

**HERITAGE STATEMENT**  
**27-28 WINDMILL STREET,**  
**CAMDEN**

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## Quality Assurance

Site name: 27-28 Windmill Street, London, W1T 2JJ

Client name: Naked Wolfe (HK) Limited

Type of report: Heritage Statement

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Signed:



Date: February 2021; Revised with proposals 18<sup>th</sup> August 2021

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Signed



Date 19<sup>th</sup> August 2021



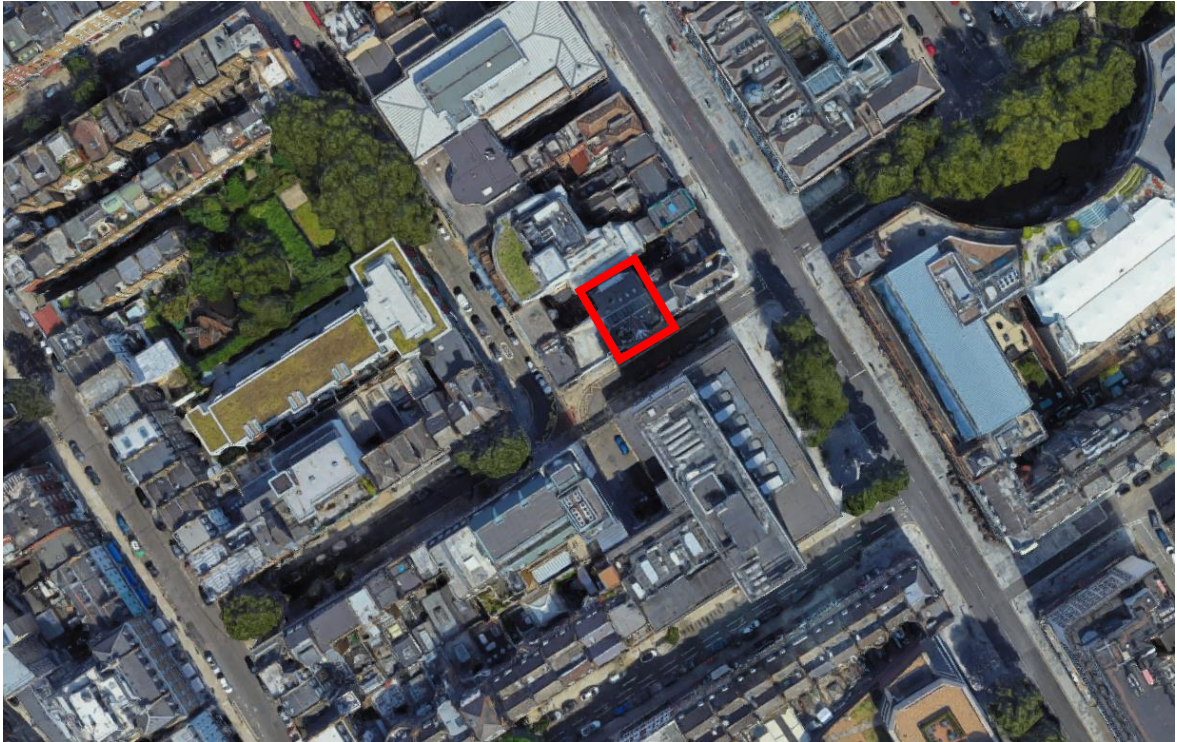
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**Appendix 1**  
STATUTORY LIST DESCRIPTIONS

## 1.0 Introduction

- 1.1 This Heritage Statement has been prepared on behalf of Naked Wolfe (HK) Limited to accompany an application for the redevelopment of no.27-28 Windmill Street, Camden, hereafter referred to as 'the site'.
- 1.2 The site is located on the north side of Windmill Street. It is located adjacent to the Grade II Listed Rising Sun Public House and within the Charlotte Street Conservation Area. The existing building on the site dates from the 1990s. It is four storeys above ground floor and basement.



*Figure 1 Aerial image showing the indicative site location on the north side of Windmill Street, west of Tottenham Court Road. Source: Google Maps, 2021.*

- 1.3 This report identifies the relative heritage value of the heritage assets, including the contribution made by their setting, and considers the potential impact of the proposals on their significance. This approach to impact-assessment is required in order to satisfy the provisions of sections 66(1) and 72(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 and the National Planning Policy Framework 2021 (NPPF) where the impact of development on a heritage asset is being considered.

## 2.0 Heritage Legislation, Policy and Guidance Summary

### National Policy

#### Planning (Listed Buildings & Conservation Areas) Act 1990

- 2.1 The primary legislation relating to Listed Buildings and Conservation Areas is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.
- Section 66(1) reads: *“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”*.
  - In relation to development within Conservation Areas, Section 72(1) reads: *“Special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”*

#### National Planning Policy Framework (2021)

- 2.2 The revised National Planning Policy Framework (NPPF) was published on 20<sup>th</sup> July 2021, replacing the previously-published 2019 and 2012 Frameworks.
- 2.3 With regard to the historic environment, the over-arching aim of the policy remains in line with philosophy of the 2012 framework, namely that *“our historic environments... can better be cherished if their spirit of place thrives, rather than withers.”* The relevant policy is outlined within chapter 16, ‘Conserving and Enhancing the Historic Environment’.
- 2.4 This chapter reasserts that heritage assets can range from sites and buildings of local interest to World Heritage Sites considered to have an Outstanding Universal Value. The NPPF subsequently requires these assets to be conserved in a *“manner appropriate to their significance”* (Paragraph 189).
- 2.5 NPPF directs local planning authorities to require an applicant to *“describe the significance of any heritage assets affected, including any contribution made by their setting”* and the level of detailed assessment should be *“proportionate to the assets’ importance”* (Paragraph 194).
- 2.6 Paragraph 195 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, *“to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal”*. This paragraph therefore results in the need for an analysis of the impact of a proposed development on the asset’s relative significance, in the form of a Heritage Impact Assessment.
- 2.7 An addition to the 2021 NPPF is outlined in paragraph 198. This states that local planning authorities should have regard to the importance of the retention ‘in-situ’ of a historic statue, plaque, memorial or monument irrespective of its designation. The paragraph goes on to suggest an explanation of historic or social context should be given rather than removal.
- 2.8 Paragraph 199 requires that *“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (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.”*

- 2.9 It is then clarified that any harm to the significance of a designated heritage asset, either through alteration, destruction or development within its setting, should require, “*clear and convincing justification*” (Paragraph 200). This paragraph outlines that substantial harm to grade II listed heritage assets should be exceptional, rising to “*wholly exceptional*” for those assets of the highest significance such as Scheduled Monuments, Grade I and Grade II\* listed buildings or Registered Parks & Gardens as well as World Heritage Sites.
- 2.10 In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 201 states the following:
- “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.”*

2.11 The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development. In the case of proposals which would result in “*less than substantial harm*”, paragraph 202 provides the following:

*“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.”*

2.12 It is also possible for proposals, where suitably designed, to result in no harm to the significance of heritage assets.

2.13 In the case of non-designated heritage assets, Paragraph 203 requires a Local Planning Authority to make a “*balanced judgement*” having regard to the scale of any harm or loss and the significance of the heritage asset.

2.14 The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context.

2.1 With regards to conservation areas and the settings of heritage assets, paragraph 206 requires Local Planning Authorities to look for opportunities for new development, enhancing or better revealing their significance. While it is noted that not all elements of a conservation area will necessarily contribute to its significance, this paragraph states that “*proposals that preserve those elements of a setting that make a positive contribution to the asset (or better reveal its significance) should be treated favourably.*”

2.2 Broader design guidance is given in Chapter 12, ‘Achieving well-designed places’. The 2021 NPPF introduces the requirement for local authorities to prepare design guides or codes, consistent with the principles set out in the National Design Guide and National Model Design



Code Documents. These should reflect 'local character' in order to create 'beautiful and distinctive places' (paragraph 127).

- 2.15 Paragraph 134 states that significant weight should be given to development which reflects local design policies, and/or outstanding or innovative designs which promote high levels of sustainability or help raise the 'standard of design' providing they conform to the 'overall form and layout of their surroundings.

#### Planning Practice Guidance (PPG) (2019)

- 2.16 The Planning Practice Guidance (PPG) was updated on 23 July 2019 and is a companion to the NPPF, replacing a large number of foregoing Circulars and other supplementary guidance.

- 2.17 Regarding the assessment of harm on heritage significance, it states:

*In general terms, substantial harm is a high test, so it may not arise in many cases. ... It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.*

*While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings' significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting. (Paragraph: 018; Reference ID: 18a-018-20190723)*

#### Historic England 'Conservation Principles: Policies and Guidance' 2008

- 2.18 Historic England sets out in this document a logical approach to making decisions and offering guidance about all aspects of England's historic environment, including changes affecting significant places. The guide sets out six high-level principles:

- *"The historic environment is a shared resource*
- *Everyone should be able to participate in sustaining the historic environment*
- *Understanding the significance of places is vital*
- *Significant places should be managed to sustain their values*
- *Decisions about change must be reasonable, transparent and consistent*
- *Documenting and learning from decisions is essential"*

- 2.19 'Significance' lies at the core of these principles, the sum of all the heritage values attached to a place, be it a building, an archaeological site or a larger historic area such as a whole village or landscape. The document sets out how heritage values can be grouped into four categories:

- **Evidential value:** *the potential of a place to yield evidence about past human activity*
- **Historic value:** *the ways in which past people, events and aspects of life can be connected through a place to the present – it tends to be illustrative or associative.*
- **Aesthetic value:** *the ways in which people draw sensory and intellectual stimulation from a place*

- **Communal value:** the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory”.

2.20 It states that:

*“New work or alteration to a significant place should normally be acceptable if:*

- a. There is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place;*
- b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed;*
- c. the proposals aspire to a quality of design and execution which may be valued now and in the future;*
- d; the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future” (Page 58)”.*

#### **Historic England: Historic Environment Good Practice Advice (GPA) in Planning Note 2 ‘Managing Significance in Decision-Taking in the Historic Environment’ (March 2015)**

2.21 This advice note sets out clear information to assist all relevant stake holders in implementing historic environment policy in the NPPF (NPPF) and the related guidance given in the National Planning Practice Guidance (NPPG). These include: “*assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness*” (para 1).

2.22 Paragraph 52 discusses ‘Opportunities to enhance assets, their settings and local distinctiveness’ that encourages development: “*Sustainable development can involve seeking positive improvements in the quality of the historic environment. There will not always be opportunities to enhance the significance or improve a heritage asset but the larger the asset the more likely there will be. Most conservation areas, for example, will have sites within them that could add to the character and value of the area through development, while listed buildings may often have extensions or other alterations that have a negative impact on the significance. Similarly, the setting of all heritage assets will frequently have elements that detract from the significance of the asset or hamper its appreciation*”.

#### **Historic England Advice Note 2 ‘Making Changes to Heritage Assets’ (February 2016)**

2.23 This document provides advice in relation to aspects of addition and alteration to heritage assets:

*“The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, aside from NPPF requirements such as social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting” (paragraph 41).*

#### **Historic England The Setting of Heritage Assets Historic Environment Good Practice Advice (GPA) in Planning (second Edition) Note 3 (December 2017)**

2.24 This document presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes. It gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well as advice on how views contribute to



setting. The suggested staged approach to taking decisions on setting can also be used to assess the contribution of views to the significance of heritage assets.

- 2.25 Page 2, states that *“the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.”*
- 2.26 The document goes on to set out ‘A staged approach to proportionate decision taking’ provides detailed advice on assessing the implications of development proposals and recommends the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:
- *“Step 1 - identify which heritage assets and their settings are affected;*
  - *Step 2 - Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated;*
  - *Step 3 - assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it;*
  - *Step 4 - explore ways to maximise enhancement and avoid or minimizing harm;*
  - *Step 5 - make and document the decision and monitor outcomes.”* (page 8)

#### **Historic England Analysing Significance in Heritage Assets Advice Note 12 (October 2019)**

- 2.27 This document provides guidance on the NPPF requirement for applicants to describe heritage significance in order to aid local planning authorities’ decision making. It reiterates the importance of understanding the significance of heritage assets, in advance of developing proposals. This advice note outlines a staged approach to decision-making in which assessing significance precedes the design and also describes the relationship with archaeological desk-based assessments and field evaluations, as well as with Design and Access Statements.
- 2.28 The advice in this document, in accordance with the NPPF, emphasises 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. This advice also addresses how an analysis of heritage significance could be set out before discussing suggested structures for a statement of heritage significance.

## **Regional Policy**

### **The London Plan (2021)**

- 2.29 The London Plan was adopted in March 2021, the following policies are relevant to heritage and this application.
- 2.30 Policy D1 London’s form and characteristics
- A. *Development Plans, area-based strategies and development proposals should ensure the design of places addresses the following requirements:*
- Form and layout*
- 1) *use land efficiently by optimising density, connectivity and land use patterns*

- 2) *enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions*

Quality and character

- 12) *respond to the existing character of a place by identifying the special and valued features that are unique to the locality and respect, enhance and utilise the heritage assets and architectural features that contribute to the local character*
- 13) *be of high quality, with architecture that pays attention to detail, and gives thorough consideration to the practicality of use, flexibility, safety and building lifespan through appropriate construction methods and the use of attractive, robust materials which weather and mature well.*

2.31 Policy HC1 Heritage conservation and growth

- A. *Boroughs should, in consultation with Historic England and other relevant statutory organisations, develop evidence that demonstrates a clear understanding of London's historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to, and interpretation of, the heritage assets, landscapes and archaeology within their area.*
- B. *Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London's heritage in regenerative change by:*

- 1) *setting out a clear vision that recognises and embeds the role of heritage in place-making*

- 2) *utilising the heritage significance of a site or area in the planning and design process*

- 3) *integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place*

- 4) *delivering positive benefits that sustain conserve and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing.*

*Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings, should also be actively managed. Development proposals should seek to avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process*

## Local Policy

### Camden Local Plan (2017)

2.32 The Camden Local Plan (2017) outlines plans for development and forms the basis for planning decisions in the borough. The document was adopted by the council on the 3rd July 2017 and replaces the Core Strategy and Camden Development Policies documents. The relevant policies set out within this document are:

2.33 Policy D1: Design

*“The Council will seek to secure high quality design in development. The Council will require that development :*

- a) respects local context and character;*
- b) preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage;...”*

2.34 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*

*Designed 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...

### 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.

### **Charlotte Street Conservation Area Appraisal and Conservation Management Plan (2008)**

- 2.35 The Charlotte Street Conservation Area was first designated on the 26<sup>th</sup> March 1974. The current appraisal was adopted on the 24<sup>th</sup> July 2008.
- 2.36 The Appraisal states that Windmill Street is a mixed use street. These streets are described as follows:
- "The frontages are generally comprised of three or four storey townhouses, many with shop frontages that retain interesting features such as corbels, stallrisers, decorative timber and pilasters and have fascias that maintain the overall proportions of the property. The townhouse form generates a strong parapet line along these streets. The predominant material is yellow stock brick with areas of stucco introduced into the frontages during the 19th century"*
- 2.37 The Conservation Management Plan states that in order to effectively manage the development within the Conservation Area, the council will ensure that:
- "...applications for development will be determined having regard to the special interest of the conservation area and the specialist advice of conservation officers;"*

## 3.0 Methodology

### Heritage Assets

- 3.1 A heritage asset is defined within the National Planning Policy Framework as “a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)” (NPPF Annex 2: Glossary).
- 3.2 To be considered a heritage asset “an asset must have some meaningful archaeological, architectural, artistic, historical, social or other heritage interest that gives it value to society that transcends its functional utility. Therein lies the fundamental difference between heritage assets and ordinary assets; they stand apart from ordinary assets because of their significance – the summation of all aspects of their heritage interest.” (‘Managing Built Heritage: The Role of Cultural Values and Significance’ Stephen Bond and Derek Worthing, 2016.)
- 3.3 ‘Designated’ assets have been identified under the relevant legislation and policy including, but not limited to: World Heritage Sites, Scheduled Monuments, Listed Buildings, and Conservation Areas. ‘Non-designated’ heritage assets are assets which fall below the national criteria for designation.
- 3.4 The absence of a national designation should not be taken to mean that an asset does not hold any heritage interest. The Planning Policy Guidance (PPG) states that “non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.” (Paragraph: 039 Reference ID: 18a-039-20190723)
- 3.5 The PPG goes on to clarify that “a substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.” (Paragraph: 039 Reference ID: 18a-039-20190723)

### Meaning of Significance

- 3.6 The concept of significance was first expressed within the 1979 Burra Charter (Australia ICOMOS, 1979). This charter has periodically been updated to reflect the development of the theory and practice of cultural heritage management, with the current version having been adopted in 2013. It defines cultural significance as the “aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups” (Page 2, Article 1.2)
- 3.7 The NPPF (Annex 2: Glossary) also defines significance as “the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”
- 3.8 Significance can therefore be considered to be formed by “the collection of values associated with a heritage asset.” (‘Managing Built Heritage: The Role of Cultural Values and Significance’ Stephen Bond and Derek Worthing, 2016.)

### Assessment of Significance/Value

- 3.9 It is important to be proportionate in assessing significance as required in both national policy and guidance as set out in paragraph 194 of NPPF.
- 3.10 The Historic England document 'Conservation Principles' states that "*understanding a place and assessing its significance demands the application of a systematic and consistent process, which is appropriate and proportionate in scope and depth to the decision to be made, or the purpose of the assessment.*"
- 3.11 The document goes on to set out a process for assessment of significance, but it does note that not all of the stages highlighted are applicable to all places/ assets.
- Understanding the fabric and evolution of the asset;
  - Identify who values the asset, and why they do so;
  - Relate identified heritage values to the fabric of the asset;
  - Consider the relative importance of those identified values;
  - Consider the contribution of associated objects and collections;
  - Consider the contribution made by setting and context;
  - Compare the place with other assets sharing similar values;
  - Articulate the significance of the asset.
- 3.12 At the core of this assessment is an understanding of the value/significance of a place. There have been numerous attempts to categorise the range of heritage values which contribute to an asset's significance. Historic England's 'Conservation Principles' sets out a grouping of values as follows: evidential, aesthetic, historic and communal values.
- 3.13 Value-based assessment should be flexible in its application, it is important not to oversimplify an assessment and to acknowledge when an asset has a multi-layered value base, which is likely to reinforce its significance.

### Contribution of setting/context to significance

- 3.14 In addition to the above values, the setting of a heritage asset can also be a fundamental contributor to its significance - although it should be noted that 'setting' itself is not a designation. The value of setting lies in its contribution to the significance of an asset. For example, there may be instances where setting does not contribute to the significance of an asset at all.
- 3.15 Historic England's Conservation Principles defines *setting* as "*an established concept that relates to the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape.*"
- 3.16 It goes on to state that "*context embraces any relationship between a place and other places. It can be, for example, cultural, intellectual, spatial or functional, so any one place can have a multi-layered context. The range of contextual relationships of a place will normally emerge from an understanding of its origins and evolution. Understanding context is particularly relevant to assessing whether a place has greater value for being part of a larger entity, or sharing characteristics with other places*" (page 39).



- 3.17 In order to understand the role of setting and context to decision-making, it is important to have an understanding of the origins and evolution of an asset, to the extent that this understanding gives rise to significance in the present. Assessment of these values is not based solely on visual considerations but may lie in a deeper understanding of historic use, ownership, change or other cultural influence – all or any of which may have given rise to current circumstances and may hold a greater or lesser extent of significance.
- 3.18 The importance of setting depends entirely on the contribution it makes to the significance of the heritage asset or its appreciation. It is important to note that impacts that may arise to the setting of an asset do not, necessarily, result in direct or equivalent impacts to the significance of that asset(s).

### Assessing Impact

- 3.19 It is evident that the significance/value of any heritage asset(s) requires clear assessment to provide a context for, and to determine the impact of, development proposals. Impact on that value or significance is determined by first considering the sensitivity of the receptors identified which is best expressed by using a hierarchy of value levels.
- 3.20 There are a range of hierarchical systems for presenting the level of significance in use; however, the method chosen for this project is based on the established 'James Semple Kerr method' which has been adopted by Historic England, in combination with the impact assessment methodology for heritage assets within the *Design Manual for Roads and Bridges* (DMRB: HA208/13) published by the Highways Agency, Transport Scotland, the Welsh Assembly Government and the department for Regional Development Northern Ireland. This 'value hierarchy' has been subject to scrutiny in the UK planning system, including Inquiries, and is the only hierarchy to be published by a government department.
- 3.21 The first stage of our approach is to carry out a thoroughly researched assessment of the significance of the heritage asset, in order to understand its value:

SIGNIFICANCE	EXAMPLES
<b>Very High</b>	World Heritage Sites, Listed Buildings, Scheduled Monuments and Conservation Areas of outstanding quality, or built assets of acknowledged exceptional or international importance, or assets which can contribute to international research objectives.  Registered Parks & Gardens, historic landscapes and townscapes of international sensitivity.
<b>High</b>	World Heritage Sites, Listed Buildings, Scheduled Monuments, Conservation Areas and built assets of high quality, or assets which can contribute to international and national research objectives.  Registered Parks & Gardens, historic landscapes and townscapes which are highly preserved with excellent coherence, integrity, time-depth, or other critical factor(s).
<b>Good</b>	Listed Buildings, Scheduled Monuments, Conservation Areas and built assets (including locally listed buildings and non-designated assets) with a strong character and integrity which can be shown to have good qualities in their fabric or historical association, or assets which can contribute to national research objectives.  Registered Parks & Gardens, historic landscapes and townscapes of good level of interest, quality and importance, or well preserved and exhibiting considerable coherence, integrity time-depth or other critical factor(s).

<b>Medium/ Moderate</b>	Listed Buildings, Scheduled Monuments, Conservation Areas and built assets (including locally listed buildings and non-designated assets) that can be shown to have moderate qualities in their fabric or historical association.  Registered Parks & Gardens, historic landscapes and townscapes with reasonable coherence, integrity, time-depth or other critical factor(s).
<b>Low</b>	Listed Buildings, Scheduled Monuments and built assets (including locally listed buildings and non-designated assets) compromised by poor preservation integrity and/or low original level of quality of low survival of contextual associations but with potential to contribute to local research objectives.  Registered Parks & Gardens, historic landscapes and townscapes with modest sensitivity or whose sensitivity is limited by poor preservation, historic integrity and/or poor survival of contextual associations.
<b>Negligible</b>	Assets which are of such limited quality in their fabric or historical association that this is not appreciable.  Historic landscapes and townscapes of limited sensitivity, historic integrity and/or limited survival of contextual associations.
<b>Neutral/ None</b>	Assets with no surviving cultural heritage interest. Buildings of no architectural or historical note.  Landscapes and townscapes with no surviving legibility and/or contextual associations, or with no historic interest.

- 3.22 Once the value/ significance of an asset has been assessed, the next stage is to determine the assets 'sensitivity to change'. The following table sets out the levels of sensitivity to change, which is based upon the vulnerability of the asset, in part or as a whole, to loss of value through change. Sensitivity to change can be applied to individual elements of a building, or its setting, and may differ across the asset.
- 3.23 An asset's sensitivity level also relates to its capacity to absorb change, either change affecting the asset itself or change within its setting (remembering that according to Historic England The Setting of Heritage Assets – Planning Note 3, 'change' does not in itself imply harm, and can be neutral, positive or negative in effect).
- 3.24 Some assets are more robust than others and have a greater capacity for change and therefore, even though substantial changes are proposed, their sensitivity to change or capacity to absorb change may still be assessed as low.

SENSITIVITY	EXPLANATION OF SENSITIVITY
<b>High</b>	High Sensitivity to change occurs where a change may pose a major threat to a specific heritage value of the asset which would lead to substantial or total loss of heritage value.
<b>Moderate</b>	Moderate sensitivity to change occurs where a change may diminish the heritage value of an asset, or the ability to appreciate the heritage value of an asset.
<b>Low</b>	Low sensitivity to change occurs where a change may pose no appreciable threat to the heritage value of an asset.

- 3.25 Once there is an understanding of the sensitivity an asset holds, the next stage is to assess the 'magnitude' of the impact that any proposed works may have. Impacts may be considered to be adverse, beneficial or neutral in effect and can relate to direct physical impacts, impacts on its

setting, or both. Impact on setting is measured in terms of the effect that the impact has on the significance of the asset itself – rather than setting itself being considered as the asset.

MAGNITUDE OF IMPACT	TYPICAL CRITERIA DESCRIPTORS
<b>Very High</b>	<p><b>Adverse:</b> Impacts will destroy cultural heritage assets resulting in their total loss or almost complete destruction.</p> <p><b>Beneficial:</b> The proposals would remove or successfully mitigate existing and significant damaging and discordant impacts on assets; allow for the substantial restoration or enhancement of characteristic features.</p>
<b>High</b>	<p><b>Adverse:</b> Impacts will damage cultural heritage assets; result in the loss of the asset's quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets integrity or setting is almost wholly destroyed or is severely compromised, such that the resource can no longer be appreciated or understood.</p> <p><b>Beneficial:</b> The proposals would remove or successfully mitigate existing damaging and discordant impacts on assets; allow for the restoration or enhancement of characteristic features; allow the substantial re-establishment of the integrity, understanding and setting for an area or group of features; halt rapid degradation and/or erosion of the heritage resource, safeguarding substantial elements of the heritage resource.</p>
<b>Medium</b>	<p><b>Adverse:</b> Moderate impact on the asset, but only partially affecting the integrity; partial loss of, or damage to, key characteristics, features or elements; substantially intrusive into the setting and/or would adversely impact upon the context of the asset; loss of the asset for community appreciation. The assets integrity or setting is damaged but not destroyed so understanding and appreciation is compromised.</p> <p><b>Beneficial:</b> Benefit to, or partial restoration of, key characteristics, features or elements; improvement of asset quality; degradation of the asset would be halted; the setting and/or context of the asset would be enhanced and understanding and appreciation is substantially improved; the asset would be brought into community use.</p>
<b>Minor/Low</b>	<p><b>Adverse:</b> Some measurable change in assets quality or vulnerability; minor loss of or alteration to, one (or maybe more) key characteristics, features or elements; change to the setting would not be overly intrusive or overly diminish the context; community use or understanding would be reduced. The assets integrity or setting is damaged but understanding and appreciation would only be diminished not compromised.</p> <p><b>Beneficial:</b> Minor benefit to, or partial restoration of, one (maybe more) key characteristics, features or elements; some beneficial impact on asset or a stabilisation of negative impacts; slight improvements to the context or setting of the site; community use or understanding and appreciation would be enhanced.</p>
<b>Negligible</b>	Barely discernible change in baseline conditions
<b>Nil</b>	No change in baseline conditions.

### Summary

- 3.26 The aim of this Heritage Statement is to identify and assess any impacts that the proposed development may cause to the value or significance of the identified heritage assets and/or their settings.

- 3.27 Overall, it is a balanced understanding of the foreseeable likely effect of proposals on significance as a result of predicted impacts which is being sought through undertaking this process. It should be clearly understood that the level of detail provided within these assessments is *“proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance”* as set out in Paragraph 194 of the National Planning Policy Framework.

## 4.0 Historic Context

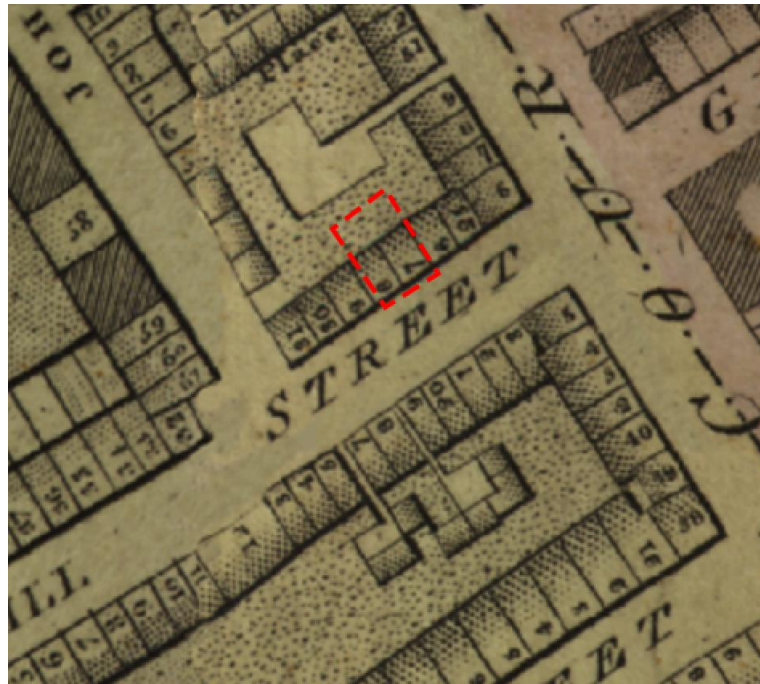
- 4.1 An initial review of available historic maps has been undertaken to assist in the understanding of the site's history. Although such information cannot be considered to be definitive, experience shows that the mapping is often relatively accurate and reliable - particularly the later Ordnance Survey (OS) maps - and taken together with written archival date and physical evidence can help to refine the history of a site.
- 4.2 For much of its history, the area around the application site was in agricultural use, associated with the manor of Tottenhall. By Rocque's map of 1745, however, development had begun to progress northwards along Tottenham Court Road with much of the area having been developed by the 1780s. In this map, Windmill Street began to appear with built form seen at its eastern end. To the west, the road is shown to be a track through open fields.



*Figure 2 Extract from Rocque's map of the Cities of London and Westminster and the Borough of Southwark and the country near 10 miles around, 1745. The approximate location of the site is marked in red.*

- 4.3 The Horwood Map of 1799, below, shows Windmill Street had been developed with terraced houses on both sides by this time. Here, the site is occupied by two buildings and appears to form part of a block of properties which surround a courtyard. The area had been developed during the late 18<sup>th</sup> century, predominantly with terraced houses on wide streets with mews or service access to the rear. However, unlike many of the surrounding estates, the area's development was varied due to the numerous land owners, resulting in a range of building styles.





*Figure 3 Extract from the Horwood map of London, 1799. The approximate location of the site boundary is marked in red.*

- 4.4 After the 1800s, the area became less fashionable with many of the wealthy occupiers moving to the west of London. As a result, many of the terraced houses became subdivided with shops gradually being inserted into the ground floors. The area became particularly known for furniture makers and sellers.
- 4.5 The 1875 Ordnance Survey (OS) Map below shows both buildings on site being set back from the pavement behind a lightwell. To the rear are extended ranges. Additionally, the open courtyard to the rear of the site had been filled in by this date.



*Figure 4 Extract from the 1875 OS Map. The approximate location of the site boundary is marked in red.*



- 4.6 The Goad insurance map provides us with more detail about the buildings on site in the late-nineteenth century. It states that the two properties were three and a half storeys high, as were most of the buildings on this part of Windmill Street. They were also brick/stone/concrete built with slate roofs. At this date, both properties were in use as shops. The rear range of no.27 had been demolished by this date whilst the range behind no.28 had been shortened. This is shown to be a single storey timber structure.



Figure 5 Extract from the Goad Insurance Map of 1888. The approximate location of the site boundary is marked in red.

- 4.7 Little appears to have changed within the site over the later 19<sup>th</sup> and early 20<sup>th</sup> century. The rear range of no.28 has now disappeared and a new structure has been built in the garden of no. 27.



Figure 6 Extract from the 1914 OS Map. The approximate location of the site boundary is marked in red.

- 4.8 The area sustained heavy bombing during the Second World War. The buildings on site are highlighted within the London County Council Bomb Damage Maps as being totally destroyed at the front and damaged beyond repair at the rear. By the 1950 OS Map, the site had been cleared, as had nos. 29 and 30 Windmill Street. The site is shown to project forward of the remaining neighbouring buildings to include the front lightwell area.



Figure 7 Extract from the London County Council Bomb Damage Maps 1945. The approximate location of the site boundary is marked in red.



Figure 8 Extract from the 1953 OS Map. The approximate location of the site boundary is marked in red.

- 4.9 By the 1968 OS Map, the site had been redeveloped. At this time, it was filled with two single storey shops. Planning history for the site suggests that these were first built as temporary lock-up shop units in the early 1960s.



*Figure 9 Photograph of the 1960s shops on site (application PL/8900011/N13/20/G)*

- 4.10 Before the extant building was constructed there were a series of withdrawn, refused and appealed applications for redevelopment of the site, with reasons for refusal including the use and impact upon the character and appearance of the Conservation Area.
- 4.11 The existing building on site was erected in the 1990s under application PL/8900011/N13/20/G. It was built to the designs of Macintosh Haines and Kennedy Partners and is a four storey structure with basement below and a set-back mansard storey above.
- 4.12 The building was initially refused planning permission as the council felt that the proposed office use of the upper floors was unacceptable and contrary to the policies contained within the London Borough of Camden Local Plan 1987 and to the site development guidance contained in the Fitzrovia Local Plan 1984. However, permission was granted following appeal as no viable housing scheme had been forthcoming and the use of the upper space on the site was considered to form an improvement upon the two single storey units that had been in place.
- 4.13 In 2000, the ground floor was changed into further office space and alterations to the façade at this level were approved under application PSx0004086. As part of this application, a glazed canopy was added to the building. The building is currently in use as film and television editing suites.



## 5.0 Heritage Assets

- 5.1 This section identifies heritage assets which relate to the site. In the case of this application submission, the following heritage assets are local to the proposed development and have been identified as they may be affected by the current proposals. The identification of these assets is consistent with 'Step 1' of the GPA3 The Setting of Heritage Assets.
- 5.2 Although there are other built heritage assets within the local surrounding area, the location and significance of many of them results in them having no perceptible relationship with the proposed development site. For this reason, only the built heritage assets which may be considered to be affected by the proposals have been identified. These are:
1. Charlotte Street Conservation Area
  2. The Rising Sun Public House – Grade II Listed
- 5.3 For the purposes of this assessment, where we consider the Conservation Area, we are considering the Conservation Area as a term of designation but also with reference to the built assets which they contain; in other words, we do not assess the Conservation Area in two dimensions but rather as a grouping of buildings and spaces and the manner in which these relate to their surroundings.

### Charlotte Street Conservation Area



*Figure 10 Designation dates map of the Charlotte Street Conservation Area (Camden Council). Indicative site location outlined in red.*

- 5.4 The Charlotte Street Conservation Area was first designated on 26<sup>th</sup> March 1974 and was subsequently extended in 1981, 1985 and 1999. The designation now spans approximately 8.9ha

with the boundaries formed of Chitty Street in the north, Gresse Street in the south, Tottenham Court Road and Cleveland Street in the east, and the boundary between the London Borough of Camden and the City of Westminster in the west. The current Conservation Area appraisal dates to 24 July 2008.

- 5.5 The Conservation Area was originally developed as a wealthy residential area during the mid-late 18<sup>th</sup> century. As the area became less attractive to wealthy residents, many of the large houses were subdivided with artisans and migrants moving in and many of the ground floors of the buildings being converted into shops. The area was also heavily bombed during the Second World War and redeveloped in the 1960s. This resulted in the area having a very mixed character which has continued to date.
- 5.6 The area has a dense urban grain relating to the intensification of development during the 19<sup>th</sup> and 20<sup>th</sup> centuries, which has resulted in there being very little open space, although the streets follow the grid pattern created in the 18<sup>th</sup> century.
- 5.7 The built form within the area is predominantly of a terraced townhouse style, and in many cases buildings are set back from the street behind a basement lightwell, although a number of historic lightwells have been altered or enclosed, reducing the historic residential character of the streetscene. The terraced frontages are predominantly stock brick with red brick or stone detailing and they maintain a consistent parapet height of around four storeys high. However, set back from the building line there are examples of additional floors being added or incorporated on buildings, resulting in a more varied roofscape to the rear.
- 5.8 The Conservation Area has over 70 Listed Buildings and structures, this includes the Rising Sun Public House, adjacent to the site.
- 5.9 Overall, the Charlotte Street Conservation Area is considered to hold a **moderate/good** level of significance.

#### Contribution of the site

- 5.10 The application site is located on Windmill Street, forming part of a mixed use street. These have been described within the Conservation Area Appraisal as being “*characterised by a mix of residential, shopping and commercial uses that tend to have a ground level shop frontage onto the street, but are quieter than the main thoroughfares*”. The built form on these streets is usually characterised by former townhouses which stand between three and four storeys in height, often with the shop frontages inserted into the ground floor.



*Figure 11 View along Windmill Street looking east*

- 5.11 The existing building on site dates from the late-twentieth century and occupies the space of two former townhouses. The current building frontage is three windows wide and does not relate to the historic plot division. The uncharacteristically wide street frontage is emphasised by the low, wide windows which highlight the horizontal appearance of the building, contrasting to the verticality of the historic townhouses nearby. This, in addition to the material palette, which is predominantly a hard red brick (contrasting with the neighbouring stock brick and rendered elevations), and projecting central bay, result in the site standing out from the dominant character of the street and wider Conservation Area. Additionally, the front lightwell on the building has been covered with paving, further contributing to the loss of the street's historic plot layouts.
- 5.12 As such, the site is considered to make a **negligible adverse** contribution to the character and appearance of the Charlotte Street Conservation Area.





*Figure 12 The application site on the north side Windmill Street.*

### **The Rising Sun PH – Grade II Listed**

- 5.13 The Rising Sun Public House is located on the junction of Windmill Street and Tottenham Court Road. It was first added to the Statutory List of Buildings of Special Architectural or Historic Interest on the 14<sup>th</sup> May 1974, at Grade II.



*Figure 13 View of the Rising Sun Public House from Tottenham Court Road*

- 5.14 The building was first constructed in 1896. However, the 1875 OS Map shows that an earlier public house previously stood on the site. It was built to the designs of Treadwell & Martin and

features a stuccoed Nouveau Gothic design for the upper floors. This element of the building features tourelles between each of the window bays and a great deal of elaborate detailing such as scrollwork and heraldic beasts. The ground floor was altered in the 20<sup>th</sup> century and is formed of a pilastered public house frontage. The building has been extended to incorporate the structure directly to the west (adjacent to the site), this continues the ground floor pub frontage whereas the upper floors are un-rendered brick and without the original pub's elaborate decoration.

- 5.15 Internally, the building underwent a great deal of remodelling in the late 20<sup>th</sup> century, providing it with a historicist style.
- 5.16 The building occupies a prominent corner on Tottenham Court Road and due to its detailing is a notable feature in the streetscape. It continues to be in use as a public house, allowing for some appreciation of its interior.
- 5.17 Overall, the Rising Sun is considered to hold a **moderate/good** level of significance, primarily as a result of its aesthetic and communal interest.

#### Setting

- 5.18 As stated above, the building is located on a prominent corner of Tottenham Court Road, a main thoroughfare within an urban area. The detailed design of the building ensures that it is a prominent feature of the streetscape relating to its commercial use. Around the building are a number of terraced properties used both as commercial and residential premises. Those historic structures located immediately adjacent to the listed building are of a smaller scale and far more simple in design, enhancing its notability in the streetscape.
- 5.19 To the south is the modern Met Building which is of a far greater scale than the public house, however, its positioning back from the building line on Tottenham Court Road as well as its stepped design ensures that it does not obscure views towards the listed building when perceived from Tottenham Court Road. However, the scale of the building results in it being a prominent feature of Windmill Street.
- 5.20 As such, the setting of the Rising Sun is considered to make a **good/high beneficial** contribution to its significance due to the evidence it provides of the historic development of the area.

#### Contribution of the site to setting

- 5.21 The application site is located directly to the west of the Rising Sun, adjacent to the simpler extension. The central canted bay of the building on the site makes a weak reference to the detailing on the public house; however, the building's architectural style does not relate positively to the historic structure or its setting. In addition, the solid parapet of results in the building on the site appearing higher than the brick extension of the pub. Additionally, the materiality of the existing building, a hard red brick which is at odds with the historic character of the conservation area, results in it being an awkwardly-prominent feature of the streetscape, drawing attention away from the intricate detailing of the public house.



*Figure 14 View of the site and the Rising Sun looking east along Windmill Street*

- 5.22 Therefore the site is considered to make a **low adverse** impact on the setting of the Rising Sun, making no contribution to its significance.

## 6.0 Pre-Application Proposals

### 2020 Pre-Application

- 6.1 In 2020, pre-application advice was sought from the London Borough of Camden, seeking to partially demolish the existing building to allow for the installation of a new façade and add an upward extension. The upper floors of the building were to be clad in either black glazed brickwork or the existing brickwork was to be painted black. The projecting central bay was to be squared with new wider windows inserted into the openings. Either side of the bay, new windows were to be inserted into the existing openings. At ground floor level, the building's frontage was to be clad in bronze.



*Figure 15 Visualisation showing the front elevation as was proposed*

- 6.2 It also sought to extend the current building through bringing the fourth floor forward to meet the plane of the front elevation, with the existing parapet level raised and new windows added. Above this element, two additional set back floors were proposed. The new fifth floor was to be set back from the front building line whilst the sixth floor would be located within a new mansard roof featuring dormer windows to the front. The rear of the fourth, fifth and sixth floors were to be formed of full height glazing leading onto balcony areas.





Figure 16 Visualisation of the proposed rear elevation



Figure 17 Visualisation showing the proposals as they would be seen from Tottenham Court Road

#### Pre-application response

6.3 The scheme was submitted for pre-application advice under application ref 2020/1237/PRE. In their response to the scheme the council made the following comments:

- “The increased height and visual bulk to the building is considered excessive and its resultant height, massing and form would be very visible”. They stated that “any extensions to [the building] would be required to respect the eaves line and overall height

*of the neighbouring buildings on either side and with other mid-terrace buildings in the street blocks of the conservation area which as a rule tend to be subordinate to corner buildings”.*

- The proposed fourth floor extension will create an *“extra floor in the main frontage, which raises the parapet line and alters the scale of the front elevation. This would result in the proportions of the building being out of balance with adjacent buildings on both sides.”*
- *“The amount of glazing [on the rear third, fourth and fifth floor balconies] could result in the upper floors of the building appearing like light boxes particularly in the winter months. It would be necessary to introduce more solidity to the rear elevation to ensure the building continues to be read as a brick built building and reduces potential for lightspill.”*
- The proposed black finish to the front elevation was described as *“lending to the oppressiveness of the building and it is too loud in its materiality when viewed in context”*. The council go on to suggest that *“the brick finish should be lighter in colour and should tone in with the tones and shades of the neighbouring buildings”*.
- However when considering the design of the ground floor, the council supported the scheme’s proposal to *“[introduce] full height windows with a stallriser which is more in keeping with the ground floor frontages along the street. The use of bronze cladding is likely to be acceptable subject to detailed design in this location due to the varied use of materials in the conservation area”*.
- In terms of the proposal’s impact upon the Rising Sun Public House the council considered that the scheme would *“impact negatively on the setting of the listed pub by being a storey taller than its side wing and, based on the photomontages supplied, very likely to be taller than the main corner building, which should read as a prominent landmark building in the streetscape”*.

#### **February 2021 Pre-Application Proposal**

- 6.4 Following the previous pre-application, the scheme was significantly revised by a new design team in response to the council’s design comments. The revised scheme sought to redevelop the existing building to provide additional office space and roof terrace. It proposed the forward extension of the existing fourth floor and addition of one additional storey, set back from the front elevation. The proposed replacement front elevation sought to improve the appearance of the site in the streetscene by responding to its context within the Charlotte Street Conservation Area in terms of materials, rhythm and detailed design.





Figure 18 Visualisation showing the 2021 pre-application proposals from Tottenham Court Road

6.5 The Council's pre-application response included the following design and heritage comments:

*The existing building is of no particular architectural or historic merit. However in terms of height, building line and overall scale, it is generally in keeping with the conservation area. This makes it a building of neutral value within the Charlotte Street Conservation Area (as per the CAAMS listed buildings and positive contributors map). In particular it pays respect to the side wing of the listed public house on the corner of Tottenham Court Road in terms of its height, eaves height and scale. Although the principal frontage of the pub is an elaborate decorated neo-gothic stucco affair, the side wing is a plain brick façade above the pub frontage and appears to have mid-20th century brickwork. Notwithstanding this, it is in scale with the principal elements of the pub, and sits subserviently adjacent to it, as does the building subject of this pre-application. The existing building and eaves line are respectful of adjacent buildings and its protecting bay was probably modelled on the neighbouring listed building. ...*

*The proposal would include the extension to and alterations to the sloping roof to create a full storey at fourth floor with a new 5th floor taking the form of a mansard with a more pronounced slope to its roof. A graphic has been produced demonstrating that most buildings in the neighbourhood are taller than the application site. This seems to be based on hidden features like ridge lines and chimneys, rather than anything that would actually affect the assessment of the street presence of a building, so cannot be taken at face value. Similarly, a section graphic has been drawn in such a way that the existing central pitched roof, actually about six feet wide, is represented in red suggesting it runs the full width of the building, so making the proposal look more acceptable. These drawings will need to be supplemented with more accurate representations of the facts, if a scheme comes forward as part of a planning application.*

*Given that the building is mid-terrace, any extensions to it would be required to respect the eaves line and overall height of the neighbouring buildings on either side and with other mid-terrace buildings in the street blocks of the conservation area which as a rule tend to be subordinate to corner buildings.*

Roof extensions

*In trying to add two additional storeys, the previous pre-app scheme was not considered subordinate to its neighbours. This scheme has attempted to address this issue in two ways. The lower of its new storeys takes the form of curved-headed gables. This means that the main body*

*of this floor recedes from the parapet line, while the curved forms offer less high-level bulk than squares would.*

*Following or perhaps causing these curved gables, a motif of arches has been chosen for the fenestration, which could be considered to tie in with the flat arches above the windows in the Rising Sun. Viewed in the renders, this vaguely Italianate style is somewhat surprising in the context of this conservation area but, if detailed and constructed well, should provide an improvement over the existing building. The street is certainly not homogenous.*

*In its location the surrounding viewing angles of the upper floors of the building are mostly acute, except from Tottenham Court Road, where the proposed roof extension would be seen behind the Rising Sun pub. Whilst this scheme is less bulky than the previous pre-app proposal, there is still a substantial impact on the roofline and further reduction in high-level bulk would be required. You may like to consider further sloping the upper mansard to reduce visibility or removing the mansard completely.*

*Due to the set back of the proposed roof terrace from the front façade of the building, it is considered that it would not be visible from any public vantage point so would not have a harmful impact on the streetscene or the conservation area. The height and bulk of the external stair that would provide access to the roof terrace is not clear from the floor plans (not to scale) or the section drawings. If there are no amenity issues resulting from the large roof terrace (see amenity section for further advice), this should also be designed to ensure that it is not visible from any public vantage point.*

#### Loss of the front facade

*In order to make a full assessment of the proposal it would be useful to submit further details around which parts of the structure are to be retained. Providing that demolition is not extensive and is confined to the roof and front elevation of the building, revisiting the existing façade would be considered of benefit. At street level, blind doors, flank windows and doors have been obscured, meaning that the building's frontage is largely inactive. Given this, the existing façade contributes little to the Charlotte Street Conservation Area and its loss would not be resisted.*

#### Replacement facade

*The architectural approach for the new front façade references the historic urban grain of the site as two separate plots. The scheme takes its cues from the neighbouring listed pub and interprets these referenced through arched openings which relate the building to its context. This could be an imaginative approach; however it feels that this has led the proposal to be quite grand within its setting and may require further refinement. The new front façade should line up with the existing front building line and should not be set forward of this. Any future proposal should include drawings which clearly confirm this.*

#### Ground floor

*The proposal would include the installation of arched double height ground and first floor. The ground floor expression appears overly grand and inflated in relation to the overall scale of the building. Its fascia band should line through with the neighbouring shopfronts to retain a more consistent scale rather than referencing the pub.*

*In terms of materiality the buildings on this side of Windmill Street along this part of the terrace are light in shades and include a mix of London stock brick and white/ cream render. The proposal includes facing material of brick and stone to try to match the materiality and tones of the neighbouring properties. The large expanse of modern stonework, in conjunction with a high proportion of glazing, particularly at ground floor level poses a greater risk to the streetscape. The ground floor treatment should take a different tone in order to ensure that it is expressed as a distinct element from the upper floors. It is likely that the building will appear excessively grand and corporate in this quieter street within Fitzrovia and its treatment should be carefully considered/ reconsidered.*

#### Lightwell

*The proposal includes the reinstatement of the front lightwell and would be enclosed by metal railings. Page 47 of the brochure includes a map of buildings within this part of the conservation area that have existing front lightwells and confirms that it is a typical feature in this part of the*

*borough. Within this part of Windmill Street only one other building includes a front lightwell with railings and that appears to be no. 31 at the western end of the street. There is no planning history associated with these works and this would not set a precedent for lightwells on this site. The original lightwell was part of the original residential townhouse and would have been a common feature. However the proposed lightwell and associated metal railings do not form part of the character of the existing building and would not suit the architecture of it and would be considered unacceptable. It must be noted that the pavement outside the site is narrow and there are objections to this element of the scheme from a pedestrian safety perspective (see transport section below).*

Conclusion (heritage and design)

*Due to the location of the building in the middle of the terrace and the fact that the neighbouring buildings immediately adjacent to it are similar in height, it is considered that there is limited potential to increase the height of the building beyond its current building envelope. In order to sensitively respond to the existing buildings and site context, any increase to the height of this building should be limited to one storey or a second floor should be designed to be pushed back in a way that it is not visible from any public vantage point.*

## 7.0 Proposals and Impact Assessment

- 7.1 Further revisions have been made to the proposed redevelopment at the application following receipt of pre-application comments earlier in 2021. The principle of the replacement of the front elevation is supported, and careful consideration has been paid in refining the proposed development to ensuring the appearance of the building contributes positively to the character and appearance of the conservation. In particular, it is intended to provide a high-quality new front elevation whilst ensuring it remains subservient in appearance to the taller and more elaborately decorated Rising Sun Public House (grade II listed) to the east, which occupies the corner plot at the east end of Windmill Street.
- 7.2 It is proposed to replace the existing front elevation, which is out of keeping with the historic character of the area in terms of materials, rhythm and detailed design, with a more carefully considered elevation. Additional accommodation is proposed at upper levels, with the existing setback fourth floor extended forwards to meet the front building line. An additional fifth floor is also proposed, set back from the front elevation in a mansard roof.
- 7.3 The proposed front elevation would remove the existing projecting central bay which is not in keeping with the character or appearance of the conservation area. The proposal would reinstate a flat front elevation, consistent with the majority of the buildings in the area. The listed Rising Sun PH is an exception in the site's surroundings, with projecting decorative elements which were intended to stand out from its more restrained neighbours. This aspect of the proposal would therefore improve views along Windmill Street and in the context of the listed building.
- 7.4 The proposals would also reinstate a sense of the historic plot pattern through the construction of two bays, defined with pilasters and paired arches. This would improve the appearance of the building in consideration of its context through the reinstatement of a vertical emphasis to the street-facing elevation, more in keeping with the eighteenth and nineteenth century terraced houses in the surrounding area, including the Rising Sun PH adjacent to the east.
- 7.5 At the top of the front elevation, the extended fourth floor would continue the eaves height of the neighbouring building to the west, with the paired arched gables extending upwards in reference to the gables to the east and emphasising the historic plot division. The arches provide a simple, modern interpretation of a traditional motif, responding to the gables and arched openings on the Rising Sun. They are legibly modern whilst responding sensitively to the historic context and the curved forms effectively reduce the perceived bulk of the top of the new elevation. The restrained detailing proposed would ensure the building does not compete with the neighbouring listed building. The proposed arched gables would be slightly higher than the gable topping the part of the Rising Sun immediately adjacent, however these would remain lower than the ogee gables which surmount the larger and more elaborate part of the listed building.
- 7.6 There would be very limited views towards the additional, setback fifth floor due to the narrowness of the surrounding streets and height of neighbouring buildings. The design and massing of this extension has focussed on reducing its apparent bulk and impact on surrounding views. The surrounding roofscape is not homogenous, with a number of buildings having additional massing set back at roof level. It is therefore considered that the minor change to the roofscape in surrounding views would not be harmful.
- 7.7 The use of a pale/buff bricks facing the elevation would improve on the existing hard red facing bricks, being more sensitive to the stock brick which is the dominant traditional building material in the surrounding streets within the conservation area. In response to the recent pre-application comments, the amount of stone proposed to the front elevation has been considerably reduced and stone is now only proposed for the mullion and transom details.

- 7.8 The proposal to include taller arches at lower levels, would reference the traditional hierarchy of the original terraced houses in the conservation area. The tall, bottom pair of arches would be divided by a horizontal fascia band continued from the adjacent shopfronts to the west. This would visually reduce the scale of the openings within the entrance façade and contribute to an attractive streetscape on this section of Windmill Street, providing a transition between the taller ground floor frontage to the east and the more modestly designed buildings to the west.
- 7.9 The proposed front lightwell would reintroduce a traditional feature in the streetscape of the conservation area. Historic maps show the surrounding streets were generally developed with terraced houses with front lightwells by the nineteenth century. The site is shown to have had a front lightwell in the 1870s OS map, and again in the 1950s OS map. Where lightwells remain within the conservation area, they provide evidence of the historic development of the area and the typical layout of the plots and dwellings and make a positive contribution to the character and appearance. The loss of the lightwell on the site has further eroded the legibility of its original layout and the proposal to reinstate it, along with plain, black-painted metal railings, would provide an enhancement to the significance of the conservation area through reinstating this historic feature.
- 7.10 It is therefore considered that the proposed development would improve the appearance of the site in the context of the character and appearance of the conservation area, enhancing its contribution to the conservation area's significance. The proposals would also provide an improvement in the setting of the listed building, enhancing the contribution of the site to the listed building's significance.





Figure 19 Existing section through the site.

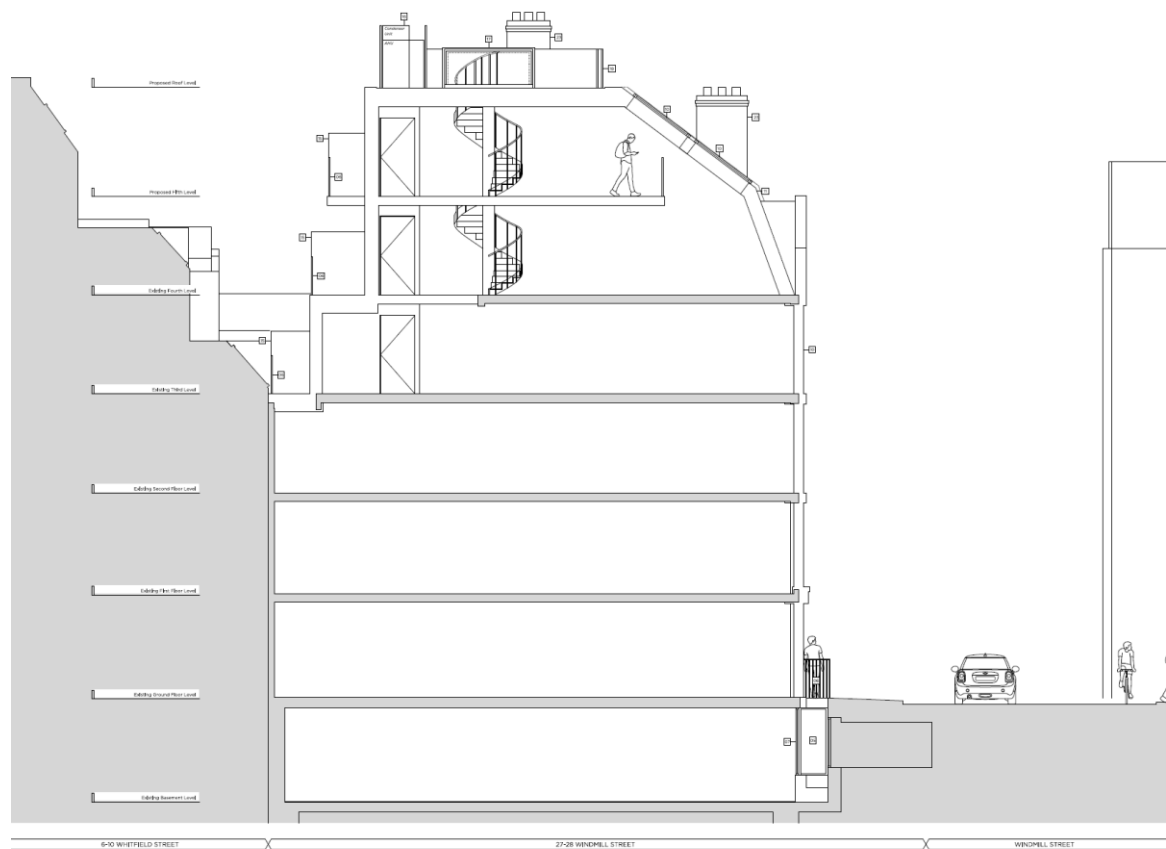


Figure 20 Proposed section through the site. MWA, August 2021.



Figure 21 Existing south (front) elevation.



Figure 22 Proposed south (front) elevation. MWA, August 2021.



*Figure 23 Visualisation showing the proposed new building in the view from Tottenham Court Road.*

## 8.0 Conclusion

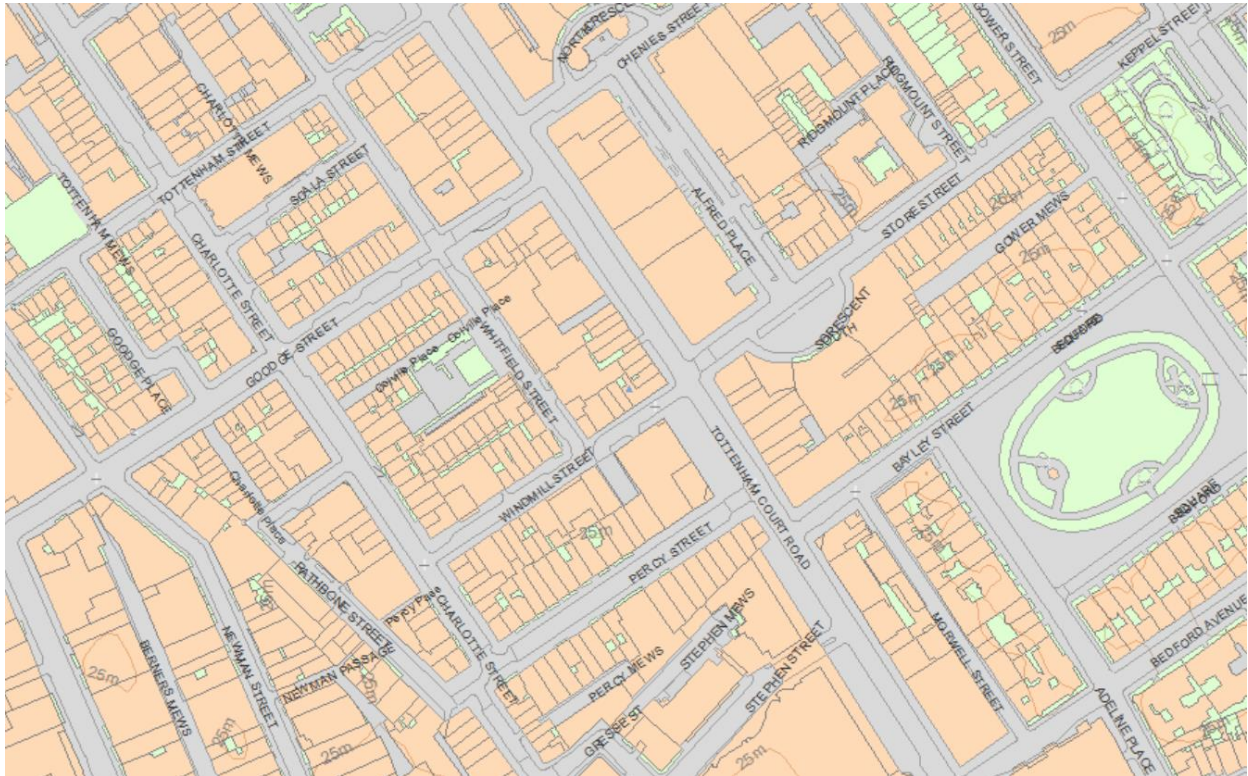
- 8.1 This report considers the impact of the proposed roof level extension and replacement front elevation of 27-28 Windmill Street on the significance of the Charlotte Street Conservation Area and neighbouring grade II listed Rising Sun Public House.
- 8.2 The proposals would provide an enhancement to the contribution the site makes to the character and appearance of the conservation area, providing a more contextual front elevation due to improved facing materials, bay rhythms and detailed design. The proposed roof level additions have been carefully designed to be sensitively incorporated into the roofscape whilst remaining subordinate to the listed building and having minimal impact on surrounding views.
- 8.3 It is also considered that the proposals would have a beneficial impact on the setting of the listed building, conserving its significance.
- 8.4 The proposals are therefore considered to be in accordance with the requirements of the National Planning Policy Framework, 2021 and Camden Local Plan Policy D2. The proposed alterations have had special regard for the desirability of preserving the special interest of the listed building and its setting in accordance with Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990. The proposals have also been found to preserve the character and appearance of the Conservation Area, in accordance with Section 72.

## APPENDIX 1

# STATUTORY LIST DESCRIPTIONS

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### The Rising Sun Public House



Grade: II

List Entry Number: 1379019

Date first listed: 14-May-1974

Public house. 1896. By Treadwell and Martin. Stucco with brick extension. Elaborate Art Nouveau Gothic. 4 storeys and basement. 1 bay with 3-bay return and 1-bay extension to Windmill Street. Ground floor pilastered public house frontage with entrance in splayed corner, altered in C20. 3-light transom and mullion windows with leaded panes to 1st floor, 2-lights to 2nd and 3rd floor. Each bay separated by tourelles with pinnacles. Over window bays, gables surmounted by segmental pediments. Lavish use of vertical strips, scrollwork, heraldic beasts, cupids heads etc., in relief. Rising from 1st to 3rd floor on splayed corner a bartizan with elaborate corbel including a male figure. To the right of this a plaque "Built by F. A. Rhodes 1897, Treadwell & Martin". Brick extension with 3-light transom and mullion windows and stone capped Dutch gable. INTERIOR: entirely remodelled in historicist style c1993.



