

**28-30 Hanway Street, London W1**

**Heritage, Planning and Justification Statement**

**In respect of proposals by KRT Developments Ltd for:**

***'Demolition of existing office building and replacement with 4-storey plus attic and basement building with office space basement, ground and 1<sup>st</sup> floor and three apartments to 2<sup>nd</sup>, 3<sup>rd</sup> and 4<sup>th</sup> floor'.***

**June 2015**



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## 1.0 Introduction

- 1.1 KRT Developments Ltd. has commissioned RMA Heritage to undertake a heritage significance and planning policy assessment of the site, which is a 3-storey office building located in the London Borough of Camden, a short distance to the north of Oxford Street. The site is situated in the Hanway Street Conservation Area, which was designated circa. 2011 but was previously within the Bloomsbury Conservation Area. The site is identified in the *Hanway Street Conservation Area Appraisal and Management Strategy 2011* as one of a number of buildings, which are considered to make a 'positive' contribution to the character and appearance of the conservation area.
- 1.2 This report was requested following extensive pre-application discussions between the applicant's planning adviser and Camden Council. Officers first considered design proposals by Cove Burgess Architects and then, more recently, by Form Design Architecture to demolish and replace the existing mid 19<sup>th</sup> Century building. On the issue of demolition, the Council considers that the existing building makes a positive contribution to the character and appearance of the conservation area. They do however consider that the loss of the building would cause 'less than substantial' harm to the character and appearance of the conservation area – and as such, paragraph 134 of the National Planning Policy Framework would apply. The Council has advised that they would resist the loss of this building unless demonstrable public benefits could be demonstrated, to outweigh this harm. It has acknowledged that some elements of the building are 'negative', such as the windows and the ground floor treatment to Hanway Street, but the Council's pre-app advice has suggested that restoration works could be undertaken that would address these defects and significantly enhance the appearance and contribution of the building.
- 1.3 The Council considered both the initial and revised design of the replacement building to be of sympathetic design, scale and height and Officers found the front elevation to be of elegant composition. The design of the rear elevation was also considered to be appropriate and sympathetic.
- 1.4 Given the Council's position, it was felt that it would be useful to undertake a heritage significance assessment of the existing building and its contribution to the conservation area as a whole and compare it with other 'positive buildings'. Given the small size of the conservation area and the fact that it borders to the south with Westminster City Council's Hanway Street Conservation Area, it was considered prudent to include their 'unlisted buildings of merit' (positive buildings) on Hanway Street and Hanway Place. By doing this, we get a more complete picture of the conservation areas as experienced by local people and the public at large (particularly given the Camden and Westminster boundaries are not immediately apparent to most people).
- 1.5 This report deals with the heritage planning aspects of the project and the scheme proposals now submitted, based on a thorough assessment of the site, its context and history. We will also discuss the design merits, if any, of the proposed replacement building and whether the requirements to 'preserve or enhance' the character and appearance of the conservation area can be met. In so doing, we will review national and local development plan policies and assess the proposals against these.
- 1.6 Richard MacCullagh MRTPI IHBC, Director, RMA Heritage has written this report and is currently advising on heritage issues. Richard has over 20 years' professional experience of advising on the historic environment and design issues and has

advised on a large number of projects in London and throughout the UK. He has worked with a wide variety of architects, ranging in diversity of practice from Donald Insall Associates to Zaha Hadid Architects. Before establishing RMA Heritage, Richard managed the Conservation and Design Team at Winchester City Council, 1998-2008. In this role and previous local government roles, Richard was responsible for overseeing and undertaking conservation area appraisals and reviews, running grant schemes for repairs to historic buildings and conservation area enhancement, and putting forward buildings for listing and delisting. He has also had articles published in the prestigious Building Conservation Directory on conservation areas (2009) and extending listed buildings (2013). RMA Heritage is on the IHBC Historic Environment Providers Register (HESPR).

## 2.0 The Site Location, Description and Environs

- 2.1 The applications site is located on the northern side of Hanway Street, which is a narrow street connecting Oxford Street to the south with Tottenham Court Road to the east and provides a busy thoroughfare, especially for pedestrians. The site also backs onto Hanway Place, a very narrow backstreet that rejoins Hanway Street further to the east, forming a triangular island of terraced buildings between the two streets.
- 2.2 28-32 Hanway Street is a tall 3-storey 5-bay brick-fronted terrace, which originally comprised 2 buildings, the western one 3-bay and the eastern one 2-bay, although this is not immediately apparent as the two buildings were combined early on and the whole of the ground floor is modern. The building is of mid 19<sup>th</sup> century date but has been insensitively modernised (despite this, it is identified as a 'positive building' in the Hanway Street Conservation Area Appraisal). The history of the site is explored in some detail in Section 3 below. **Appendix 1** to this report shows site photographs and **Appendix 2** has photographs of the building's interior.
- 2.3 A modern brown brick is used across the whole of the 4m tall ground floor frontage and terminates just below 1<sup>st</sup> floor window cill height. The brickwork is in stretcher course with cement pointing. There are three modern aluminum windows to the left of the glazed aluminum door and one to the right. The three windows on the left have metal ventilation louvres to their lower section, a fixed middle light and a top hung opening light above. The brickwork to 1<sup>st</sup> and 2<sup>nd</sup> floor is a red-yellow London stock brick laid notionally in Flemish bond but with closers used to make up the proportions of the piers between windows. The windows have flat arch brick lintels and these and the brick façade have been repointed using a hard cement mortar. The windows also have white painted render reveals and painted cills. There is a deep stucco band between the 1<sup>st</sup> and 2<sup>nd</sup> floor and a stucco cornice to parapet, although the latter appears to be a replacement. The 1<sup>st</sup> and 2<sup>nd</sup> floor windows are of a modern UPVC type with a fixed lower pane and a top hung opening light. The windows have thin UPVC glazing bars mounted on the glass dividing the windows into an 8/8 pane arrangement. The windows also have modern sunblind boxes mounted below the brick lintel.
- 2.4 The rear elevation is 3-storey too although here one can define where the break between the original two buildings was as the parapet height to no.28 is slightly lower. The whole of the rear façade has been inappropriately rendered in a modern roughcast which is grey painted to 1<sup>st</sup> and 2<sup>nd</sup> floors and there is a single storey modern extension which sits forward of the rear facade and backs onto the street. The UPVC windows are repeated on the rear elevation and there are three horizontally proportioned windows on the 1<sup>st</sup> and 2<sup>nd</sup> floor of no.28 and two on the ground floor extension of no.30 together with a modern aluminum door and roller shutter.
- 2.5 The dividing wall between 28 and 30 Hanway Street survives but has been opened up at ground and 1<sup>st</sup> floor to provide a more open plan space between the two buildings, and a modern staircase has been installed adjacent to this wall in no.28. The rest of the interior of the building is modern and appears to have been completely gutted, probably in the 1980s, with encased steel floor beams inserted. It also appears that the ground floor has been raised, perhaps by as much as 500mm to increase the height to the basement as a c.1950 photo shows a traditional shopfront with a level threshold to the doorway of no.30. The roof is modern too with a flat asphalt covering.

- 2.6 32 Hanway Street is a 4-storey narrow corner building to the west of the site with a parapet of similar height to no.28-30. It is probably a bit earlier than no.32 and was originally a storey lower but has been raised to current height in recent years. Historically this building had a shopfront at ground floor but has now been converted to residential use. The building is identified as 'positive' in the Hanway Street Conservation Area Appraisal.
- 2.7 24-26 Hanway Street is a c.1950s office building a 3-storey over basement office building with a further storey set back above parapet level. With a brick frame surrounding the glazed and rendered façade, the framing has been decorated in primary colours to give it a Piet Mondrian twist to its otherwise uninspired exterior. The building is identified as 'neutral' in the Hanway Street Conservation Area Appraisal.
- 2.8 To the east is a collection of largely 3-storey plus attic narrow brick fronted buildings with no.18 rising to 4-storey plus attic, and most dating from the mid to late 19<sup>th</sup> century. Most were built to provide shops at ground floor and housing above. All are identified as 'positive buildings'. Some of the shopfronts still have historic stucco pilasters and console brackets surviving and no.18 has a high quality timber one. Others have fared less well and have been insensitively altered. There are three restaurants along with a couple of DJ music supply shops.
- 2.9 The southern side of the street is in Westminster and here, the frontages are wider. A major redevelopment scheme is currently underway opposite the applications site and construction is pretty extensive. This redevelopment site stretches to Oxford Street, covering a vast area. The facades of some of the buildings on Hanway Street are being retained in this massive scheme, including the 3-storey painted stucco façade to nos. 47-55 (an 'unlisted building of merit' which is the equivalent of Camden's 'positive building').
- 2.10 The western side of Hanway Street is also in Westminster – and this contains a number of reasonably well preserved mid 19<sup>th</sup> century buildings, although some of the shopfronts here also suffer from inappropriate signage and alterations. The better ones are identified as 'unlisted buildings of merit'. The street narrows and curves gently to meet Oxford Street and here the façade of 50 Oxford Street, is being retained as part of the redevelopment scheme mentioned above. The curved nature of the street means there is no clear view along Hanway Street as one enters it from the south, so it gradually opens up to reveal itself – adding to the interest of the streetscape.
- 2.11 The southern entrance to Hanway Place is equally interesting, with the curved corner of 32 Hanway Street creating a fork between the two streets and Hanway Place curving around this to the north. Hanway Place is a quiet backstreet with a mix of housing, converted warehousing, a former school and the backs of some of the Hanway Street buildings. No.1 is in Westminster, and its canted 3-storey brick façade turns the corner and retains a shopfront to ground floor. Nos.2 and 3 are in Camden; and this 19<sup>th</sup> Century terrace has a handsome brick façade with stucco surrounds to windows and the two entrances (- it appears to be housing association apartments). No.5 Hanway Place is the former *Westminster Jews Free School* and is one of the most interesting buildings in the conservation area, with its tall 3-storey buff brick façade and contrasting red brick detailing to arched entrances, windows and gables. There is a very attractive red terracotta frieze below the 1<sup>st</sup> floor window cills with an inscription of the former school's name. On the opposite side is 14 Hanway Place, which is a good quality former warehouse building, now in office use, with a projecting metal goods crane hoist and adjacent 1<sup>st</sup> and 2<sup>nd</sup> floor doors. These

buildings and the adjacent red brick corner building are all identified as 'positive buildings' in the Conservation Area Appraisal and no.1 is recognised by Westminster as an 'unlisted building of merit'.

- 2.12 The eastern end of Hanway Place forms the rear part of a 1990s retail scheme on the western side of Tottenham Court Road, so is entirely modern. The scheme includes an expensive restaurant in the cul de sac part of the street and this continues at 3-storey height with office or possibly residential above to where it meets Hanway Street. While this part of the street is identified as 'neutral', it appears rather bland compared with the comparatively rich context of the rest of the street. The commercial part of the retail building extending to Tottenham Court Road has largely blank facades, making it very dull. It would be better excluded from the conservation area.
- 2.13 There are a small number of interesting streetscape features, including cast iron street bollards, some demarcating Borough or Parish boundaries, and a Victorian cast iron street lamp in Hanway Place.

### 3.0 Historic Significance of the Site

- 3.1 The south-easterly reaches of St Marylebone parish, in the historic county of Middlesex, were little more than open marshland during the Middle Ages. The first church was built close to a small brook, or 'bourne', after which the parish is named, however the village of Marylebone was isolated and surrounded by fields until the 18<sup>th</sup> century. The Leper Hospital of St Giles was sited to the south east of the parish in the 12<sup>th</sup> century, an adequately safe distance from the City of London further to the east and any major settlement. Henry VIII sold off the religious land following the Dissolution of the Monasteries and it eventually passed to several large landowning families, including the Berners.<sup>1</sup> The area closest to St Giles was the first part of the parish to be consumed by London's expansion following the Restoration, when the West End emerged as a play area for the wealthy.
- 3.2 Hanway Street is a narrow, curved backstreet linking the Roman road now known as Oxford Street to the south and Tottenham Court Road to the east, some 1250m north of the River Thames. It straddles the parishes of St Marylebone, Westminster Borough and St Pancras and Camden Borough. Though 28-30 Hanway Street at the west end of the street is historically part of St Marylebone parish, it falls within Camden Borough. Cartographic evidence from c.1600 shows that the land north west of the junction of Oxford Street and Tottenham Court Road was undeveloped and used for grazing animals, crossed by country lanes accessible through gates at the field boundaries. This land "was sold by James Blount, Lord Mountjoy, in 1569, to Edward Kyngeston of St. Martin-in-the-Fields, brickmaker, and was described as a little field containing 2½ acres, partly in the parish of St. Marylebone and partly in St. Pancras, in the occupation of Nicholas Holden. It was further described as adjoining a great watering pond called St. Giles' Pond... This land, formerly belonging to the Hospital of St. Giles, became the site of Hanway Street, Pettys Court, John's Court and Hanway Place."<sup>2</sup> Oxford Street, once known as the Uxbridge Road, Tyburn Road and Oxford Road, led west to Tyburn gallows. The area was developed with fashionable houses and shops from the 18<sup>th</sup> century, starting with the nearby Berners Estate north of Oxford Street in 1718. A stone laid at 4 Hanway Street is dated 1721.<sup>3</sup>
- 3.3 Columnist and Chairman of the National Trust, Sir Simon Jenkins, wrote an article about the street in 1973, claiming that a local magistrate, Major John Hanway, built properties there in the early 18<sup>th</sup> century, and that his own home on the street survived.<sup>4</sup> Earlier historical publications have also attributed the street name to Jonas Hanway (1712-1786) who founded The Marine Society, and worked closely with the Foundling Hospital and Magdalen Hospital, however his entry in the *Oxford Dictionary of National Biography* asserts that it was in fact Jonas's uncle Major John Hanway who built the street.<sup>5</sup>
- 3.4 John Rocque's map of 1747 shows that Hanway Street was fully developed by the mid-18<sup>th</sup> century, though it still lay on the fringes of the capital, with fields separating

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<sup>1</sup> City of Westminster (2006) *Conservation Area Audit: Hanway Street* p. 9

<sup>2</sup> London County Council (1952) *Survey of London, Volume XXI* English Heritage, pp. 1-6

<sup>3</sup> Camden Council (2011) *Hanway Street Conservation Area Appraisal and Management Strategy*, p. 12

<sup>4</sup> *Evening Standard*, 5<sup>th</sup> June 1973, p.30

<sup>5</sup> Taylor, J. S. (2004) 'Hanway, Jonas (bap. 1712, d. 1786)', *Oxford Dictionary of National Biography*, Oxford University Press; online ed.



the buildings around Oxford Street from Marylebone village. Hanway Place to the north of Hanway Street was known as Pettys Court, leading to Johns Court. The street line was irregular, suggesting it had developed in a piecemeal fashion.

- 3.5 According to Edward Walford's 1878 publication *Old and New London*, Hanway Street was "vulgarly" known as Hanover Yard and later Hanway Yard, under which name it was labeled on Cary's Plan of London in 1787: "*it was for some time the resort of the highest fashions for mercery, and other articles of dress; and it has continued to be noted for its china-dealers and curiosity shops.*" Walford wrote that Aleph, author of *The Old City and its Highways and Byways* (1865), "*remembered this thoroughfare when it was still called Hanway Yard. It was narrow and dirty, and full of old china-shops, including Baldock's, 'a sort of museum for Chinese horses and dragons, queer-looking green vases, and doll-sized teacups'.*"
- 3.6 An indenture dated 25<sup>th</sup> November 1796 lodged at the Middlesex Deeds Registry proves that the street was connected with Thomas Hanway, a Commissioner of the Royal Navy.<sup>6</sup> His will was proved in 1772,<sup>7</sup> leaving land and premises "*in Oxford Street, Hanway Street, John's Court, and Pettit's Court in the parishes of St Marylebone and St Pancras in the fields in the county of Middlesex,*" to his nephew Revd. James Altham. By 1796 the property had passed to Revd. Altham's son, James Hanway Altham, who sold part of it to George Tomkins of Lincolns Inn.<sup>8</sup>
- 3.7 An Order passed on 28<sup>th</sup> October 1859 renumbered the buildings. The address in question was known as 21-22 Hanway Street prior to this date, but after October 1859 it became 28-30 Hanway Street. A plan showing the proposed renumbering survives at London Metropolitan Archives (LMA) and is included in the Appendix 6 Historic Maps.<sup>9</sup> Horwood's Plan of London, commissioned by the Phoenix Fire Office and published in 1799, includes house numbers and confirms that the site was known as 21-22 Hanway Street for at least 60 years back to the 18<sup>th</sup> century (see Appendix 6). The area between Oxford Street and Marylebone had been infilled since Rocque's map of 1749, though large swathes of land to the east of Tottenham Court Road remained undeveloped in 1799.
- 3.8 An insurance policy dating from 1779 records Robert Hyde, painter & glazier, working from 21 Hanway Street, and a policy of 1782 mentions Arthur Anthony Lovelace, painter and glazier, at 22 Hanway Street.<sup>10</sup> The same Mr Lovelace was listed at 21 and 22 Hanway Street on a policy of 1785.<sup>11</sup> A similar insurance record dated 1<sup>st</sup> July 1796 records George Bethell and William Watson, painters and glaziers, working from 22 Hanway Street.<sup>12</sup> Watson was still at the address when the policy was renewed in July 1804 and 1820, and was by then also a stained glass dealer.<sup>13</sup> By 1820 the policy showed that Lieut. Col. Rowles, Susanna Rowles, Lady Palmer,

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<sup>6</sup> London County Council (1952) *Survey of London, Volume XXI* English Heritage, pp. 1-6

<sup>7</sup> TNA, PROB 11/981/315

<sup>8</sup> LMA, MDR 1796/6/102

<sup>9</sup> LMA, AR/BA/5/81, plan 32

<sup>10</sup> [www.londonlives.org](http://www.londonlives.org), 1779 SUN 1 275 24\07\79 TW and 1782 SUN 1 300 28\07\78 JT

<sup>11</sup> [www.londonlives.org](http://www.londonlives.org), 1785 SUN 1 327 03\05\79 BN

<sup>12</sup> LMA, CLC/B/192/F/001/MS11936/407/655608

<sup>13</sup> LMA, CLC/B/192/F/001/MS11936/431/764325

Ralph Leycester and William Lushington esq. had an interest in the property. This group appears to have owned or leased much of Hanway Street by the 1820s, as they are also named on policies for other buildings on the street.<sup>14</sup> A plaque on a building notes that part of Hanway Street was widened by six feet in 1841 at the expense of Lieut. Col. Rowles and E. H. Baldock, on the latter's land.

- 3.9 Horwood's map of 1799 was updated in 1819 (see **Appendix 6**). Comparing the two plans shows that there were yards to the rear of buildings on Hanway Street, backing onto Pettys Court (now Hanway Place), however the yard boundaries were not in line with the plots fronting Hanway Street. William Moody, a china mender who operated from premises in Hanway Street, gave evidence to the Old Bailey in 1786. In his statement he described how 'the back part' of his house was a workshop where he stored china. 22 Hanway Street appears to have had the longest street front on the north side of Hanway Street, whilst number 21, which was a separate building, appears very narrow in comparison (see **Appendix 6**). Despite the cartographic evidence that the two addresses were separate buildings, they had evidently been occupied jointly at various times. The Star Brewery is labeled on Horwood's 1819 map, occupying part of the south side of Hanway Street and the north side of Oxford Street, including the area between these two roads.
- 3.10 On 31<sup>st</sup> October 1846 Messrs H.D. and I. Falke of 22 Hanway Street and 394 Oxford Street advertised an auction of antique glassware and china in the *Leeds Intelligencer*, to be sold at the Music Hall in Leeds.
- 3.11 In 1859 the buildings were renumbered and the associated plan indicates that a narrow alley that had previously run down the east side of 16 Hanway Street (later number 18), connecting it with Hanway Place, was no longer. A pub known as the King's Arms now stood on this site. Numbers 28 and 30 Hanway Street were still shown as two separate buildings. Kelly's Post Office Directory of 1861 lists Litchfield & Radclyffe, importers and dealers in ancient furniture and china, at 30 (late 22) Hanway Street. Next door, Mrs Mary Ann Welchman, an ostrich feather dealer, was trading from 28 (late 21) Hanway Street.
- 3.12 By 1876 Samuel Litchfield was trading alone from 28-30 Hanway Street<sup>15</sup>, and placed an advertisement in 1880 for the sale of "*the famous collection of decorative art just bought by him from Italy – rare porcelain, carved buffets, Moorish figures as lamp-holders, marqueterie Cabinets, elegant chairs, mirrors, and objects of bric-a-brac.*"<sup>16</sup> Though 28 and 30 Hanway Street were described as unoccupied on the evening that the 1881 census was taken, Frederick Litchfield was listed there on the 1892 Electoral Register, when it was described as a dwelling house, though the premises are known to have still been in use by Litchfield's antiques business in 1893.
- 3.13 The first edition Ordnance Survey map was published in 1872-1875, showing that since 1819 the yards backing onto Hanway Place had been built upon and absorbed into the building plots fronting Hanway Street. The buildings on the north west side of Hanway Street had either been redeveloped or substantially extended to the rear. There was a very small yard area behind 28 Hanway Street, though this had been built upon with a single storey extension by the time the second Ordnance Survey

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<sup>14</sup> CLC/B/192/F/001/MS11936/483/970081

<sup>15</sup> *Pall Mall Gazette*, 31<sup>st</sup> March 1876, p.5

<sup>16</sup> *Morning Post*, 28<sup>th</sup> July 1880, p.7

map was published in 1895. This later map showed 28-30 Hanway Street as one building, suggesting that the ground floor entry level had altered between 1872 and 1895. There is no discernible change in the building's footprint on later maps throughout the 20<sup>th</sup> century. Between the 1890s and 1910s the brewery on the south side of Hanway Street, fronting Oxford Street, became an Italian restaurant and took over the buildings immediately opposite 28-30 Hanway Street. Throughout this time the Oxford Music Hall also occupied a large space between the south side of Hanway Street and north side of Oxford Street. The buildings on the north side of Hanway Place were also redeveloped during this late 19<sup>th</sup> century period with the earlier narrow fronted buildings being replaced with buildings with wider frontages and deeper plans.

- 3.14 The Metropolitan Police raided 28 Hanway Street in the autumn of 1899 and arrested Jacob Altmaier, a 35-year-old baker of Holborn, for keeping the premises for the purposes of betting and gaming. Three other people were also charged with managing the establishment, referred to as a 'Hanway Street Club' in reports in the *Morning Post* on 15<sup>th</sup> September 1899. A detailed report in the *Illustrated Police News* on 16<sup>th</sup> September described how Chief Inspector Shannon of D Division "visited the place at about five o'clock on Wednesday evening, and knocked at a wicket in the door. Letzberger looked through, and on witness announcing himself as a police officer the wicket was shut, and the sounds of bolts being shot were heard. He forced the door, and found himself in an ante-room, through which he rushed with other officers into the club room. Some of the defendants ran upstairs... The two club rooms were combined; one was about 25 foot square, and the other half the size. A bar was fitted in the large room and stocked with various liquors... There was a large table in the room, a view of which could be commanded from a ventilator in the ceiling from upstairs... Altmaier said he had been proprietor for four or five months." An earlier report in *Lloyd's Weekly Newspaper* stated that 44 other men, "foreign and English", were charged with being found on the premises.
- 3.15 An Electoral Register of 1902 lists Edgar Vaughan Bateman as registered to vote at 28-30 Hanway Street, described as a dwelling house. In 1907 Arthur Chadwick, a distributor of directories who employed clerks with typewriting and shorthand skills, occupied the joint premises. However, by 1916 the commercial premises were once again used for selling luxury goods, home to antiques dealer H. Symons, according to records from the phone book. A trade directory shows that Jesse Myer Botibol, the antiques dealer resident in 1934, leased 20, 26, 28 and 30 Hanway Street.
- 3.16 Colour-coded Second World War bomb damage maps illustrate that buildings along Hanway Street and Hanway Place sustained superficial general blast damage that was not structural. The 1950s Ordnance Survey map showed no change to the building since the late 19<sup>th</sup> century, though by the 1970s the OS map showed 1a Hanway Place as a separate address to the rear of 28 Hanway Street, indicating that part of the building may have been converted for use as a separate property.
- 3.17 Simon Jenkins' 1973 article about Hanway Street described some of the surviving historic features at that time: "*The winding incline of Hanway Place, with early 19<sup>th</sup>-century town houses and old London gas-lights still in tact, is a remarkably picturesque survival. It has an atmosphere that has almost completely vanished from elsewhere in London.*"<sup>17</sup> Jenkins was writing at a time when EMI were proposing to demolish large areas around Hanway Street and Hanway Place and replace old properties with office buildings. Indeed modern Ordnance Survey maps show that

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<sup>17</sup> *Evening Standard*, 5<sup>th</sup> June 1973, p.31

the east end of Hanway Street has lost its original small shop fronts, which have been superseded by large commercial blocks and offices.

- 3.18 The Westminster City Archives have a 1950 photograph which shows 32 Hanway Street and the two westernmost windows of 30 Hanway Street. One can see the building had a traditional shopfront and 4-pane sash windows to 1<sup>st</sup> and 2<sup>nd</sup> floors. The building looks quite typical of the mid 19<sup>th</sup> century say c.1850. The building appears to have a deeper cornice in the photograph than it does now. One can see why the building would appeal to antique dealers with the tall ceilings and windows, and the double shopfrontage would give it more status. The ground floor of no.30 would appear to be at street level rather than at a raised height as exists today. No.32 has changed significantly since the photograph was taken having lost its historic shopfront, stucco façade, 12-pane sashes with window surrounds and the mansard attic floor has been replaced with a full storey.
- 3.19 The Camden History Society Photographic Survey is deposited at Camden Local Studies Library and includes a photo of 28-30 Hanway Street in 1978 (see Appendix 7).<sup>18</sup> The property's historic shop front had been altered by this date with the cornice and fascia board being removed. The ground floor had a mid-20<sup>th</sup> century façade in keeping with an office entrance, which has since been updated.
- 3.20 In 1979-1980 Kingmead Designers in Ipswich applied to Camden Council to install new toilet facilities at 28-30 Hanway Street, which were described as offices. The drainage plans (**Appendix 8**) show the first and second floors, with the original party wall between numbers 28 and 30 evident in the back part of the building, the front part of the wall having been knocked through.<sup>19</sup>
- 3.21 The Hanway family most likely developed Hanway Street in the early 18<sup>th</sup> century, and buildings certainly stood on the site of 28-30 Hanway Street by the 1770s. The address has been used for commercial purposes throughout the last 230 years, though it may have also comprised residential living quarters. Glaziers occupied the premises for over 40 years between the 1770s to the 1820s. By the mid 19<sup>th</sup> century it was an antiques dealers', home to Litchfield's antiques business from the 1860s through to the 1890s, when the street was famed for its curiosity shops. The site would appear to have been redeveloped in the mid 19<sup>th</sup> century with two deeper plan buildings now also occupying the former yard area to the rear, and converted into one premises between 1872 and 1895, though the two addresses had been associated with single tenants prior to this. A 1950 historic photograph shows a typically mid 19<sup>th</sup> façade, c.1850 with traditional shopfront and 4-pane sashes to 1<sup>st</sup> and 2<sup>nd</sup> floor. The building was very briefly appropriated as an illegal gambling club at the end of the Victorian period, but returned to use as an antiques business in the early 20<sup>th</sup> century. At some stage after 1950 it was re-fronted at ground floor level to modernise it for open-plan office use and then gutted in the 1980s to provide the present layout and it was probably at this stage the ground floor was raised to provide more headroom in the basement. The original sash windows have since been replaced with modern UPVC casements.

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<sup>18</sup> Camden Local Studies Library, CH210678

<sup>19</sup> Drainage Plans for 28-30 Hanway Street. Camden Local Studies Library

#### 4.0 Architectural and Heritage Significance of the Site

- 4.1 28-30 Hanway Street is identified in the *Hanway Street Conservation Area Appraisal and Management Strategy 2011* as one of a number of buildings, which are considered to make a 'positive' contribution to the character and appearance of the conservation area.
- 4.2 The building is clearly historic and is of similar age to many of its neighbours and the c.1950 (**Appendix 7**) shows an attractive building with historic shopfront and original 4-pane sash windows above. However it has been significantly altered over time, with an unattractive modern brick frontage added at ground floor level. The modern uPVC windows, cement pointed brickwork to 1<sup>st</sup> and 2<sup>nd</sup> floor front façade and modern roughcast render to rear façade all detract significantly from the building's appearance – and are considered harmful to the character and appearance of the conservation area. The historic roof structure has been completely removed and its interior extensively gutted, with encased steel beams inserted and the ground floor appears to have been raised. While the tall 1<sup>st</sup> floor window openings are of handsome proportion and contribute positively to the rhythm of the street, unfortunately, the rest of the building has been badly disfigured, so its intrinsic value as a historic building has been clearly diminished. So, we would question its 'worth' as a 'positive building'; the ground floor frontage and rear elevations being of particularly poor quality and considered, in our opinion, to be key detractors to this part of the conservation area.

#### **Comparison with other Positive Buildings in the Conservation Area**

- 4.3 28-30 Hanway Street is just one of a number of unlisted buildings identified by Camden Council as making a positive contribution to the character or appearance of the conservation area. The Hanway Street Conservation Area Appraisal does not assess the contribution made by the positive buildings in any great detail, as it takes a fairly broad brush approach, so both the applicant and Camden Planning Officers felt it would be useful to undertake a more in-depth analysis and compare nos.28-30 with the other 'positive buildings'. Given the limited size of the conservation area, we have included Westminster Council's 'unlisted buildings of merit' on Hanway Street and Hanway Place, as they are all part of the setting of Camden's conservation area and for most people visiting these historic streets they will not know whether they are in Camden or Westminster.
- 4.4 **Appendix 5** contains **Table 1**, which analyses all the positive buildings in Camden's conservation area and **Table 2** contains Westminster's 'unlisted buildings of merit', which are located on Hanway Street or Hanway Place. Photographs of these 18 buildings are included in **Appendices 3 and 4**. In our analysis, we identify the positive attributes and detractors of each building and give its contribution to the conservation area a value – low, medium or high.
- 4.5 Based on a comparative analysis of the 18 buildings we have placed 28-30 Hanway Street's contribution to the conservation area in the lower value category, largely on account of its poor ground floor frontage and unattractive rear elevation. We recognise that the 1<sup>st</sup> and 2<sup>nd</sup> floor of the front façade does have some townscape value on account of the window proportions and the repetition of the windows helps provide a rhythm in views along this narrow street. However these are qualities that most of the historic buildings in the conservation area have on account of the vertical emphasis of their traditional window openings and could be used on a sympathetically designed replacement building.

## 5.0 Proposals

- 5.1 The scheme proposes to demolish 28-30 Hanway Street and replace with a 4-storey plus attic and basement building, which will provide commercial office space on three floors and three apartments on the floors above. The front elevation is 7-bays wide and divided in two by a narrow vertical recess with a shopfront to the western 4-bay unit and a further one to the eastern 3-bay unit. The latter contains the entrance to the 1<sup>st</sup> floor office and apartments above, as well as the doors to the bin store.
- 5.2 The pilasters and fascias to the shopfronts will be painted timber or stucco with a glazed door and tiled stallriser to no.30 and no.28 will have a laser-cut bronze screen with a lace pattern reflecting the heritage of the lace shops in the area and this will be backlit. The three storeys above will be faced in a London stock brick with a stucco parapet at roof level. The windows have a vertical proportion with deep reveals and their height reduces with each floor. A narrow stucco or reconstituted stone window surround is used on the 1<sup>st</sup> and 2<sup>nd</sup> floors but not the 3<sup>rd</sup> floor, which again is respectful of the classical tradition of diminishing architectural detailing. The windows are of a French window type on the 1<sup>st</sup> and 2<sup>nd</sup> floor with simple glass balustrades and the 3<sup>rd</sup> floor has smaller casements. The attic storey above will have a patinated zinc roof and there is an upstand separating the roof of each unit with three flat roofed dormers per unit with narrow casement windows.
- 5.3 The rear elevation is also 7-bay wide, but the 3<sup>rd</sup> floor is set back behind the rear façade to form a small roof terrace with a metal balcony, with an attic-storey above this with five dormer windows. London stock brick is used on the rear elevation, with a stucco band to the parapet. The shopfronts have been omitted in favour of three large windows, one with a rear door and a separate doorway for the bike store. The fenestration on the upper floors is similar to the front elevation, save for the window surrounds.
- 5.4 The internal arrangement provides a large office space on the ground and basement floor (166m<sup>2</sup>) with internal lightwells adjacent to the shopfront and entrance to no.30 and an open stairwell adjacent to the rear windows allowing natural light to enter the basement from both sides. The shopfront to no.28 has the entrance to the 1<sup>st</sup> floor office and the three apartments, and also has the doors to the bin storage area. Behind this lies a lift and lobby area, with a stairwell serving the floors above.
- 5.5 The 1<sup>st</sup> floor has a large office covering some 92m<sup>2</sup> - and there is one 2-bed apartment on the 2<sup>nd</sup> floor and a 3-bed apartment on the 3<sup>rd</sup> floor, with a 1-bed unit on the 4<sup>th</sup> floor. The latter has a 'winter garden' built into the west slope of the roof and a staircase leading to its own roof terrace above no.30. There is a further roof terrace above no.28, which is shared by the 2<sup>nd</sup> and 3<sup>rd</sup> floor apartments.
- 5.6 The applicant also proposes adding some public art to the corner façade of 32 Hanway Street, the adjacent 4-storey building that is also in their ownership and would be prepared to sign a legal agreement to this effect. A competition could be held to select a suitable design.

## **6.0 Policy Considerations**

- 6.1 The site lies within the Hanway Street Conservation Area in the London Borough of Camden. The proposed scheme will be subject to the planning constraints that apply to development within the conservation area. There are no listed buildings located nearby or in the conservation area. The site also faces onto Westminster's Hanway Street Conservation Area – so it will clearly have an effect on its setting. There are some listed buildings in this conservation area, albeit none within close proximity of the applications site (so its development will not affect their setting).

### **Statutory Requirements**

- 6.2 Section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 requires that when local authorities are considering whether to grant planning permission for development in a conservation area '*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*'.
- 6.3 As a result of a planning case law decision in *South Lakeland DC v Secretary of State* which determined the meaning of 'preserve' to be 'to keep safe from harm', and thus that the preservation of the character and appearance of a conservation area could be achieved by development which either makes a positive contribution or leaves it unharmed.

### **National Planning Policy and Guidance**

#### ***Policy***

- 6.4 The National Planning Policy Framework (NPPF) contains the Government's planning policies for both the historic environment and the requirement for good design, which are in Chapters 12 *Conserving and enhancing the historic environment* and 7 *Requiring good design*. For the purposes of the NPPF, the Hanway Street Conservation Area is a designated heritage asset.
- 6.5 Paragraph 128 of Chapter 12 of the NPPF requires an applicant to describe the significance of any heritage assets affected. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum, the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. This report seeks to do just that and has been completed by an experienced historic environment consultant.
- 6.6 Paragraph 129 requires the local planning authority to identify and assess the particular significance of any heritage asset that may be affected by a proposal, taking into account the available evidence and necessary expertise, of which this report forms part. The Planning Authority should take this assessment into account when considering the impact of the proposal on the heritage asset.
- 6.7 The key considerations for local planning authorities in determining planning applications, as specified by paragraph 131, include:
- the desirability of sustaining and enhancing the significance of the heritage assets and putting them to viable uses consistent with their conservation;
  - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

- the desirability of new development making a positive contribution to local character and distinctiveness.
- 6.8 Paragraph 132 requires great weight to be given to the conservation of a designated heritage asset when assessing the impact of a development proposal on its significance – which can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Harm to significance can be substantial or less than substantial; the former should be exceptional and the latter weighed against the public benefits of the proposal, including securing its optimum viable use (para. 132 and 134). The Council’s Officers are of the opinion that the demolition of this building would result in less than substantial harm to the character or appearance of the conservation area and we would share this view, and therefore NPPF para.134 should apply. The significance of the conservation area has been detailed in this report and the impact of the proposals will be assessed and justified in consideration of its significance and any public benefits that would result.
- 6.9 Paragraph 137 states that *“local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.”* In paragraph 138, it is recognised that *“...not all elements of a Conservation Area will necessarily contribute to its significance”*.
- 6.10 Chapter 7 of the NPPF contains the national planning policies concerning good design, to which *“the Government attaches great importance...”* stating that *“...it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings”* (para. 56 and 57).
- 6.11 Paragraph 58 states that planning decisions should aim to ensure that developments:
- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
  - establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable place to live, work and visit;
  - respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation; and
  - are visually attractive as a result of good architecture and appropriate landscaping.
- 6.12 Alongside these aims, Chapter 7 of the NPPF also states that *“planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness”* (para. 60). Together with, *“...great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area”* (para. 63).



## **Guidance**

- 6.13 The recently published National Planning Practice Guidance (NPPG), which supplements the NPPF policies, explains that in assessing whether works constitute substantial harm to a heritage asset, *“it is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed”* (para. 017 of the Conserving and enhancing the historic environment section). Paragraph 019 states *“a clear understanding of the significance of a heritage asset is necessary to develop proposals which avoid or minimise harm”*.
- 6.14 When assessing any public benefits of a proposal, para. 020 advises they could be anything that delivers economic, social, or environmental progress and may include heritage benefits, such as:
- sustaining or enhancing the significance of a heritage asset and the contribution of its setting;
  - reducing or removing risks to a heritage asset;
  - securing the optimum viable use of a heritage asset in support of its long term conservation.
- 6.15 The NPPG Design guidance explains that *“...good design responds in a practical and creative way to both the function and identity of a place”* (para. 001). With regard to promoting local character, the NPPG explains that development should promote character by responding to and reinforcing locally distinctive patterns of development, local man-made and natural heritage and culture, while not preventing or discouraging appropriate innovation. The contribution that local building forms and details make to the distinctive qualities of a place is recognised, and the guidance identifies that these can be successfully interpreted in new development without necessarily restricting the scope of the designer (para. 007).
- 6.16 PPS5: Historic Environment Planning Practice Guidance (PPS5: HEPPG, March 2010), which accompanied the Government’s previous guidance in PPS5 is still extant and may also be material to individual planning and heritage consent decisions.
- 6.17 Paragraph 86 of the PPS5: HEPPG states that: *“Not all designated assets are of equal significance or sensitive to change. Some Grade II listed buildings and conservation areas will be particularly important or sensitive to change, while others may be more capable of accommodating it.”*

## **Development Plan**

### ***The London Plan***

- 6.18 The London Plan (2011) is the overarching document of Camden’s Development Plan, in which Chapter 7 *London’s Living Places and Spaces* contains policies relating to design and heritage. Policy 7.4 Local character states that planning decisions should *“allow existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area”* and be *“informed by the surrounding historic environment”*. This is supplemented by paragraph 7.13 which states that *“new development should help residents and visitors understand where a place has come from, where it is now and where it is going. It should reflect the function of the place both locally and as part of a complex*

*urban city region, and the physical, economic, environmental and social forces that have shaped it over time and are likely to influence it in the future.”*

- 6.19 Policy 7.6 *Architecture* elaborates on the NPPF design policies (chapter 7), stating that *“buildings and structures should: a) be of the highest architectural quality”* and *“..c) comprise details and materials that complement, not necessarily replicate, the local architectural character”*. The policy requirements of the NPPF regarding the conservation of heritage assets are reiterated in policy 7.8 *Heritage Assets and Archaeology* of The London Plan.

### **Core Strategy**

- 6.20 The Council’s planning policies on conservation areas, listed buildings and archaeology are contained in their Core Strategy in 2010, which sets out the key elements of Camden’s vision for the borough and is a central part of its Local Development Framework. Alongside the Core Strategy, Camden adopted Development Policies, which set out detailed planning criteria that are used to determine applications in the borough.

- 6.21 The heritage policies that are considered relevant to this proposal include:

- CS14
- DP25

- 6.22 **Policy CS14** seeks to promote high quality places and to conserve the heritage of the borough. The policy states that the Council will ensure that Camden’s places and buildings are attractive, safe and easy to use by:

- a) *requiring development of the highest standard of design that respects local context and character;*
- b) *preserving and enhancing 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;*
- c) *promoting high quality landscaping and works to streets and public spaces;*
- d) *seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible;*
- e) *protecting important views of St Paul’s Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views.*

- 6.23 **Policy DP25** aims to maintain the character of Camden’s conservation areas, and the Council will:

- a) *take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) *only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- c) *prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;*
- d) *not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*

- e) *preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden's architectural heritage.*

6.24 On design, **Policy DP24** aims to secure high quality design and will expect developments to consider:

- a) *character, setting, context and the form and scale of neighbouring buildings;*
- b) *the character and proportions of the existing building, where alterations and extensions are proposed;*
- c) *the quality of materials to be used;*
- d) *the provision of visually interesting frontages at street level;*
- e) *the appropriate location for building services equipment;*
- f) *existing natural features, such as topography and trees;*
- g) *provision of appropriate hard and soft landscaping including boundary treatments;*
- h) *the provision of appropriate amenity space; and*
- i) *accessibility.*

### **Camden Planning Guidance Supplementary Planning Documents**

6.25 *Camden Planning Guidance 1 (Design) (CPG1)* was adopted in 2011, and updated in September 2013. This guidance seeks to support the policies in the Council's Core Strategy and Development Policies - and forms a Supplementary Planning Document (SPD).

*Section 2 of CPG1* identifies the Camden is committed to excellence in design and schemes should consider:

- *the context of a development and its surrounding area;*
- *the design of the building itself;*
- *the use of the building;*
- *the materials used; and*
- *public spaces.*

*Section 3 of CPG1* relates to heritage and states that Camden has rich architectural heritage and that there is a responsibility for the Council to preserve, and where possible, enhance these areas and buildings. It states:

- *we will only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- *our conservation area statements, appraisals and management plans contain more information on all the conservation areas;*
- *historic buildings can and should address sustainability.*

### **Hanway Street Conservation Area Appraisal and Management Strategy 2011**

6.26 The first part of this document defines the special interest of the conservation area, so that its key qualities are properly understood. The second part identifies measures to protect and enhance the conservation area. The appraisal is based on survey work which undertaken in 2010, when the Bloomsbury Conservation Area was being reviewed – and it was decided at this stage that Hanway Street was sufficiently distinctive from the rest of the conservation area to be separately designated and have its own appraisal and management strategy.

- 6.27 Paragraph 1.6 states *“future development proposals must be considered in the context of this character appraisal and a thorough assessment at the time of the specific character and appearance of that part of the conservation area.”*
- 6.28 Paragraph 5.7 concerns Nos.28-32 Hanway Street and state that these are *“four storey terraces in a yellow brick, with sash windows with stucco surrounds, some with rubbed brick window heads. The ground floor frontages and the rear, backing onto Hanway Place, have been significantly altered and include poorly executed alterations to the fenestration.”*
- 6.29 Paragraph 5.9 describes the characteristic local details and prevalent building materials: *“Yellow and brown brick are the predominant facing materials with a variety of red brick and stucco detailing to sash timber windows and to door heads. Timber shopfronts are prevalent on Hanway Street, varying in age, detailing and quality. There are some metal windows and shutters on later buildings. Rubbed brick arches, stucco window surrounds and decorative dressings are characteristic. Elaborate pilasters survive on some shopfronts and are another important feature.”*
- 6.30 Paragraphs 5.10 and 5.11 identify the key views and vistas within the conservation area. These are mainly the vistas into and along the narrow widths of the road, allowing glimpses of Hanway Street and the curve of the terraces on the approach from Oxford Street. The Appraisal also highlights *“the junction of Hanway Street and Hanway Place at the western extremity of the conservation area is another focal point, the eye is drawn to the narrow opening that leads to Hanway Place and the lively and colourful shopfronts on Hanway Street.”*
- 6.31 Paragraph 6.4 identifies that there are a number of individual buildings and groups of buildings that contribute to the character and appearance of their immediate surroundings and the conservation area as a whole. The site (28-30 Hanway Street) is identified as a positive contributor.
- 6.32 Paragraph 6.6 highlights that there are negative elements within the conservation area, such as uPVC windows.
- 6.33 Paragraph 7.3 states *“Shopfronts, including well designed contemporary ones can make an important contribution to the character and appearance of both individual buildings and the conservation areas as a whole, as well as being of historic and architectural interest in their own right. Historic shopfronts in the conservation area do survive, although some have been altered and replaced.”*
- 6.34 In the Management Strategy, Paragraph 12.9 states that the area comprises a variety of built forms, generally comprising 3 and 4 storey terraced buildings - and further states *“new design should respect the scale and layout of the particular location, and complement the appearance, character and setting of the existing buildings and structures, historic street pattern, areas of open space, and the environment as a whole.”*
- 6.35 Paragraph 12.11 sets out the statutory consideration that *“development proposals will be expected to preserve or enhance the character or appearance of the Hanway Street Conservation Area.”*
- 6.36 Paragraph 12.16 identifies that new applications for replacement shopfronts represent an opportunity for improvement and enhancement of the character and appearance of the area.

- 6.37 Paragraphs 13.10-13.11 concern demolition within the conservation area. Paragraph 13.11 states: *“The Council will seek the retention of those buildings that are considered to make a positive contribution to the character or appearance of the conservation area. Consent will not be granted for demolition of any building in the conservation area unless a redevelopment scheme has been approved which will preserve or enhance the conservation area.”*
- 6.38 Paragraph 13.21 identifies opportunities for enhancement. The Strategy states *“the rear of 24/26 and 28 and 30 Hanway Street (fronting Hanway Place) and 1a Hanway Place would benefit from enhancement, the poor unkempt appear of these properties in particular, along with a high incidence of alterations to windows, unsightly down pipes and equipment give the area a run down appearance.”*

### **Historic England**

- 6.39 In March 2011 English Heritage (predecessor to Historic England) published *Understanding Place: Conservation Area Designation, Appraisal and Management*. While this predates the NPPF and refers to PPS5, it is still considered to be Historic England’s current advice and guidance on conservation areas. Paragraph 2.2.21 refers to ‘Positive Contributors’ and states:

*“Most of the buildings in a conservation area will help to shape its character. The extent to which their contribution is considered as positive depends not just on their street elevations, but also on their integrity as historic structures and the impact they have in three dimensions, perhaps in an interesting roofscape, or skyline. Back elevations can be important, as can side views from alleys and yards. It will be helpful to identify those key unlisted buildings that make an important contribution to the character of the conservation area, as well as those which clearly detract from it and could be replaced.”*

### **Summary**

- 6.40 In summary, the main aims of national and local planning policy are to achieve the conservation and enhancement of the historic environment, through recognising local character and distinctiveness, with high quality design featuring at the core of any development proposals. KRT Developments Ltd and Form Design Architecture have been mindful of these objectives, policies and guidance, in considering the option of retaining/restoring no.28-30 and in designing the proposed replacement building to which the applications scheme relates.

## **7.0 Assessment and Justification**

- 7.1 While 28-30 Hanway Street is identified as a 'positive building' in the Hanway Street Conservation Area Appraisal and Management Strategy 2011, our assessment of its contribution to the character and appearance of the conservation area has shown that is something of a mixed blessing – with its insensitive alterations actually detracting from the conservation area and undermining its positive attributes. Also in comparison with the other positive unlisted buildings both in Camden and Westminster's Hanway Street Conservation Areas, its positive value is considered to be at the lower end of the scale. Paragraph 2.21 of the English Heritage guidance on selecting positive buildings in *Understanding Place* is quite clear in that it is "*the extent to which their contribution is considered as positive depends not just on their street elevations, but also on their integrity as historic structures and the impact they have in three dimensions, perhaps in an interesting roofscape, or skyline. Back elevations can be important, as can side views from alleys and yards*".

### **Could the building be restored?**

- 7.2 The Council is of the opinion that the building could be restored; but this is not so straightforward – and one would certainly have to question the rationale of such an approach when so much of the building's architectural interest has been lost. While the uPVC windows could be replaced with 4-pane sash windows, a key question of what to do with the ground floor frontage is a more difficult matter. The raised floor level presents the practical problem of how you access the building as one is not going to be able to easily restore the shopfront to how it was historically (i.e. to the level access threshold to the street as shown in the c.1950 historic photograph). While one could theoretically excavate a deeper basement and lower the ground floor – but the whole building would have to be underpinned to allow such excavation. If one keeps the existing floor level and reinstates a more sympathetic traditional shopfront, then 3 to 4 steps will be required at the entrance, which will not comply with the Disability Discrimination Act. Then there are the other items to consider, such as the removal of the hard cement pointing to the front façade (which would probably cause more damage disfiguring the brickwork). Removing the cement-based roughcast to the rear elevation will probably damage the brickwork further and necessitate re-rendering. The current arrangement of the horizontal windows on the rear elevation serving the WCs is most unsatisfactory, and seriously detracts from the conservation area.
- 7.3 The existing building does not lend itself very well to a mix of residential and office use – and in its present state (without disabled access or a lift) will not attract a good rental return. To lower the ground floor and excavate a deeper basement is likely to be a costly exercise, and one is not creating more floor space by doing this, so it is unlikely to prove economically viable to reinstate a shopfront in its original position. Adding an additional floor at roof level is likely to be costly too (and would require a lift to make it a desirable proposition).

### **Is the building worthy of retention?**

- 7.4 On balance, we would have to conclude that retention of the existing building is not indispensable to preserving the character or appearance of the conservation area – and a replacement building of very high quality could contribute more to enhancing the conservation area than the present building. In this sense the statutory requirements of Section 72 of the Planning (LBCA) Act 1990 could be met; and it would also satisfy the *South Lakeland* planning case law test, provided the new development makes a positive contribution (see para. 6.3 above).

- 7.5 We would also argue that the building is not considered of sufficient architectural interest to justify a façade retention scheme – and indeed, this is an approach we would not normally advocate in terms of furthering good conservation practice.

**Would the proposed replacement building make a positive contribution to the character of the conservation area?**

- 7.6 The proposed replacement building is considered to be of sympathetic scale and high quality design, with aesthetically pleasing front and rear elevations and good attention to detail. The choice of materials is considered appropriate too – and by using London stock brick, a stucco shopfront and parapet, and reconstituted stone window surrounds, the building will complement its neighbours. It displays a high degree of aesthetic understanding, finesse and rigour. The vertical window proportions and the diminishing heights of the window openings are respectful to the local context and can be found on many of the positive buildings in the conservation area. The more contemporary elements, such as the design of the shopfronts, French windows, balustrades and zinc roof are of high quality – and will, in our opinion, add interest and richness to this part of the conservation area. The attention to detailing on the shopfront and choice of materials i.e. bronze framed shop windows is to be commended, and the intended backlit bronze-cut screen for no.28 is a novel approach that is likely to prove a most attractive feature.
- 7.7 The reinstatement of the shopfrontage will help also animate and enrich the street scene. The repetition of vertical window openings will provide the rhythm of solid to void considered so essential to contributing positively to the streetscene of Hanway Street. Hanway Place will arguably be transformed by this proposal, replacing an unarguably ugly building with a handsome façade. The attic storey will provide an interesting skyline feature for both streets, alongside a new roofscape where one no longer exists. The roofscape will be appreciated from the taller surrounding buildings, including the new development on Oxford Street, which backs onto Hanway Street.
- 7.8 In addition the applicant is prepared to provide a public art installation on the curved façade of 32 Hanway Street, the adjacent building that they also own. This could provide more visual stimuli to the streetscene and attract more visitors to explore Hanway Street.
- 7.9 As well as the aesthetic benefits highlighted above, the building will bring about clear public benefits, not least 258m<sup>2</sup> of new, high quality office space and three apartments (all with private amenity space) – all in a highly sustainable location with excellent public transport links.
- 7.10 In terms of historic environment planning policy, paragraph 134 of the NPPF states that where harm to the significance of the heritage asset is less than substantial, then this harm should be weighed against the public benefits of the scheme in question, including securing a building or site's optimal viable use. The benefits of the proposals here are clearly significant – and we believe that a balance has been struck, as the proposals will:
- secure the optimum viable use of the site by providing much needed high quality office space and housing;
  - sustain and enhance the character and appearance of the conservation area;
  - make a positive contribution to local character and distinctiveness; and

- remove risks to the heritage asset by removing the uncertainty about the future of the present building and site.
- 7.11 The proposals accord with the Core Strategy policies CS14 Promoting High Quality Places and Conserving our Heritage, Development Plan policies DP24 Securing High Quality Design and DP25 Conserving Camden's Heritage, and Camden Planning Guidance Supplementary Planning Document CPG1 Design, as they can be shown to *'preserve or enhance the character or appearance of the conservation area'* by providing a high quality replacement building which will contribute more positively to the conservation area than the existing one. In the same way the proposal will accord with the Hanway Street Conservation Area Management Strategy.
- 7.12 In our considered view, the architect's scheme proposals accord with the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, national planning guidance as contained in National Planning Policy Framework and its guidance, the London Plan and the Council's Core Strategy Policy, Development Plan and Supplementary Planning Documents.



## 8.0 Conclusion

- 8.1 28-30 Hanway Street dates from the mid 19<sup>th</sup> Century and is identified as a 'positive building' in Camden Council's Hanway Street Conservation Area. However, our detailed assessment has shown that its contribution to the conservation area as a whole is limited – and its integrity as a historic building has been severely compromised by a number of insensitive alterations, including: the replacement of its historic shopfronts with a very poor quality brick frontage, together with uPVC replacement windows, unattractive alterations to the rear elevation, internal gutting of the building and removal of its historic roof structure. These insensitive alterations are judged to detract from the character and appearance of the conservation area. It is not possible to easily restore the shopfront, as the ground floor level was raised to provide more headroom to the basement and one would have to underpin the whole building to achieve this, which would be a costly exercise but not result in any additional floor space. Despite having been marketed for a considerable length of time, we understand the existing building has not attracted any new office tenants and does not lend itself to residential conversion (given the position of stairs and limited number of floors). Given its limitations and insensitive alterations, the building is unlikely to attract the funds required to restore it and secure its optimum viable use, and so, in our view, it would remain in its rundown state for the foreseeable future.
- 8.2 We have come to the conclusion that on balance, retaining 28-30 Hanway Street is not essential to preserving the character or appearance of the conservation area. The proposed replacement building is of such high quality it will contribute more to enhancing the conservation area than the present building contributes. In this sense, the statutory requirements of Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 could be met – and it would also satisfy the *South Lakeland* planning case law test. The loss of the building is also judged to cause *less than substantial harm* – and the public benefits of such an aesthetically pleasing new building, that will both complement its neighbours and provide much-needed high quality office space and residential units, will outweigh the harm caused and secure the optimum viable use of the site sustaining and enhancing the conservation area.
- 8.3 The proposals accord with the National Planning Policy Framework and its guidance, the London Plan and the Council's Core Strategy Policy Development Plan and relevant Supplementary Planning Documents.

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## Appendices