CITY OF WESTMINSTER				
PLANNING	Date	Classification		
APPLICATIONS COMMITTEE	19 June 2018	For General Rele	ase	
Report of		Ward(s) involved		
Director of Planning		Lancaster Gate		
Subject of Report	12 Garway Road, London, W2 4NH			
Proposal	Excavation of a basement, extending into part of front and rear garden, demolition and rebuilding of rear glazed conservatory at lower ground floor level, enlargement of front light well with decorative metal grille, addition of roof lights, internal alterations and removal of tree to rear. (ADDENDUM REPORT).			
Agent	Charlotte Orrell			
On behalf of	Mr & Mrs Marco Arosio			
Registered Number	17/01993/FULL	Date amended/ completed 01/06/	04/06/2019	
Date Application Received	6 March 2017		01/00/2010	
Historic Building Grade	II			
Conservation Area	Bayswater			

#### 1. RECOMMENDATION

- 1. Grant conditional permission and listed building consent.
- 2. Agree reasons for granting conditional listed building consent as set out in Informative 1 of the draft decision letter

#### 2. SUMMARY

These applications were reported to the Planning Applications Committee on 3rd April 2018, when it was resolved to defer a decision for a members site visit. The committee site visit is planned for 15 June 2018.

Further to the publication of the original report to the Planning Applications Committee, additional consultation responses were received from the adjoining occupiers, Karen Buck MP and Councillor Hug, which were circulated to members of the Planning Applications Committee on the night.

As previously, reported, the proposal is considered acceptable in terms of the significance of the host building, the setting of no. 14 and the character and appearance of the Bayswater Conservation Area. Furthermore, the current application demonstrates compliance with the basement development policy in the City Plan and is also acceptable in land use, amenity and environment terms.

Item	No.
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Accordingly, the proposed development would comply with the relevant policies set out in the Unitary Development Plan (UDP) and Westminster's City Plan (the City Plan). Therefore, it is recommended that conditional planning permission and conditional listed building consent are granted.

#### 3. LOCATION PLAN



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# 4. PHOTOGRAPHS



Top: Front elevation (No.12 on right). Bottom: Existing front light well



#### 5. CONSULTATIONS

# ORIGINAL REPRESENTATIONS AS DETAILED IN REPORT TO COMMITTEE OF 3<sup>rd</sup> APRIL 2018 (GREENS).

WARD COUNCILLORS (LANCASTER GATE)
Any response to be reported verbally.

# BAYSWATER RESIDENTS ASSOCIATION

Any response to be reported verbally.

#### ARBORICULTURAL MANAGER:

Proposal results in loss of a bay tree in the rear garden, which is considered regrettable, but has previously been accepted as part of the scheme considered at appeal. Trial excavations demonstrate that roots of the Sycamore in adjacent garden are unlikely to be affected by rear excavation. Trees to be retained to the rear must be protected during works. Proposed basement below the front garden would have an undeveloped margin and a soil depth of 1300mm above it and this is welcomed. The undeveloped margin at the rear would be offset/ provided on one side of the basement only and there would be no soil depth provided over the rear section of the basement. Considers that the offsetting of the undeveloped margin and lack of soil depth are contrary to Policy CM28.1 in the City Plan (the 'basement development' policy). Notes though that the excavation to the rear would be below the existing sunken patio/ shallow lightwell. On balance raises no objection, but recommends landscaping and replacement tree planting is secured by condition.

#### **BUILDING CONTROL**

Further to the provision of further information in April 2017 and November 2017 the following comments have been provided. The structural stability, geology and hydrology issues have all been adequately covered in the submitted documents.

#### Structural Stability:

- While engineering and structural matters are controlled through the Building Act 1984, Building Regulation 2010 and the party Wall Act 2005, the feasibility report submitted illustrates that the basement can be achieved, whilst structurally supporting the building, with piles and steel framing for lateral support.
- The buildings do not have any visible damage from wartime bombing. The basement will provide a firm base for the buildings above.

#### Geology:

A site investigation in 2014 with 6m deep test excavations showed that the subsoil
was firm to stiff London clay, so there would be no damming effect from the concrete
construction of the basement.

#### Hydrology:

- The site does not fall within a sea or river floodplain and there is a low chance of flooding by extreme rainfall. The site investigation shows that surface water only flows in the top 1.6m of permeable soil.
- The proposed basement would be constructed in London clay which has a very low rate of absorption. The basement will result in the replacement of the existing

drainage system and will allow for the increased capacity of storage for drainage in line with the Building Regulations. The new system will have a sump system, to deal with any water ingress through the wall or from under the slab.

• The proposal would not increase flood risk to other properties and this property could be 'operated' safely.

#### CLEANSING MANAGER

No objection. Condition recommended.

#### **ENVIRONMENT AGENCY**

Any response to be reported verbally.

#### HIGHWAYS PLANNING MANAGER

No objection. Conditions and informatives recommended.

#### HISTORIC ENGLAND

Do not consider it necessary to be consulted.

#### LONDON AND MIDDLESEX ARCHAEOLOGY SOCIETY (LAMAS)

Strong objection to the insertion of a basement under the whole site was deemed wholly inappropriate.

#### ANTICENT MONUMENT SOCIETY

Any response to be reported verbally.

#### COUNCIL FOR BRITISH ARCHEAOLOGY

Any response to be reported verbally.

#### THE GEORGIAN GROUP

Any response to be reported verbally.

#### SOCIETY FOR THE PROTECTION OF ANCIENT BUILDINGS

Any response to be reported verbally.

#### TWENTIETH CENTURY SOCIETY

Any response to be reported verbally.

#### THE VICTORIAN SOCIETY

Any response to be reported verbally.

#### THAMES WATER

Any response to be reported verbally.

#### ADJOINING OWNERS/ OCCUPIERS AND OTHER REPRESENTATIONS RECEIVED

#### Consultation on Originally Submitted Scheme (April/ May 2017)

No. Consulted: 24.
Total No. of Replies: 3.
No. of Objections: 2.
No. of Support: 1.

Objection raised on all or some of the following grounds:

#### Design, Conservation and Listed Building Issues:

- Clerestorey windows and lay-lights should be omitted from the front lightwell in accordance with the appeal decision dated 20 March 2016.
- Concern that the basement would adversely affect the hierarchy of the listed building, contrary to Policy CM281(B)(6). Note that the 'Basement Development in Westminster' SPD adopts a 'case by case' approach to basements development below listed buildings having regard to the impact on the significance of the building.
- Note that the number of floors is part of the list description and consider that the hierarchy and significance of the building would be harmed.
- Submitted Heritage Statement fails to address the issue of hierarchy of spaces within the building.
- Consider that the scheme would cause less than substantial harm, as defined by Para 134 of the NPPF, but that this is not outweighed by any public benefits.
- Applicants approach to assessing harm to the heritage asset does not accord with the NPPF.
- 'Basement Development in Westminster' SPD advises that the structural method statement should be prepared by a CARE accredited engineer with expertise in historic buildings, but the appointed engineers do not appear to have this qualification. This risks harm to the heritage asset.

#### Flood Risk Issues:

- Adverse impact on drainage from basement.
- Adverse impact on flood risk.
- Application should be accompanied by a flood risk assessment in compliance with CM28.1 in the City Plan and the 'Basement Development in Westminster' SPD as is located within a Surface Water Hotspot.
- CMS submitted by the applicant is not a flood risk assessment.
   In absence of a flood risk assessment it is not possible to determine what mitigation measures are required.

#### Other Issues:

- Loss of green space from rear garden.
- · Harm to retained trees and loss of trees.
- Removal of tree would reduce privacy of neighbours.
- Noise and disturbance from construction works.
- Additional light spill from larger windows, doors and rooflights.
- Security lights, if installed, would cause light pollution.

One email received from a neighbouring occupier stating they share a party wall and they support the proposal.

<u>Consultation on Revised Scheme Including Flood Risk Assessment dated 21 November 2017 (December 2017/ January 2018)</u>

No. Consulted: 3. Total No. of Replies: 1.

No. of Objections: 1. No. of Support: 0.

Objection received from the represent of the three freeholders of 14 A, B and C Garway Road maintain the grounds for objection raised in their earlier representation dated 2 May 2017.

These applications were due to be considered by Sub-Committee on 6 March 2018. However, the applicant's Flood Risk Assessment was unavailable to view online. The document is now available to view. The objector raising the flood risk issue was re-consulted on 5 March, giving a further 21 days to comment. Any responses will be reported verbally to Sub-Committee.

ADVERTISEMENT/ SITE NOTICE Yes.

# ADDITIONAL REPRESENTAIONS RECEIVED AFTER REPORT OF 3rd APRIL WAS PUBLISHED AND CIRCULATED TO MEMBERS PRIOR TO COMMITTEE (BLUES)

Objection from adjoining occupiers on the following grounds:

<u>Heritage</u>: Lack of expert heritage advice, light spill from the roof lights will remain despite the objections of an Inspector who dismissed an early appeal based on light spill. Officer states no harm caused, rather than less than substantial. Notwithstanding the discreet stair to the new basement, the basements will harm the hierarchy of spaces, contrary to CM 28.1 as they will have higher ceilings than the present lower ground floor, officer does not follow Inspector's views. There are no public benefits outweighing the harm.

<u>Structural Methodology:</u> the SPD states CARE accreditation should be used for the structural engineering statement, states that Building Controls judgement is not sufficient, repeated criticism of the lack of expertise and conservation input, ignoring LAMAS Victorian Society – CARE accreditation is needed.

<u>Flood Risk:</u> Flood risk assessment ignores the fact that the building is in a surface flood risk hotspot and the Building Control ignore the Environment Agency. The application does not propose any suitable SUD's.

<u>Bin Store</u>: The access to the side bin store to no. 14 a, b, c will be blocked in breach of a condition to a permission of 2011, which requires access to be maintained.

Other: Application correspondence not available online.

# LATE REPRESENTATIONS RECEIVED AFTER REPORT FOR 3rd APRIL 2018 MEETING WAS PUBLISHED AND CIRCULATED TO MEMBERS AT THE COMMITTEE MEETING (REDS).

Karen Buck MP: Forwarded objection from adjoining occupiers. The objection relates to the report being written before responses were received from these occupants, prejudging the issue, accusations of impropriety re hospitality and timing of report writing, as well as raising the issues described below.

Councillor Hug: Objection based on the access to the bin store and heritage issues. Seeks confirmation that the Engineers have the necessary skills to deal with bomb danged building and assessing ricks to adjoining properties (29/03/18).

#### 6. DETAILED CONSDIERATIONS

The considerations detailed below are in response to the late representations received, which were presented to the members on the evening of the Planning Applications Committee

The objections from the adjoining occupiers state that considerations in the report are not heritage lead and disagree with its conclusions. The report includes detailed assessment of the heritage issues, as is normal for a listed building application. Both the internal and external impact on the building and conservation area have been considered, as is required by section 16 of the Town and Country Planning Act 1990 and section 66 of the Town and Country Planning (Listed Building and Conservation Areas) Act 1990. An assessment of the case has also been made under section 12 of the NPPF and the works do not cause harm. The City Council attaches great weight to the preservation of the building, its setting and the features of interest it possesses, as it does to the character and appearance of the conservation area.

While the objection from LAMAS has been considered, the City Council cannot support an 'in principle' objection to basement development, as each case is considered on its merits. The principle of basement development is accepted in City Council policy and guidance and has not been ruled out through three appeals decisions on no 12/14 Garway Road. The detail of any given development need to be carefully considered in terms of their impact.

There will be light spill from the roof lights and this is contrary to a concern from one of the Inspectors. However, that concern was raised in relation to a clerestory window projecting from the front garden – the muted light spill from roof light, whether in a light well or not, is not harmful per se. It's a normal occurrence, as would be artificial up lighting of elevation, which are also regularly approved.

The rooflight to the more open nature of no. 14, is counter balanced by the omission of internal roof lights in the lower ground floor. In the case of no. 12, the visibility of the roof lights is limited due to the size of the lightwell.

In terms of hierarchy, the proportions of one room in relation to another is only apparent when those spaces are linked and viewed together. The slightly greater internal height of a new basement room, would have no discernible visual or spatial impact on the rest of the building.

While the new basement is a private benefit, no harm is caused and therefore no public benefits are required.

CARE accreditation for the engaged engineers is advised in guidance, as is the use of

specialists generally for listed building works in other City Council guidance. However, it is not a requirement, as it could not be legally enforced. Policy is CM28.1 has greater weight than the guidance, which predates it.

The District Surveyor Service consider the structural information suitable and have extensive experience of assessing basements at planning stage and of approving building notices and detailed structural schemes for basements. The issue of bomb damage has been covered previously and special attention does not needed when damage which may or may not have occurred more than 70 years ago, has been resolved and the buildings are structurally sound.

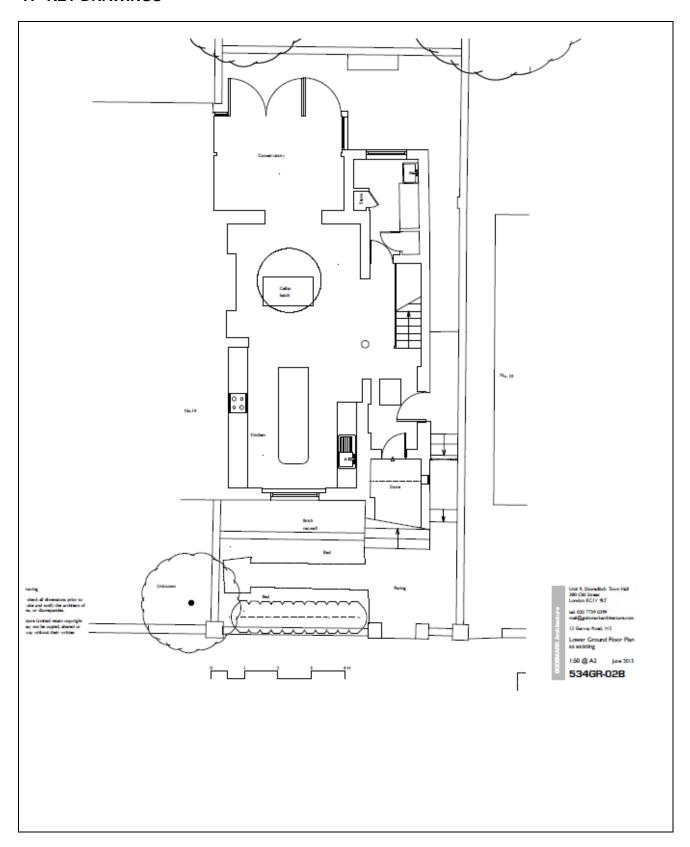
The Flood risk issue has been covered in depth within the original committee reported to members. While the area is a surface water run off risk 'hot spot', the probability of flooding is very low. The creation of a basement will have limited impact of this issue and test holes show that water found was 'perched water' in the London clay.

The access to be bin store of no. 14, will not be affected, as the works to the basement will be undertaken internally. As such, the present external access will be maintained. An e mail of 25/04/18 from the agent confirms this.

The other issue was that correspondence was not uploaded online. It's not standard practice to upload all correspondence, given the practical and resourcing implications of doing so. However, an FOI request was received on 11 April 2018 and all correspondence between the applicant and the City Council after January 2017 has been provided to the consultee

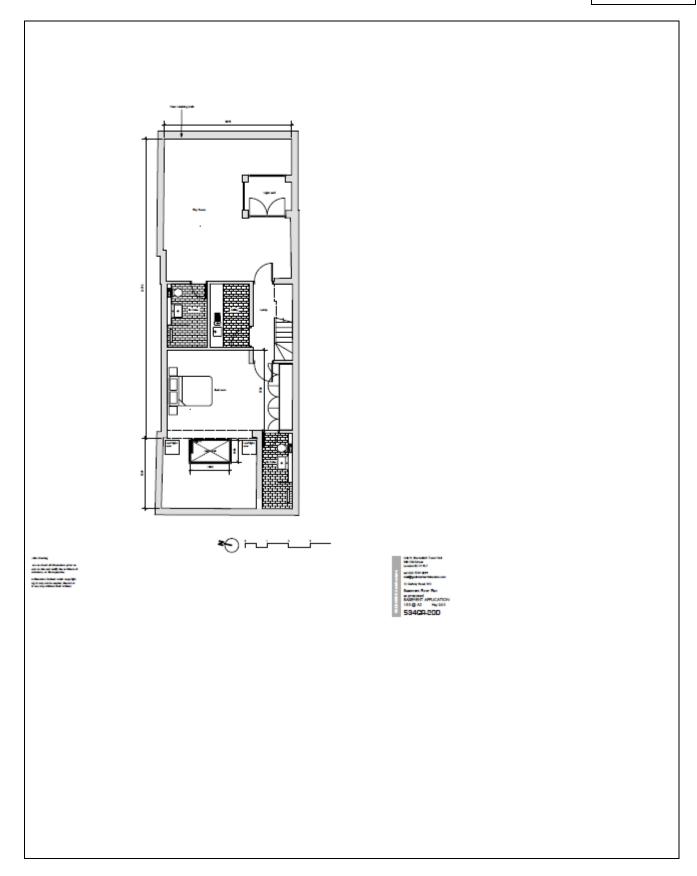
IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: KIMBERLEY DAVIES BY EMAIL AT kdavies1@westminster.gov.uk

## 7. KEY DRAWINGS



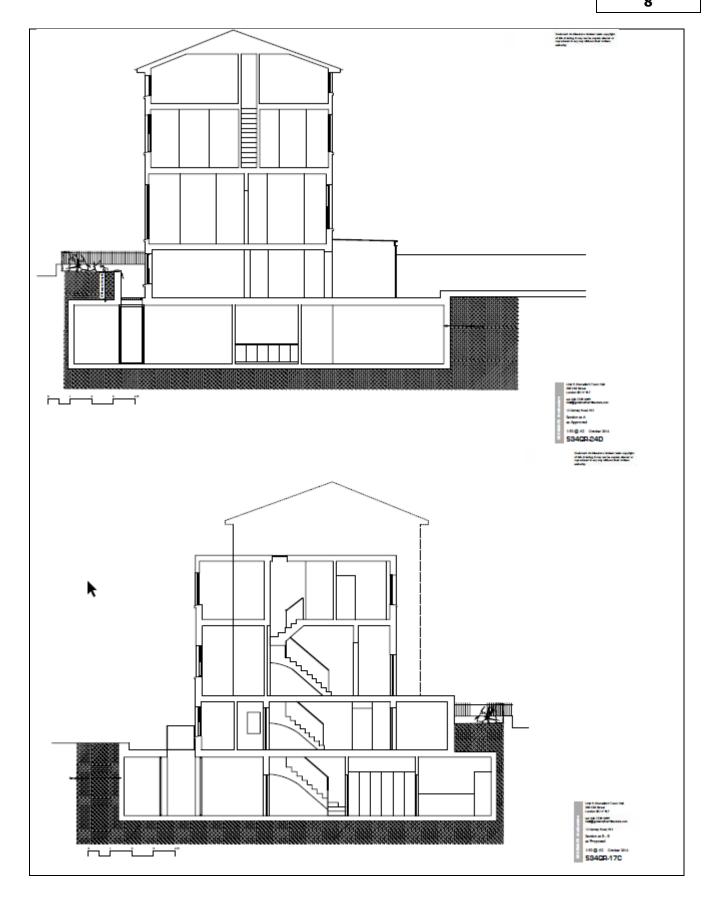


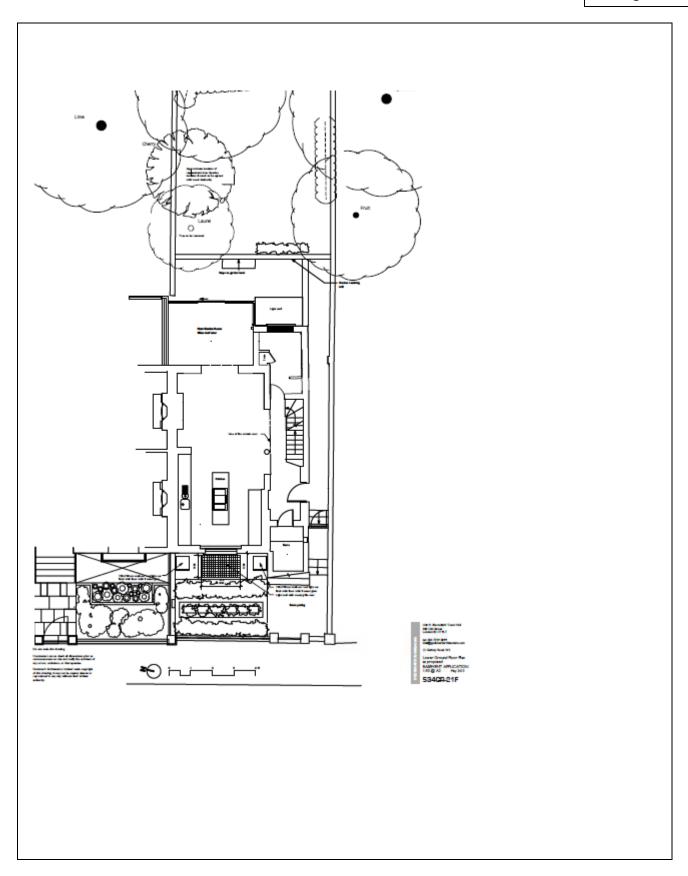
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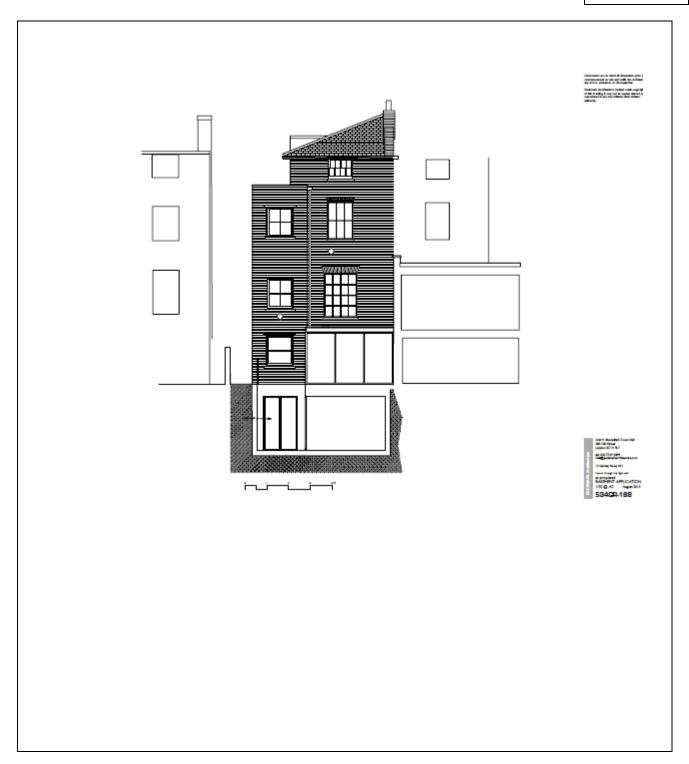












#### DRAFT DECISION LETTER

Address: 12 Garway Road, London, W2 4NH

**Proposal:** Excavation of a basement, extending into part of front and rear garden, demolition

and rebuilding of rear glazed conservatory at lower ground floor level, enlargement

of front light well with decorative metal grille, addition of roof lights, internal

alterations and removal of tree to rear. Linked to 17/01994/LBC

Reference: 17/01993/FULL

**Plan Nos:** 534 GR 01, 534 GR 02B, 534 GR 03, 534 GR 06, 534 GR 07, 534 GR 11, 534 GR 20D, 534

GR 21E, 534 GR 16B, 534 GR 24C, 534 GR 17B, 534 GR 18A, 534 GR 22C, 151007 12 Garway Road Listed Building Statement V5 (Heritage Statement), 14180 – 12 Garway Rd – Construction Traffic Management Plan – Rev B – June 2016, 14180 – LON CMS 12 Garway Road Rev B Jun 16 (Part 1-5), Design and Access Statement Basement Rev B, Planning Statement, Tree Report – 12 Garway Road Tree Report Oct 2015.pdf, Tree

Constraints Plan.

Case Officer: John Wilman Direct Tel. No. 020 7641 5961

### Recommended Condition(s) and Reason(s)

The development hereby 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 Except for piling, excavation and demolition work, you must carry out any building work which can be heard at the boundary of the site only:
  - o between 08.00 and 18.00 Monday to Friday:
  - o between 08.00 and 13.00 on Saturday; and
  - o not at all on Sundays, bank holidays and public holidays.

You must carry out piling, excavation and demolition work only:

- o between 08.00 and 18.00 Monday to Friday; and
- o not at all on Saturdays, Sundays, bank holidays and public holidays.

Noisy work must not take place outside these hours unless otherwise agreed through a Control of Pollution Act 1974 section 61 prior consent in special circumstances (for example, to meet police traffic restrictions, in an emergency or in the interests of public safety). (C11AB)

Reason:

To protect the environment of neighbouring occupiers. This is as set out in S29 and S32 of Westminster's City Plan (November 2016) and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R11AC)

Prior to the commencement of any demolition or construction on site the applicant shall submit an approval of details application to the City Council as local planning authority comprising evidence that any implementation of the scheme hereby approved, by the applicant or any other party, will be bound by the council's Code of Construction Practice. Such evidence must take the form of a completed Appendix A of the Code of Construction Practice, signed by the applicant and approved by the Council's Environmental Inspectorate, which constitutes an agreement to comply with the code and requirements contained therein. Commencement of any demolition or construction cannot take place until the City Council as local planning authority has issued its approval of such an application (C11CB)

#### Reason:

To protect the environment of neighbouring occupiers. This is as set out in S29 and S32 of Westminster's City Plan (November 2016) and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R11AC)

4 All new work to the outside of the building must match existing original work in terms of the choice of materials, method of construction and finished appearance. This applies unless differences are shown on the drawings we have approved or are required by conditions to this permission. (C26AA)

#### Reason:

To protect the special architectural or historic interest of this listed building and to make sure the development contributes to the character and appearance of the Bayswater Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26FD)

You must apply to us for approval of detailed drawings of the following parts of the development: Decorative grille to front lightwell shown in context with surrounding paving and rooflight below. 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 drawings and you must not occupy the basement extension until the grille has been installed. Thereafter the grille must be permanently retained in accordance with the details we approve. (C26DB)

#### Reason:

To protect the special architectural or historic interest of this listed building and to make sure the development contributes to the character and appearance of the Bayswater Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1, DES 10 (A) and paras 10.108 to 10.146 of our Unitary Development Plan that we adopted in January 2007. (R26FD)

You must apply to us for approval of detailed drawings of a hard and soft landscaping scheme which includes the number, size, species and position of trees and shrubs. The landscaping

scheme must include the provision of at least one tree to replace the Bay tree that is to be removed from the rear garden. You must not start work on the relevant part of the development until we have approved what you have sent us. You must then carry out the landscaping and planting within one planting season of completing the development (or within any other time limit we agree to in writing).

If you remove any trees that form part of the landscaping scheme we approve or find that they are dying, severely damaged or diseased within 5 years of planting them, you must replace them with trees of a similar size and species. (C30CB)

#### Reason:

To improve the appearance of the development, to make sure that it contributes to the character and appearance of this part of the Bayswater Conservation Area, and to improve its contribution to biodiversity and the local environment. This is as set out in S25, S28 and S38 of Westminster's City Plan (November 2016) and ENV 16, ENV 17, DES 1 (A) and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R30CD)

Pre Commencement Condition. Notwithstanding the content of the submitted arboricultural assessment, you must apply to us for approval of the ways in which you will protect the trees which you are keeping, as shown on drawing 534GR-83E. You must not start any demolition, site clearance or building work, and you must not take any equipment, machinery or materials for the development onto the site, until we have approved what you have sent us. The tree protection must follow the recommendations in section 7 of British Standard BS5837: 2005. You must then carry out the work according to the approved details. (C31AC)

#### Reason:

To make sure that the trees on the site are adequately protected during building works. This is as set out in S38 of Westminster's City Plan (November 2016) and DES 1 (A), ENV 16 and ENV 17 of our Unitary Development Plan that we adopted in January 2007. (R31AC)

8 You must provide a minimum of 1m soil depth (plus minimum 200mm drainage layer) and adequate overall soil volume above the top cover of the basement were it extends beyond the front of the building and the front lightwell, as shown on the drawings hereby approved. The soil depth and soil volume above the basement must thereafter be retained as approved.

#### Reason:

To improve the appearance of the development and its contribution to biodiversity and the local environment, as set out in S38, CM28.1 of Westminster's City Plan (November 2016), and ENV 16, ENV 17 and DES 1 (A) of our Unitary Development Plan that we adopted in January 2007.

- 9 You must apply to us for approval of detailed drawings of the following parts of the development:
  - The sustainable urban drainage system to be incorporated into the design of the structure of the front part of the basement to enable the flow of water through the areas of soil around the perimeter of the basement structure and below the highway.

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 reduce flood risk and improve the local environment, as set out in S38, CM28.1 of Westminster's City Plan (November 2016), and ENV 16, ENV 17 and DES 1 (A) of our Unitary Development Plan that we adopted in January 2007.

#### Informative(s):

- In dealing with this application the City Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in Westminster's City Plan (November 2016), Unitary Development Plan, Supplementary Planning documents, planning briefs and other informal written guidance, as well as offering a full pre application advice service, in order to ensure that applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition, where appropriate, further guidance was offered to the applicant at the validation stage.
- When you apply to us for approval of tree protection measures during construction works you must include details of an auditable system of arboricultural site supervision and record keeping prepared by an arboricultural consultant who is registered with the Arboricultural Association, or who has the level of qualifications and experience needed to be registered. The details of such supervision must include:
  - o identification of individual responsibilities and key personnel.
  - o induction and personnel awareness of arboricultural matters.
  - o supervision schedule, indicating frequency and methods of site visiting and record keeping
  - o procedures for dealing with variations and incidents.

You must produce written site supervision reports after each site monitoring visit, demonstrating that you have carried out the supervision and that the tree protection is being provided in accordance with the approved scheme. If any damage to trees, root protection areas or other breaches of tree protection measures occur then details of the incident and any mitigation/amelioration must be included You must send copies of each written site supervision record to us within five days of the site visit.

When you apply to us to for approval of details of landscaping you must include section drawing(s) demonstrating how the soil above the basement will be connected to adjacent, unexcavated soil volumes.

- 4 You will need to re-apply for planning permission if another authority or council department asks you to make changes that will affect the outside appearance of the building or the purpose it is used for. (I23AA)
- This site is in a conservation area. By law you must write and tell us if you want to cut, move or trim any of the trees there. You may want to discuss this first with our Tree Officer on 020 7641 6096 or 020 7641 2922. (I32AA)
- Under the Highways Act 1980 you must get a licence from us before you put skips or scaffolding on the road or pavement. It is an offence to break the conditions of that licence. You may also have to send us a programme of work so that we can tell your neighbours the likely timing of building activities. For more advice, please phone our Highways Licensing Team on 020 7641 2560. (I35AA)
- You may need to seek technical approval for the works prior to commencement of development if they comprise a structure that is supporting the highway. You should contact Andy Foster on 020 7641 2541 in Engineering and Transportation Projects to progress the application for works to the highway.
- You are encouraged to join the nationally recognised Considerate Constructors Scheme. This commits those sites registered with the Scheme to be considerate and good neighbours, as well as clean, respectful, safe, environmentally conscious, responsible and accountable. For more information please contact the Considerate Constructors Scheme directly on 0800 783 1423, siteenquiries@ccscheme.org.uk or visit www.ccscheme.org.uk.
- 9 The construction manager should keep residents and others informed about unavoidable disturbance such as noise, dust and extended working hours, and disruption of traffic. Site neighbours should be given clear information well in advance, preferably in writing, perhaps by issuing regular bulletins about site progress.
- 10 With reference to condition 3 please refer to the Council's Code of Construction Practice at (https://www.westminster.gov.uk/code-construction-practice). You will be required to enter into the relevant Code appropriate to this scale of development and to pay the relevant fees prior to starting work. The Code does require the submission of a full Site Environmental Management Plan or Construction Management Plan as appropriate 40 days prior to commencement of works (including demolition). These documents must be sent to environmentalsciences2@westminster.gov.uk.

Appendix A or B must be signed and countersigned by Environmental Sciences prior to the submission of the approval of details of the above condition.

You are urged to give this your early attention

This permission is based on the drawings and reports submitted by you including the structural methodology report. For the avoidance of doubt this report has not been assessed by the City Council in an in depth way in which it would at a building control stage and, as a consequence, we do not endorse or approve it in anyway and have included it for information purposes only. Its effect is to demonstrate that a member of the appropriate institution applying due diligence has confirmed that the works proposed are feasible without risk to neighbouring properties or the listed building itself. The construction itself will be subject to the building regulations and the construction methodology chosen will need to satisfy these regulations in all respects.