

CITY OF WESTMINSTER			
PLANNING APPLICATIONS COMMITTEE	Date 6 February 2018	Classification For General Release	
Report of Director of Planning		Ward(s) involved West End	
Subject of Report	4 - 6 Glasshouse Street London W1B 5DQ		
Proposal	Demolition and reconstruction behind part retained, part rebuilt and extended facade. Retention of ground floor facade and part retention and restoration of ground floor interior. (Linked to planning permission granted on 25 April 2016 (15/07092/FULL) for the redevelopment of 1-23 Shaftesbury Avenue, 19-26 Denman Street, 44-48 Regent Street, 4-8 Glasshouse Street and 1-4 Sherwood Street, London W1)		
Agent	JLL		
On behalf of	LS 1 Sherwood Street Limited		
Registered Number	17/07490/LBC	Date amended/ completed	5 December 2017
Date Application Received	21 August 2017		
Historic Building Grade	II		
Conservation Area	Regent Street		

1. RECOMMENDATION

1. Grant listed building consent subject to authorisation from the National Planning Casework Unit.
2. Agree the reasons for granting consent as set out within Informative 1 of the draft decision letter.

2. SUMMARY

The application site is located on the north side of Piccadilly Circus. It forms part of a large redevelopment site, bounded by Shaftesbury Avenue, Denman Street, Sherwood Street and Piccadilly Circus. Planning permission was granted for this development in April 2016. The building was listed in October 2016.

The planning permission allows for the building to be taken down and reconstructed in an extended form. Now the building is listed, listed building consent is required for this work, but different considerations apply. The impact on the special architectural and historic interest of the listed building has to be considered.

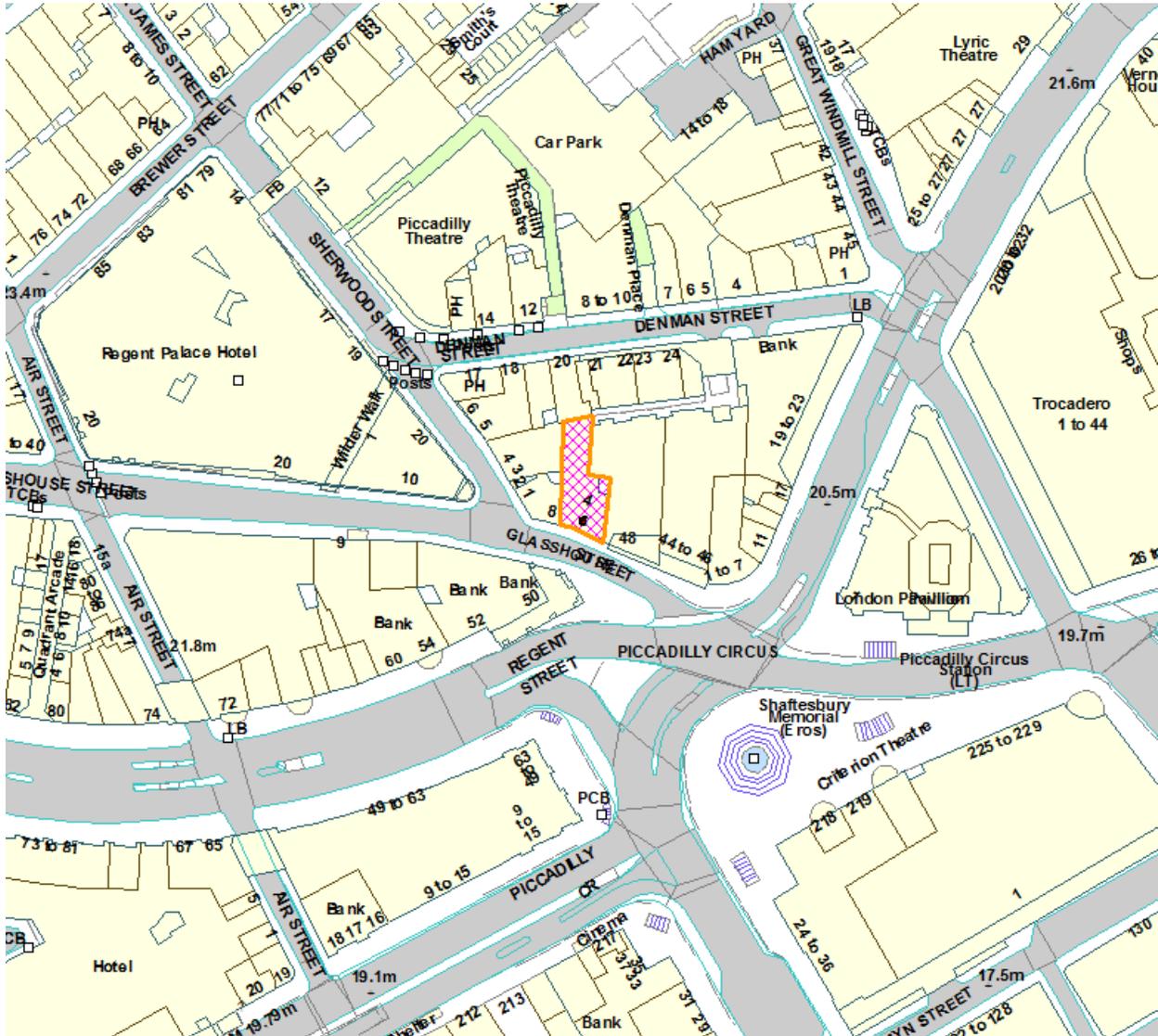
The key issues are considered to be:

- The impact of the proposals on the special interest of the listed building and the character and appearance of the Regent Street Conservation Area.
- Whether there are public benefits which outweigh any harm caused to these heritage assets.

Historic England considers that the proposal causes less than substantial harm to the listed building and that the scheme is acceptable. They have authorised the granting of listed building consent. The Victorian Society objects strongly, and takes the view that the harm is substantial and the application should be refused.

Officers agree with the advice from Historic England and conclude that, on balance, the harm is acceptable through being outweighed by the public benefits of the proposals.

3. LOCATION PLAN



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4. PHOTOGRAPHS





5. CONSULTATIONS

HISTORIC ENGLAND

Authorisation to grant consent received.

VICTORIAN SOCIETY

Object strongly to the total disassembly of the listed building, and consider that the reconstruction proposed would be nothing more than a poor and partial imitation of the original building. The external and internal alterations would be harmful, and the harm caused to the building would be substantial.

They state that the applicant has neither demonstrated that such a high level of harm is strictly necessary in order to deliver substantial public benefits, nor has it demonstrated that any of the four tests laid out in paragraph 133 of the NPPF been satisfied. What is required is the reworking of the wider scheme sufficient to permit the preservation of the listed building. This application should be refused.

GEORGIAN GROUP

Any response to be reported verbally.

TWENTIETH CENTURY SOCIETY

Any response to be reported verbally.

COUNCIL FOR BRITISH ARCHAEOLOGY

Any response to be reported verbally.

SOCIETY FOR PROTECTION OF ANCIENT BUILDINGS

Any response to be reported verbally.

ANCIENT MONUMENTS SOCIETY

Any response to be reported verbally.

SOHO SOCIETY

Any response to be reported verbally.

PRESS ADVERTISEMENT / SITE NOTICE: Yes

6. BACKGROUND INFORMATION

6.1 The Application Site

No. 4-6 Glasshouse Street is a six storey building in bar and nightclub use at basement, ground and first floors with office uses on the upper floors. It was listed on 4 October 2016. It was built in 1909, by Edward Keynes Purchase, with the ground floor façade by Reginald Blomfield for the London, County and Westminster Bank, and was converted to a restaurant in the 1970s.

The site falls within the Soho Conservation Area, the Core Central Activities Zone (Core CAZ) and the West End Stress Area.

6.2 Recent Relevant History

The building forms part of a larger site with a planning permission (see below) for extensive demolition and redevelopment. This larger site is bounded by Shaftesbury Avenue, Sherwood Street to the west, Glasshouse Street/Regent Street to the south and Denman Street to the north. This site includes the entire block, apart from four buildings at the corner of Denman Street and Sherwood Street. It is known as the Monico Site, named after the Monico restaurant and hotel which once fronted Shaftesbury Avenue within the site.

Planning permission was granted on 25 April 2016 for:

Demolition of existing buildings and demolition behind retained facades of 19 and 20 Denman Street facades; realignment of 4-6 Glasshouse Street, 1 Sherwood Street, 8 Glasshouse Street and 11-17 Shaftesbury Avenue facades and retention of Piccadilly Lights (adverts). Construction of a replacement six storey building (plus 6th floor mezzanine office) with three basement levels to create a mixed use scheme comprising office (Class B1) at part ground to 6th storey mezzanine; retail (Classes A1 retail and A3 restaurant) at part basement 1, part ground and part first floor; up to seven residential units (Class C3) at part first floor, part second floor and part third floor; and plant and cycle storage within the basement. Associated works including mechanical plant within roof enclosure and loading facilities.

At the time this scheme was negotiated and then approved, 4-6 Glasshouse Street was not a listed building. The committee report stated:

'The facades of 1 Sherwood Street and 4-6 Glasshouse Street are of high quality and make a positive contribution to the character and appearance of the Soho Conservation Area. They are to be rebuilt reusing the existing stonework, but in a modified form to suit the new office floors behind. This is acceptable in principle, subject to further details being submitted to demonstrate how this would be done'.

7. THE PROPOSAL

The current application proposes dismantling / demolishing the building except for the facade and interior at ground floor level; rebuilding the facade above the retained ground floor, using the original stonework, with new floors behind, linked to the proposed new office building which was granted planning permission in 2016. The facade would be extended by one floor, at fourth floor level, in the style of the existing, with a new roof above, in accordance with the existing planning permission. It is considered that a new planning permission is not required because the proposals are not materially different, in planning terms, to those approved in 2016.

8. DETAILED CONSIDERATIONS

The list entry states that the principal reasons for listing are:

1. Architectural interest: a highly decorative, richly moulded principal elevation exhibiting an exuberance appropriate to its location facing onto Piccadilly Circus;
2. Intactness: externally very little altered and internally retaining decorative plasterwork and panelling on the ground floor;
3. Historic interest: an example of an early-C20 commercial premises, combining the designs of two notable architects;
4. Group value: the building makes a positive contribution to the street scene and has a strong visual relationship with a number of other listed buildings and structures.

The list description states:

The special interest of the interior is concentrated in the former banking hall, which is now a bar, and is open plan. There is painted oak dado panelling on some walls, and a bolection moulded chimneypiece. The ceiling is richly moulded, with a large sunken domed rose towards the front, and three smaller roses to the rear. Panelled doors with moulded architraves generally survive throughout.

The stair is at the front of the building and rises in a dog-leg from the basement through six storeys. It has square newels, some of which are panelled and have acorn finials and pendants, and it has shaped balusters, some of which are boxed in. The ceiled soffits have plaster detailing, and the walls have timber panelling to some of the flights.

The first floor, also a bar, has replica panelling. Moulded ceilings may survive, but were covered at the time of inspection. The second, third and fifth floors retain few historic features and are excluded from the listing. The fourth floor, initially offices, has an incomplete scheme of plaster mouldings to the walls and ceilings, and has two cast iron chimneypieces with egg and dart and relief mouldings.

The demolition of the building would normally be considered to cause substantial harm to the listed building. However, in this case it is considered that the harm is less than substantial because total demolition is not proposed and part of the ground floor, which is the work of Blomfield, will be retained.

As stated above, the building is principally listed for its architectural interest, intactness, historic interest and group value. With respect to these qualities it is considered that:

- The dismantling and rebuilding, with minor changes to the facade, would not harm the external appearance of the building. The existing stones would be reused and the extension to the facade has been designed to match the existing.
- The most important parts of the interior, at ground floor level, would be retained. See the comments by Historic England below.
- The historic interest would be largely retained.
- The group value would not be diminished.

Historic England agree with this view. They consider the harm to be less than substantial. They state:

'We have considered the application and are minded to direct as to the granting of listed building consent. Whilst we believe the proposals will result in serious harm to the significance of the listed building (see our previous advice letter of 29 September, 2017),

we welcome the in situ retention of the ground floor of the building. This element of the building was designed by Reginald Blomfield and represents the most significant element of the listed building. In our view, its retention means that the proposals no longer cause substantial harm to the significance of the listed building, and we are therefore in a position to authorise you to determine the application as you see fit'.

The Victorian Society object strongly to the demolition and rebuilding. They consider the harm to be substantial. This would normally be the case where a listed building is to be demolished. However, in this particular case, it is considered that, given the retention in situ of the ground floor (Blomfield's work), coupled with the rebuilding of the upper parts of the facade using the original historic fabric, this amounts to less than substantial harm.

Para 134 of the NPPF deals with such proposals and states:

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

This proposal is to be considered as part of the large redevelopment proposals for the street block. The applicant argues that there are a significant number of benefits associated with the redevelopment scheme as a whole, including:

- Heritage assets. Restoring, renovating and integrating the historic facades into an overall enhanced townscape.
- Office floorspace. Creation of, modern, fit-for-purpose office floorspace
- Cultural space. Provision of a leisure / cultural space for use by local groups and linking directly to the adjoining creative industries and 'Theatreland'.
- Residential. Replacing small, single-aspect units in poor condition, with new, high-quality residential units.
- Retail. Providing new shops and restaurant units
- Reducing anti-social behaviour. Proposed infilling of the colonnade to reduce anti-social behaviour.
- Public realm. Improvements to the local environment, by replacing and upgrading the public realm, pavements and highways, enhancing permeability, safety and security.
- Job creation. Wide variety of employment opportunities through the demolition and construction phases and long-term creation of jobs in the retail and offices.
- Architecture. The proposals deliver high quality design, architecture and layout, utilising innovative materials to provide a scheme which integrates old and new and, thereby enhances the townscape.

If the whole of the listed building were to be retained this would have significant implications for the implementation of the planning permission scheme. The new office floor plates rely on being continuous across the site. If the existing floors in no. 4-6 were retained there would need to be level changes if they were linked to the new office floors. Furthermore, if the existing party walls of the listed building were retained this would effectively disconnect the Sherwood Street part of the office floors of the approved scheme from the remainder of the new building.

Conclusion

It is considered that the larger scheme, of which the listed building is part, does provide public benefits which outweigh the (less than substantial) harm to the listed building, meeting the NPPF test. It is also considered that the impact on the conservation area is very similar to that of the approved scheme and the character and appearance of the conservation area would be preserved. The proposals comply with the City Council's urban design and conservation policies, including S25 and S28 of the City Plan and policies DES 1, DES 5, DES 9 and DES 10 of the Unitary Development Plan.

Therefore, it is concluded that listed building consent should be granted.

9. BACKGROUND PAPERS

1. Application form
2. Letters from Historic England dated 29 September 2017 and 23 January 2018
3. Letter from the Victorian Society dated 15 October 2017.

(Please note: All the application drawings and other relevant documents and Background Papers are available to view on the Council's website)

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT MARK HOLLINGTON OR
BY EMAIL AT mhollington2@westminster.gov.uk

Item No.
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10. KEY DRAWINGS

Proposed Demolition and Rebuilding

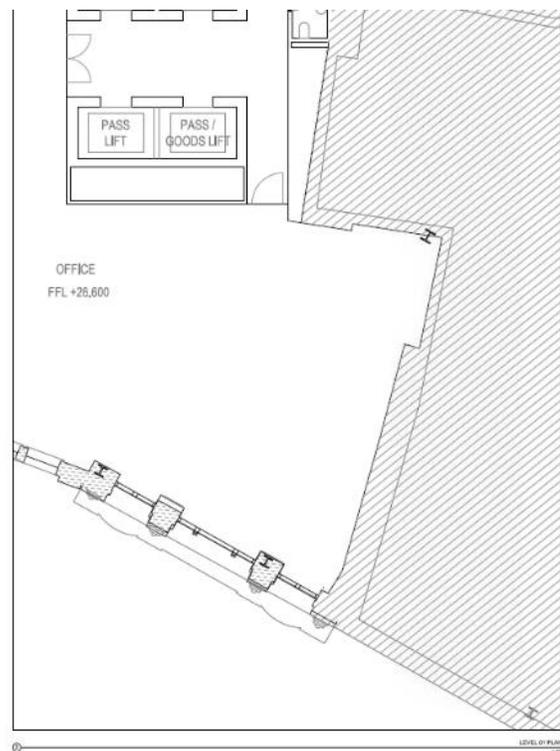
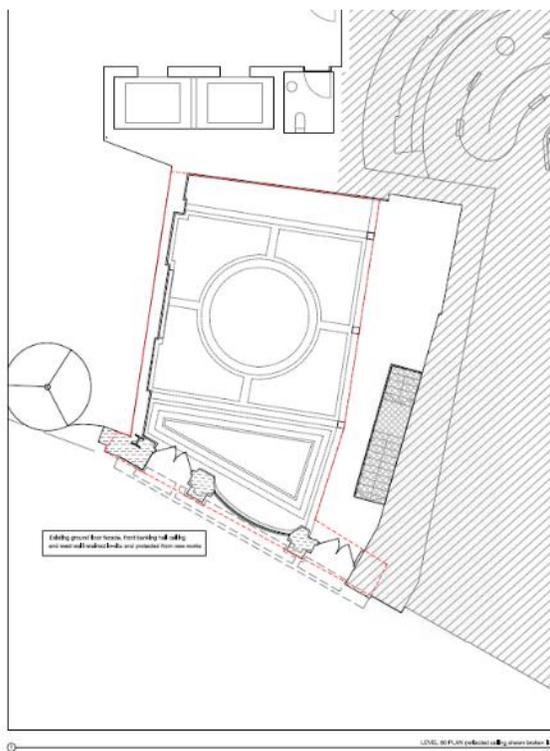
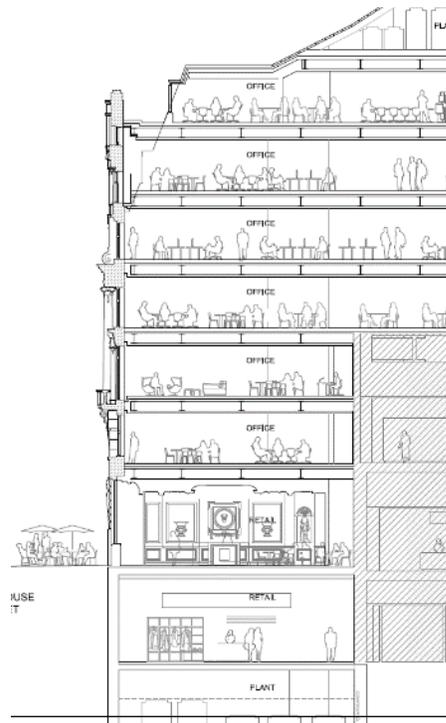


Demolition

Proposed facade (in context of the planning permission scheme)



Proposed sections and ground and first floor plans



Proposed ground floor – exterior and interior



① PROPOSED GLASSHOUSE STREET ELEVATION
NTS



② PROPOSED GROUND FLOOR ELEVATION (coloured tone indicates new inserts)
NTS



① PROPOSED GROUND FLOOR FACADE SECTION + INTERNAL ELEVATION OF WESTERN WALL (RETAINED INSITU)
NTS

DRAFT DECISION LETTER

Address: 4 - 6 Glasshouse Street, London, W1B 5DQ,

Proposal: Demolition and reconstruction behind part retained, part rebuilt and extended facade. Retention of ground floor facade and part retention and restoration of ground floor interior. (Linked to planning permission granted on 25 April 2016 (15/07092/FULL) for the redevelopment of 1-23 Shaftesbury Avenue, 19-26 Denman Street, 44-48 Regent Street, 4-8 Glasshouse Street and 1-4 Sherwood Street, London W1)

Reference: 17/07490/LBC

Plan Nos: FP_GS_PA_EX_LB1_L00_10010 R3, FP_GS_PA_EX_LM_11010/02, FP_GS_PA_L00_L01_20001/02, FP_GS_PA_L02_L03_20002/02, FP_GS_PA_L04_L05_20003/02, FP_GS_PA_L04_L05_20003/02, FP_GS_PA_L06_L07_20004/02, FP_GS_PA_LB2_LB1_20000/02, FP_GS_PA_LM_21000/02, FP_GS_PA_LM_22000/02, FP_MP_PA_LM_21115/02, FP_MP_PA_LM_21120/02, FP_MP_PA_LM_21125/01, FP_MP_PA_LM_21126/02,

Case Officer: Robert Ayton

Direct Tel. No. 020 7641 2978

Recommendation and Reason(s)

- 1 The development permitted shall be carried out in accordance with the drawings and other documents listed on this decision letter, and any drawings approved subsequently by the City Council as local planning authority pursuant to any conditions on this decision letter.

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 2 **Pre Commencement Condition.** You must not start any demolition work on site until we have approved either:

(a) a construction contract with the builder to carry out the redevelopment work for which we have given planning permission on the same date as this decision letter, or

(b) an alternative means of ensuring we are satisfied that demolition on the site will only occur immediately prior to development of the new buildings; You must carry out the demolition and development according to the approved arrangements. (C29)

Reason:

To maintain the character of the Regent Street Conservation Area as set out in Part 2 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 9 (B) of the Regent Street Development Plan that we adopted in January 2007 and Section 74(3) of the Planning (Listed Buildings and Conservation Areas) Act 1990. (R29AC)

- 3 You must apply to us for approval of detailed drawings and/or full particulars of the following parts of the development –
1. Alterations to the facade,
 2. Internal and external works at ground floor level,
 3. Method statement for dismantling, storage and reconstruction of the existing facade

You must not start any work on these parts of the development until we have approved what you have sent us.

You must then carry out the work according to these detailed drawings. (C26DB)

Reason:

To protect the special architectural or historic interest of this building and to make sure the development contributes to the character and appearance of the Regent Street Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R27AC)

- 4 You must apply to us for approval of samples of the facing materials you will use, including glazing, and elevations and roof plans annotated to show where the materials are to be located. You must not start any work on these parts of the development until we have approved what you have sent us. You must then carry out the work using the approved materials. (C26BC)

Reason:

To protect the special architectural or historic interest of this building and to make sure the development contributes to the character and appearance of the Regent Street Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R27AC)

- 5 You must not carry out the work hereby approved by this listed building consent unless it is part of the complete development of the site granted planning permission on 25 April 2016 (15/07092/FULL). You must carry out the demolition and development without interruption and according to the drawings we have approved.

Reason:

To maintain the character of the Regent Street Conservation Area as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 9 (B) of our Unitary Development Plan that we adopted in January 2007 and Section 74(3) of the Planning (Listed Buildings and Conservation Areas) Act 1990. (R29AC)

Informative(s):

- 1 SUMMARY OF REASONS FOR GRANTING CONDITIONAL LISTED BUILDING CONSENT -
In reaching the decision to grant listed building consent with conditions, the City Council has had regard to the relevant policies in the National Planning Policy Framework March 2012, the London Plan March 2016, Westminster's City Plan (November 2016), and the City of Westminster Unitary Development Plan adopted January 2007, as well as relevant supplementary planning guidance, representations received and all other material considerations.

The City Council decided that the proposed works would not harm the special architectural and historic interest of this listed building.

In reaching this decision the following were of particular relevance:, S25 and S28 of Westminster's City Plan and DES 10 including paras 10.130 to 10.146 of the Unitary Development Plan, and paragraph SPG/HB1-3 of our Supplementary Planning Guidance: Repairs and Alterations to Listed Buildings.

Please note: the full text for informatives can be found in the Council's Conditions, Reasons & Policies handbook, copies of which can be found in the Committee Room whilst the meeting is in progress, and on the Council's website.