landowners followed suit and the Burial Ground of St George's Bloomsbury, which had once been remote from the edge of the city, was surrounded by development.
- 4.3.10. The land now occupied by Cromer Street, situated across the small Lucas Estate, had begun to be developed in 1801, Regent Square was laid out from 1822, with houses being built up to circa 1829. Infill from Tavistock Place to New Road (now Euston Road). Land owned by the Skinners had begun to be built on by circa 1807 to the designs of James Burton), including Cartwright Gardens (originally named Burton Crescent) and a purpose-built parade of shops by Thomas Cubitt at Woburn Walk (1822).

- 4.3.11. Development occurred between 1801 and 1832 to the east of Gray's Inn Road, on land sloping down to the River Fleet. The scale of these streets is lesser than those to the west; this may be due to their proximity to river. Acton Street, Frederick Street and Ampton Street were built to the designs of William and Thomas Cubitt. Wren Street and Calthorpe Street, further to the south, were planned by the Cubitt brothers from 1816 and was developed up to around 1850.
- 4.3.12. The pace of building had slowed significantly as a result of the Napoleonic Wars prompting a rise in the cost of building materials and a scarcity of credit. The area between Euston Square and the Russell Square consequently remained undeveloped until the 1820s when the period of stagnation came to an end. Thomas Cubitt (famed for the development of Pimlico), took over as the principal builder on the Bedford Estate completing Tavistock Square, Woburn Place, part of Gordon Square and some of the neighbouring streets. Also active in the area was James Sim, who in partnership with his two sons also developed in the area around Gordon Street, Endsleigh Street and Endsleigh Place, Torrington Place (1821-25) and Woburn Square (1829).
- 4.3.13. The Parish Church of St Pancras was built in 1819-22 to a Greek Revival design won in competition by William Inwood, who had been inspired by his travels in continental Europe.
- 4.3.14. A depression in the building trade during the 1830s meant that residential building on the final pieces of Bloomsbury was slow. Argyle Square was developed immediately south of the site of the future King's Cross Station, on the site of an unsuccessful garden and cultural venue; works were completed by 1840. The completion of Thomas Cubitt's Gordon Square in 1860 marked the substantial completion Bloomsbury; although there have been subsequent redevelopments, the underlying pattern of streets and squares remains largely intact today.
- 4.3.15. Owing to the significant increase in the population of the area a number of religious buildings were developed during the first half of the 19th century. The first, since demolished, was in Woburn Square. This was followed by the Bloomsbury Central Baptist Chapel (Shaftesbury Avenue), a leading church in the Baptist movement, designed by John Gibson (1845-48), and the cathedral-scaled Catholic Apostolic Church (now the Church of Christ the King) in Byng Place (1853), which was only partly completed, and Holy Cross Church in Cromer Street, designed by James Peacock (1887).
- 4.3.16. The decline in the desirability of Bloomsbury as a residential area with the construction of fashionable villa developments to the north and west, such as Belsize Park and St John's Wood, led to an increase in non-residential uses taking over formerly residential dwellings for office space during the 19th century. These included a number of major institutions including University College, the British Museum and various specialist hospitals and educational uses around Queen Square.
- 4.3.17. As demand for residential properties declined, and with the advent of the railways, hotel and office redevelopments began to appear around the turn of the century. The most notable of these is The Russell Hotel built in 1898 by Charles Fitzroy Doll (the Bedford Estate's architect). The specialist hospitals around Queen Square and Great Ormond Street which had occupied former houses also began to be redeveloped towards the end of the 19th century (for example Great Ormond Street Children's Hospital (1851), National

Hospital (1885), Italian Hospital (1898), and the burial ground of St George's Bloomsbury was transformed into a public garden in 1882 with the help of the Kyrle Society.

- 4.3.18. The subject site is located in an area that was called the Skinners' or Tonbridge Estate. This was developed in 1810–1813 by James Burton and others and was named after the town of Leigh, near Tonbridge in Kent (Survey of London, vol. 24, 1952).
- 4.3.19. The land was originally known as Sandhill(s) or Sandfield and was in the possession of Michael Englishe in 1552. Sir Andrew Judd acquired it from James Gates and Thomas Thorogood for £346 6s. 8d. and vested it in the Skinners' Company as Trustees for the benefit of Tonbridge School in 1572. In the deed of trust he describes it as "A close of pasture with appurtenances called the Sandhills situate, lying, and being on the back side of Holborn in the Parish of St. Pancras, of the yearly value of £13 6s. 8d." (Survey of London, vol. 24, 1952).
- 4.3.20. It remained farmland until 1807, and comprised an area extending slightly north of what became Euston Road (around the modern St Pancras station), and south into Bloomsbury, extending slightly south and west of Burton Street, south of Leigh Street, and slightly west of Judd Street up to just south of Hastings Street, where it extended further east to just east of Tonbridge Street
- 4.3.21. Development of the land was prompted partly by development on the neighbouring Foundling Estate to the south, some of which was apparently encroaching on the Skinners' land; in 1807 the Skinners' estate followed the Foundling Estate's example and granted building leases to James Burton.
- 4.3.22. In the twentieth century the estate sold the freeholds of much of its Bloomsbury property, although retaining the pubs the Skinners Arms, the Euston Tavern on the corner of Euston Road and Judd Street, and the Dolphin on Tonbridge Street (Shirley Green, Who Owns London?, 1986)
- 4.3.23. In Burton Street and Bidborough Street residential properties were let on long leases to Camden Borough Council, while "Cartwright Gardens... is the only street where the freeholds have stayed virtually intact. Several of them are let to London University on long leases and are used as university halls of residence; but most are let to private hotels on shorter and far more profitable leases" (Shirley Green, Who Owns London?, 1986)
- 4.3.24. The original residential character of the earlier 19th century area in large part disappeared during the 20th century, due to the migration of residents to outer London suburbs. The area became dominated by a mix of hotel and bed-and-breakfast uses, student accommodation and offices.
- 4.3.25. Buildings in this area are characterised by stuccoed ground floors with upper floors built from London stock brick. Nearly all the houses have traditional style sash windows, with rubbed brick window heads.
- 4.3.26. The eastern side of Cartwright Gardens suffered seriously from war damage, Nos. 1 to 6 (from the corner of Leigh Street) being demolished.

4.4 RELAVENT PLANNING HISTORY

4.4.1. The relevant 20th century planning history relating to the subject property has been reproduced below. The consent obtained in.

Reference	Description	Decision
2016/3470/L	Erection of a mansard roof extension and alterations to internal partitions at basement, ground and third floor levels.	Refused 05/10/2016
2016/2895/P	External alterations including erection of a mansard roof extension.	Refused 05/10/2016
2010/1977/P	Change of use to a Hotel (Class C1)	Approved 25/06/2010
LSX 00 05081	Installation of nine shower pods to bedrooms, as shown by drawing numbers 001, 002, 003, 004, 005, (existing), 001-01, 002-01, 003-01, 004-01, 005-01 (proposed) and details 006.	LBC Approved 06/11/2000
LSX 00 04746	Floor strengthening and external wall strapping, as shown by drawing numbers 51856 S/01 Rev P1, 51856 S/02 Rev P1, 51856 S/03 Rev P1, 51856 S/04 Rev P1, 51856 S/05 Rev P1, 51856 S/06 Rev P1 as amended by letter from applicant dated 14th August 2000.	LBC Approved 26/09/2000
93 70222	Retention of existing doorway at basement level as shown on drawing numbers 1 & 2.	LBC Approved 24/11/1994
93 01301	Retention of existing doorway at basement level as shown on drawing numbers 1 & 2.	Approved 24/11/1994
21677	Continued use as a students hostel.	Approved 11/12/1975

5 STATEMENT OF SIGNIFICANCE

5.1 SUMMARY OF HERITAGE ASSETS

- 5.1.1. This HS has been informed by a 50m search area beyond the subject property. The size of the search area has been determined based on the prevailing circumstances within the adjacent study area, the nature of the proposed scheme and professional judgment, as suitable for determining the potential impact of the proposed scheme on designated heritage assets. It is therefore consistent with paragraph 189 of the NPPF, in providing a level of detail proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
- 5.1.2. The subject property, Leigh House Hotel, 1 Leigh Street, forms part of a grade II statutory listed building located within Bloomsbury Conservation Area. A number of statutory designated heritage assets have been identified within the 50m search area surrounding the subject property. Only two were considered to have any potential to be affected by the proposed works. These are:
- The subject property, part of Nos.1, 2 and 3 and attached railings Leigh Street, grade II listed terrace
 - The Bloomsbury Conservation Area
- 5.1.3. Following Step 1 of the Historic England settings guidance, Bloomsbury Conservation Area has been scoped out of further assessment as it has not been materially affected by the works due to their limited scale, nature and relative location and intervisibility.
- 5.1.4. Based on the above only one heritage asset has a potential to be subjected to change resulting from the proposed development. This is the subject property itself which will be considered below.

5.2 ASSET DESCRIPTION

5.2.1. The Subject Property, 1 Leigh Street (Plates 1 to 22)

5.2.2. *Designation: Grade II Listed Building. List Entry Number: 1379285*

5.2.3. The subject property is grade II listed together with No's 2 and 3 Leigh Street and their attached railings. This asset was first listed on the 14th May 1974.

5.2.4. The list description records the property as:

5.2.5. '3 terraced houses. 1810-13. Yellow stock brick with later patching. Nos 1 & 2, rusticated stucco ground floors. Plain stucco 1st and 3rd floor sill bands. 4 storeys and basements. 2 windows each; No.1 with 1 window to Leigh Street, 3 window (blind) return to Marchmont Street and 1 window on splayed corner. Gauged brick flat arches to recessed sash windows, 1st floor with continuous cast-iron balconies. Parapets. No.1: forms part of No.98 Marchmont Street (not included). Stucco portico on return with round-arched doorway, fanlight, sidelights and C20 door. No.2: round-arched doorway with fluted pilaster-jambs carrying cornice-head; fanlight and panelled door. No.3: wooden shopfront with pilasters carrying projecting entablature with rounded ends and projecting cornice. Projecting, altered, shop window. Square-headed house and shop

doorways with fanlights (with margin lights), house with panelled door. INTERIORS: not inspected.

SUBSIDIARY FEATURES: attached cast-iron railings to areas, Nos 1 & 2 with urn finials. (Survey of London: Vol. XXIV, King's Cross Neighbourhood, Parish of St Pancras IV: London: -1952: 88).'

- 5.2.6. The subject property is spread across four storeys, with a basement with attached cast-iron railings to areas. It also forms part of No.98 Marchmont Street. The building is of yellow stock brick with later patching and rusticated stucco to the ground floor and plain stucco at basement level. The property is one bay deep to Leigh Street, with a window to each floor. The Marchmont Street elevation is of three bays, with 3 blind windows to each floor from first floor level to fourth floor. The main entrance is set off centre within the central bay of the Marchmont Street elevation. It is formed of a simple stucco portico which is in effect no more than a projecting flat head door surround. This is set above ground level and approached over the area by a flight of six steps, with railings. The door to the property is set centrally below an arched fanlight with margin lights to each side. It is a single 20th century timber and glass two panelled door, with glazed upper panel. The property has a splayed corner to Leigh Street and Marchmont Street with a single window set within it on each floor. The windows decrease in height with each storey above first floor, which in effect acts as a piano nobile and has cast-iron balconies to Leigh Street. The basement has been enclosed to Marchmont Street with a sloping roof and 20th century door. To Leigh Street is a fire escape at the bottom of which was the fire door and window to corner that form the subject of part of this application. Neither the door nor window are original, both being c late 20th century in date.
- 5.2.7. The setting of the subject property is largely defined by its corner location and its inter-relationship with the terrace within which it sits and the adjacent streetscape, most notably the junction between Leigh Street, Marchmont Street and Cartwright Gardens. Many of the properties along these streets have a direct historical, visual as well as spatial relationship with the subject property and the intervening roads. However, the northern side of Leigh Street has been subject to large scale redevelopment (1 Cartwright Gardens), this includes the large University of London Garden Halls development a large-scale new building that it is understood replaced a listed building. As a result, views towards the subject property from the north-west and Cartwright Gardens are subject to an evolved visual contextual setting and loss of more contemporary contextual development. Views from the west along the curve of the eastern end of Cartwright Gardens are of note where they in part terminate on the corner of the subject property, but the immediate setting has given the above seen significant change in recent years.
- 5.2.8. Significance**
- 5.2.9. The Subject Property, 1 Leigh Street, forms part of a terrace of houses developed as part of the Skinners' Estate between 1810–1813 by James Burton, J Payne and others.
- 5.2.10. The significance of the subject property is largely derived from its architectural and historical value as an example of a large classically detailed end of terrace house dating to the early 19th century.
- 5.2.11. The architectural interest of the property is today best appreciated from outside and the quality of its Leigh Street and corner facing elevations. These have a more direct relationship with the wider terrace of houses that makeup the listed building range. External features which contribute to the heritage significance of the

listed building include, but are not limited to, the use of materiality, stock brickwork and stucco, and the classical design and proportioning of the building. The arrangement and use of diminishing orders to fenestration from first to third floor and use of gauged brick flat arches with recessed sash windows (to Leigh Street), are of particular note. The subtle reference to a piano nobile at first floor level through the window height and use of cast iron balconies also adds to its architectural interest, as does the use of rusticated stucco to the ground floor. The basement is more functional with use of plain stucco. Both the windows and window surrounds contribute to the heritage significance of the listed building where original or early replacements. The combination of classical detailing and traditional materials create a building which is simple and well proportioned, in relation to the wider Leigh Street terraces. By contrast the Marchmont Street elevation is architecturally of less note. It is effectively blind, being of brick and plain stucco. The only articulation is derived from the use of recessed blind window surrounds, a string course between second and third floor, and the simple and slightly awkward entranceway.

- 5.2.12. Internally, the building has been highly altered though its conversion from a domestic house into a student hostel and hotel. As a result, the building retains no notable internal fixtures and fittings.
- 5.2.13. The subject property makes an important contribution to the streetscape, conforming to the architectural ethos of the terrace in sharing commonality of design, materiality and style. As a result, it also has group value with the adjacent terraced houses, and those within the wider estate, many of which have formal elevations overlooking the street and form part of a largely contemporary planned estate (although much altered).
- 5.2.14. The building also retains historical value as a result of its connection with residential expansion to the north of London during the early 19th century and the development of the Skinners' Estate. The buildings association through the development of the Skinners Estate with James Burton and others. Is also of note. Lieutenant-Colonel James Burton (born James Haliburton) (29 July 1761 – 31 March 1837) was the most successful and imperative property developer of Regency and Georgian London.
- 5.2.15. The building is also of historical significance as a physical reminder of the past, designed during a phase of expansion in the early 19th century London where polite terraces were being laid out in what was then the suburbs of the city in order to meet the needs of the growing middling and upper classes.
- 5.2.16. In summary, the significance of the listed terrace is largely derived from its external architectural form, composition, detail and materiality. Its historical contribution to the development of the area during the early 19th century as part of the Skinners Estate developed largely by James Burton is also of value. Importantly, the building has group value, both with no' 2 and 3, and the wider street.
- 5.2.17. Internally, the subject property has been subject to notable modification of its internal layout and the loss of its original fixtures and fitting. This has resulted in it retaining limited inherent architectural or historic interest internally.

6 IMPACT ASSESSMENT

6.1 INTRODUCTION

6.1.1. This section assesses the likely impact on the significance of heritage assets.

6.2 OUTLINE OF THE PROPOSALS RELEVANT TO THE ASSESSMENT

- 6.2.1. Works to the subject property have been undertaken based on requirements imposed by the London Fire Brigade. These works were undertaken to meet fire regulations and ensure the safety of the property, its employees and clients. Subsequently notification was received from the London Borough of Camden's Planning Services, dated 12th March 2020, setting out the intention to undertake enforcement action under the Town and Country Planning Act 1990 Planning (Listed Buildings and Conservation Areas) Act 1990 Police and Criminal Evidence Act 1984 (PACE). The nature of the works of enforcement was not specified.
- 6.2.2. Clarification of the extent of enforceable action and agreement of a reasonable way forward to rectify the situation was sort by email dated 3rd of April 2020. This email was sent by Claire Wilkinson of Lanpro on behalf of the Mr Raj to the case officer, Mr Ramesh Depala.
- 6.2.3. In an email response from Mr Depala dated 6th April 2020, Mr Depala stated that:
- 'I should advise that your client had already submitted an application for similar works which was refused and yet still proceeded with them and therefore the invitation for an application is refused. If you can explain how another application would offer a different opinion then we may reconsider after review.'*
- 6.2.4. A subsequent email response from Mr Depala, later on the 6th April 2020, stated that:
- 'The works as we understand involve internal alterations and changes to the front elevation at basement which have resulted in the loss of the historic material which includes the original window and door.'*
- 6.2.5. Our client recognises now that some of the works undertaken would have required LBC and is seeking to rectify the situation through cooperation with the LPA and the submission of a retrospective LBC application which is considered to be the most reasonable and proportionate approach to addressing the situation.
- 6.2.6. In response to the suggestion that the works undertaken were subject to a previous refusal we note that the relevant application (2016/3470/L) was for far more substantive works, including the erection of a mansard roof. In addition, the works undertaken, and subject to current enforcement, were done based on a clear material change in circumstances that are distinct and separate from that of the previous application in that the alterations were initiated in direct response to requirements emplaced on our client by the London Fire Brigade (LFB). The works undertaken resulted from the serving of an Enforcement Notice, dated 16th October 2019, from the London Fire Commissioner, as the responsible body for enforcing the Regulatory Reform (Fire Safety) Order 2005 in London. These works were time dependent.

- 6.2.7. The current application is seeking retrospective Listed Building Consent (LBC) for minor internal and external alterations, undertaken on the 6th January 2020 as required by the operational needs of the hotel, and notably the need to improve the fire escape safety of the basement level bedroom to meet up-to-date fire regulations.
- 6.2.8. The works undertaken and therefore subject to this application are:
- Creation of a new enclosed reception area at ground floor level through the removal of the former small guest room
 - Removal of former reception kiosk
 - Introduction of a double guest room and en suite bathroom on the basement floor level in the former breakfast room, breakfast room moved to rear of building in former single guest room
 - Introduction of a new fire escape corridor allowing escape access to the front of the building from the new basement bedroom, entailing:
 - The introduction of a new partition between this corridor and the adjacent kitchen
 - Swapping the location of the window and door on the basement's northern façade, re-using the door and replacing the non-original window frame with a new timber framed sash
- 6.2.9. The work undertaken involves no substantial changes to the internal or external layout of the building. The only external development has been the swapping of the basement level door and window positions. Internally, no major structural works have been undertaken, with only partition walls built or removed. Fixtures and plumbing associated with the uses of each room have been altered as needed, whilst staying in keeping with the operational needs of the hotel.

6.3 IMPLICATIONS

THE SUBJECT PROPERTY

- 6.3.1. The proposed works will affect a grade II statutory listed building.
- 6.3.2. It is recognised that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain elements could accommodate change without affecting the significance of the asset. Change is only considered harmful if it erodes an asset's significance. Understanding the significance of any heritage assets affected and any contribution made by their setting (paragraph 189, NPPF 2019) is, therefore, fundamental to understanding the scope for and acceptability of change.
- 6.3.3. **The subject property, part of Nos.1, 2 and 3 and attached railings**
- 6.3.4. The subject property forms part of a largely symmetrical terrace of gault brick and stucco-faced four-storey town houses with slate roofs, dated to 1810-13. The significance of the subject property is largely derived from the architectural interest of its principal street facing elevations, notably to Leigh Street, its scale and composition, its use of simple architectural detailing and materials, its corner location and its relationship to the adjacent terrace houses and streets. It also has historical value due to its association with the development of

the Skinners' Estate and the estates association with notable developer/ builders of the period, including James Burton and J Payne.

6.3.5. The layout of the subject building is largely a result of the conversion of the original house into a student hostel in 1975 and subsequent adaption into a hotel. Original fixtures and fittings appear to have been lost over the course of its history, again most notably when the property was converted from a house and its arrangement altered to meet the needs of a student hostel.

6.3.6. As a result, the basement and ground floor do not retain any notable original fixtures or fittings internally that contribute to the buildings significance. The decorative features in place are all also a result of the conversion to a hotel in 2010. External fenestration to ground, first, second and third floor is of historic interest. The basement has however been subject to additional alterations which have seen original windows and doors removed and replaced.

6.3.7. Based on the above the works subject to this retrospective LBC application will be considered in terms of their impact on the significance of this listed building.

6.3.8. Ground Floor Alterations

- The creation of a new enclosed reception area at ground floor level through the removal of the former small guest room.

6.3.9. The ground floor plan layout of the subject property is the result of later 20th century alterations to the subject property, notably its conversion into a student hostel and hotel.

- Removal of former reception kiosk

6.3.10. The reception kiosk was a non-original feature of no architectural or historical value. Its removal has in no way affected the special interest of the listed building.

6.3.11. Basement Floor Alterations

6.3.12. Historically, the basement level, as a largely functional service space, was never intended to be of the same status as the upper floors. Original fixtures and fittings would therefore have been relatively plain and utilitarian, and these have been lost over the course of its history, notably as a result of its conversion into a student hostel.

- Introduction of a double guest room and en-suite bathroom on the basement floor level in the former breakfast room, the introduction of a corridor from staircase to fire door and cessation of cooking in the kitchen to reduce fire risk

6.3.13. The proposed works have seen the basement dining area and bedroom converted into the above. This has required the installation of stud partitioning. No historical or structural walling has been removed and the layout itself is a consequence of the later conversion of the building. The internal works have not, therefore, had any material impact on any aspect that contributes to the significance of the listed building and are believed to be in accordance with all relevant policy and legalisation.

- Introduction of a new fire escape corridor allowing escape access to the front of the building from the new basement bedroom, entailing

- The introduction of a new partition between this corridor and the adjacent kitchen

6.3.14. As above, these works are wholly internal and restricted to an area devoid of historic fabric or fixtures and fittings of architectural or historic interest. The works have not therefore had any material impact on any aspect that contributes to the significance of the listed building and are therefore believed to be in accordance with all relevant policy and legalisation.

- Swapping the location of the window and door on the basement's northern façade, re-using the original door and replacing the non-original window frame with a new timber framed sash

6.3.15. As above, the basement has been much altered and has lost all original fixtures and fittings. This also includes the fire door in question which was subject to an application which was granted permission in 1994 (Application No: 9301301). This application was for '*Removal of basement window, minor alterations to structural opening. Installation of hardwood external door.*' This confirms that the door was not original, and that the door was created where a window had previously been (Fig. 21). This has been replaced with a new double glazed timber sash window. Double glazing has been introduced to meet part L requirements, as well as to better meet current use considerations.

6.3.16. The earlier door opening to Leigh Street was infilled with brick and concrete blocks up to the level of the new windowsill. This was then rendered and painted to match the existing. A new window was then introduced to match the dimensions and style of other windows in the property and was custom made and installed in the space. This has in effect reintroduced a window that was previously replaced with a door. It has therefore re-established the historic configuration.

6.3.17. The fire door, now located at the corner, was relocated from its former position on the Leigh Street elevation. It has replaced the window in this position. This required the removal of the windowsill and the wall below. This work did not impact on any historic fabric as the wall below the windowsill was built using blocks and plastered using plasterboard, when an old recessed door had been removed to insert the previous window, which was also non-original. This window was a later replacement 4 over 4 horned sash window (Fig. 22).

6.3.18. As above, this has resulted in the external elevations being returned to their earlier more historic configuration.

6.3.19. As a result of the change of use from house to a hostel and later hotel the original layout and fixtures and fittings associated with the earlier house were largely stripped out and reconfigured. This has meant that the significance of this building is largely derived from the architectural value of its external elevations, and its group and streetscape value as part of a wider architectural composition, as well as its historical value.

6.3.20. In conclusion, the proposed works have resulted in no harm to any attribute that contributes to the significance of this property and its rationale for designation. The works have been limited in scale and restricted in nature and have also only affected non-original fabric and a much-altered internal configuration. In addition, the works have been undertaken to comply with fire safety, this is both wholly appropriate given the building use but also important in terms of reducing risk to the significance of this building through loss by fire.

- 6.3.21. The nature of the works for which retrospective LBC is sort are, therefore, believed to have resulted in no harm to any aspects that contribute to the significance of the listed building, or its understanding and appreciation. The works are therefore considered to be in line with all relevant legislation and national and local policy.

ASSETS BEYOND THE SUBJECT SITE AND SETTING

- 6.3.22. The subject property is located within the Bloomsbury Conservation Area. As a conservation area the LPA have a duty to preserve or enhance its character and appearance. The proposed works are wholly confined to internal alterations to basement and ground floor. The only exception has been the relocation of a window and fire door to the basement. Neither window or door were original, and both have been replaced on a like for like basis which has replicated the original configuration. Views towards the basement area are limited due to its relative position to the street level and size of the area. The external works have, therefore, had no material impact on the character or appearance of the wider Conservation Area and will in no way affect the ability to understand and appreciate its significance. The works have not and do not therefore result in any harm to either the character or appearance of the Conservation Area or the significance of any other designated heritage asset.

7 CONCLUSION AND RECOMMENDATIONS

- 7.1.1. The NPPF states 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. This HS has identified the heritage assets with a potential to be sensitive to the proposed works, it has considered their significance and the assessed the impacts of the proposed works on their significance.
- 7.1.2. Only one heritage asset has been identified that is considered to be sensitive: this is the subject property, 1 Leigh Street, which forms part of a grade II listed building. The subject property is located within the Skinners Estate and within the Bloomsbury Conservation Area.
- 7.1.3. The subject property forms part of a grade II listed terrace of houses dating from c1810 -13. The primary architectural interest of the building is derived from the quality and coherence of its external elevations which form part of a wider street of terraced houses and their overall architectural composition. The historic interest of the building arises from it being of illustrative value as a tangible record of the nature, form and approach to the development of the Skinners Estate, and its association with notable architect/ developers like James Burton and J Payne associated with the development of the estate.
- 7.1.4. Retrospective LBC is being sort for minimal internal works and the relocation of a basement window and door. The works were undertaken based on requirements set by London Fire Brigade with respect to fire safety.
- 7.1.5. This assessment has confirmed that the subject property had experienced notable change over time, including its original conversion from a house to student hostel and later hotel. As a result, internally no fixtures and fittings of historic or architectural interest survived prior to the works subject to this application having been undertaken. As a result, the internal works have result in no harm to any attribute that contributes to the significance of the listed building. The only external works undertaken have been the relocation of an existing fire door to the location of a former corner window and the replacement of the former fire door with a new window to match. This work has in effect resulted in the reconfiguration of an earlier more historic arrangement to the basement and has not impact on any fabric or fixtures of architectural or historical interest. Indeed, the reconfiguration to an earlier form can be considered an enhancement.
- 7.1.6. It is concluded that the retrospective works have result in no harm to any aspect that contributes to the significance of the grade II listed terrace and therefore are in accordance with all relevant legislation and national and local planning policy.

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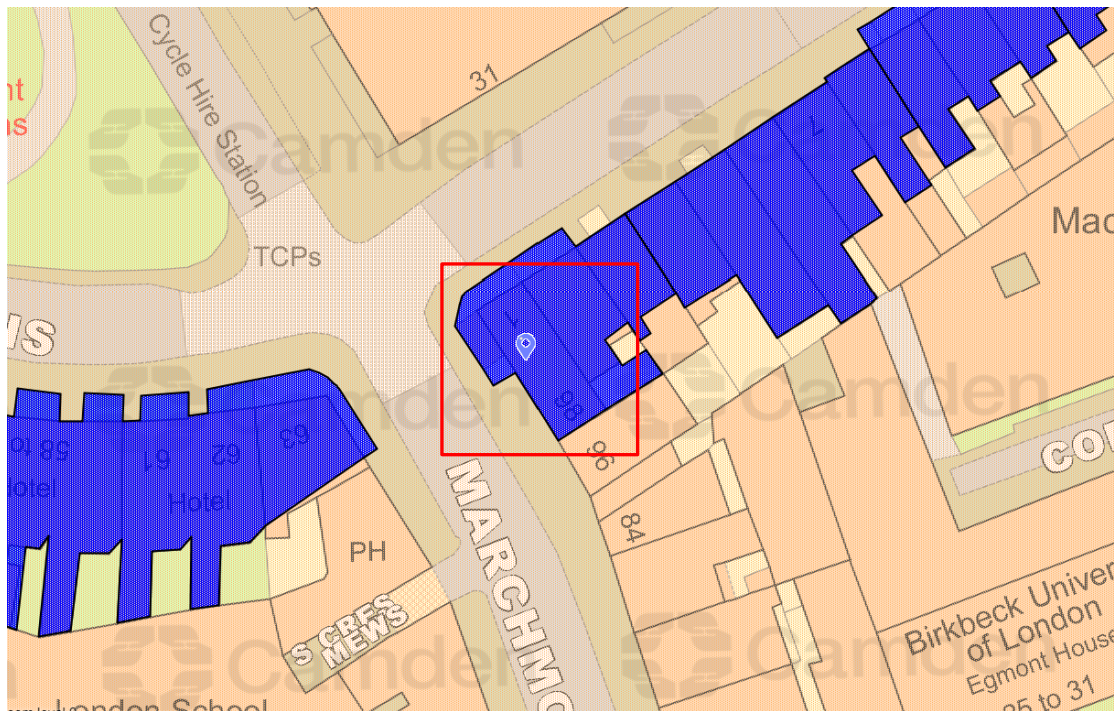
Internet – web-published sources

British Library and National Archives

Local Authority - web-published sources

FIGURES

Figure 1: The Subject Property and known Designated Heritage Assets



The Subject Property

⊖ ListedBuilding

■ Grade I

■ Grade II

■ Grade II*

■ ConservationArea

PLATES

Plate 1: Aerial photograph of the subject property (1947)



Plate 2: 1-3 Leigh Street: corner of Leigh Street and Marchmont Street (1975) © City of London: London Metropolitan Archives



Plate 3: Close up of the corner of Leigh Street and Marchmont Street (1975)



Plate 4: The corner of Leigh Street and Marchmont Street (2007) © Historic England



Plate 5: View south east to the subject property



Plate 6: View south to the subject property



Plate 7: View east to the subject property



Plate 8: View north east to the subject property



Plate 9: View to the fire door of the subject property



Plate 10: View west to the area of the subject property



Plate 11: View of the replacement window to Leigh Street elevation of the subject property



Plate 12: View of the relocated fire door to the subject property



Plate 13: Internal view of the basement window



Plate 14: Internal view of the basement window



Plate 15: Internal view of staircase to basement

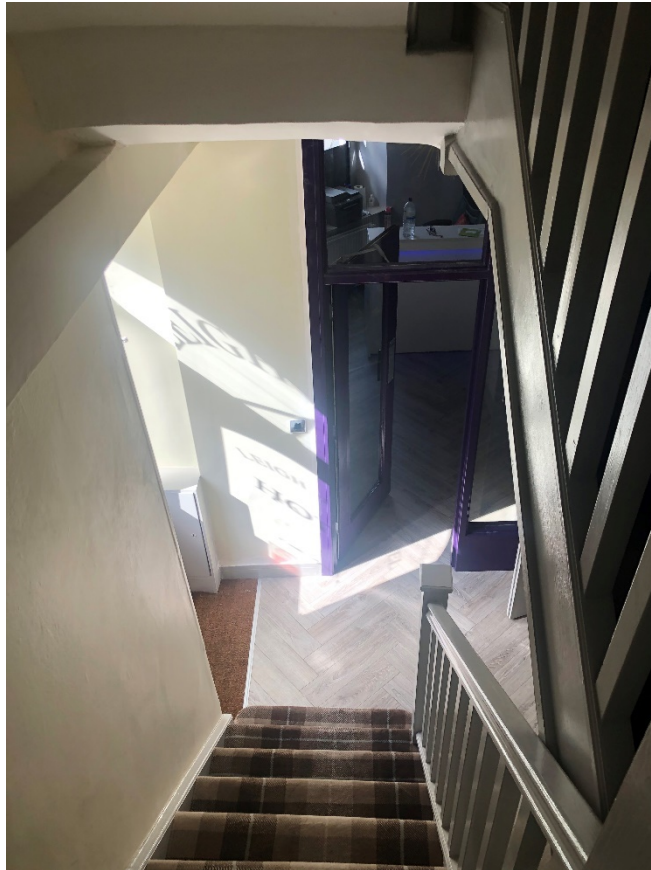


Plate 16: Internal view of staircase to basement



Plate 17: Internal view of staircase



Plate 18: Internal view of converted room



Plate 19: Internal view of bedroom window



Plate 20: Internal view of room



Plate 21: View of basement fire door prior to replacement



Plate 22: View of basement corner window prior to replacement





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