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Heritage Statement



Minerva House, 26-27 Hatton Gardens

On behalf of Wittington Investments (Properties) Ltd.

March 2016

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1.0 INTRODUCTION

- 1.1 This report has been written by Heritage Collective on behalf of Wittington Investments (Properties Ltd.). It relates to Minerva House, 26-27 Hatton Garden within the London Borough of Camden (LB Camden).
- 1.2 Minerva House is located within Hatton Garden Conservation Area (designated in 1976 as part of the Greater London Development Plan). It is identified in the 1999 Conservation Area Statement as a positive contributor to the character and appearance of the area but does not appear on the local list. The nearest listed buildings that have the potential to be affected are Treasure House and Discount Jewels, both listed grade II. Minerva House also falls within the foreground of the designated viewpoint 'Vista 2A.1' from Parliament Hill to St Pauls Cathedral.
- 1.3 Full details of the proposed development are set out within the Design and Access Statement (DAS) and drawn submission of the application. In summary it comprises a single storey set back rooftop extension to Minerva House, an additional new entrance from Hatton Garden Road, the infill of the existing lightwells and general refurbishment of the interior of the building.

Relevant Background

- 1.4 Pre-application advice relating to a two storey extension and the infill of the lightwells was sought from LB Camden. In their response LB Camden stated they felt that the additional two storeys would be unacceptable due to the impact on the character and appearance of the conservation area. With regards to the infill of the lightwells the response stated:

'The proposed extensions due to their sizes and location would not have any negative impact on the host building or the conservation area. Subject to satisfactory design and materials, there is no objection in principle.'

Purpose of this Report

- 1.5 The purpose of this document is to assist with the determination of the application, informing decision takers of the effects of the proposed

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extensions and refurbishment of Minerva House on the historic built environment. To this end value judgements on the significance of 26-27 Hatton Gardens, a positive contributor to the conservation area although not locally listed, and Hatton Garden Conservation Area have been made. This report also considers the potential impact of the proposed extensions on the two listed buildings nearby, Discount Jewel and Treasure House, and Vista No 2A.1 from Parliament Hill to St Pauls Cathedral.

2.0 RELEVANT HERITAGE POLICY AND GUIDANCE

2.1 The decision maker is required by section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act to have special regard to the desirability of preserving or enhancing the character and appearance of the conservation area. There is a strong presumption against the grant of permission for development that would harm the character and appearance of the conservation area, though the presumption will plainly be lessened if the harm is less than substantial within the meaning in the National Planning Policy Framework (NPPF) as is explained further below.

2.2 The decision maker is further required by section 66(1) of the Act to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.

2.3 Harm is defined by English Heritage as change which erodes the significance of a heritage asset.¹

2.4 The significance of a heritage asset is defined in the NPPF as being made up of four main constituents, architectural interest, historical interest, archaeological interest and artistic interest. The setting of the heritage asset can also contribute to its significance. Setting is defined in the NPPF as follows:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”

2.5 When assessing the impact of the proposed development on the setting and significance of the heritage asset(s) it is relevant to consider:

- Cumulative impacts: This may include the cumulative effect of the development in conjunction with other developments which are in the planning system, as well as additional effects to baseline conditions.

¹ Paragraph 84 of Conservation Principles 2008.

- Permanence: The degree to which the proposal will bring about permanent or temporary change.
- Diurnal and seasonal change: Whether the development will be more visible in winter, or whether it would cause light spill.

- 2.6 It is helpful to inform the assessment by reference to an established methodology, although it is important not to adopt a mechanical approach that might constrain professional judgment. In this case guidance has been sought from a tabular methodology set out in Appendix 1.
- 2.7 The NPPF requires the impact on the significance of a designated heritage asset to be considered in terms of either “substantial harm” or “less than substantial harm” as described within paragraphs 132 to 134 of that document. National Planning Practice Guidance (NPPG) makes it clear that substantial harm is a high test, and recent case law describes substantial harm in terms of an effect that would vitiate or drain away much of the significance of a heritage asset.
- 2.8 Paragraph 135 relates to non-designated heritage asset, including locally listed buildings. It states that any harm caused to significance needs to be carefully considered and weighed up against the benefits of a proposed development.

The London Plan

- 2.9 The London Plan (2015) provides a city-wide context within which individual boroughs must set their local planning policies. Policies of relevance to the historic environment include:
- 2.10 Policy 7.4 – Local Character: Buildings, streets and open spaces should provide a high-quality design response that (i) has regard to pattern and grain of existing spaces, (ii) contributes to positive relationships between urban and natural landscapes, (iii) is human in scale, (iv) allows positively contributing buildings to influence the future character, and (v) is informed by the surrounding historic environment.

- 2.11 Policy 7.8 – Heritage Assets and Archaeology: This policy seeks to safeguard heritage assets. The policy encourages development that (i) identifies, values, conserves, restores, re-uses and incorporates heritage assets, where appropriate, and (ii) that conserves heritage assets and their setting.

Local Heritage Policy

- 2.12 The London Borough of Camden assesses planning applications against the policy set out in the Local Development Framework which includes Core Strategy and Development Policies and Camden Planning Guidance.

Core Strategy

- 2.13 Policy CS14 promoting high quality places and conserving our heritage: The council will preserve and enhance Camden’s heritage assets and their setting, including conservation areas and listed buildings. This policy also states views of St Pauls Cathedral and the Palace of Westminster from sites inside and outside the borough are of importance.

Development Policies

- 2.14 Policy DP25 Conserving Camden’s Heritage sets out the council’s strategy for conserving its heritage. When assessing applications that affect conservation areas the council will;

- i Take account of conservation area statements, management plans and appraisals when appraising applications, and
- ii Only permit development that preserves or enhances the character and appearance of the conservation area.

- 2.15 The council will preserve or enhance listed buildings by:

- i Not permitting development that could cause harm to the setting of a listed building.

3.0 SIGNIFICANCE OF HERITAGE ASSETS

Introduction

- 3.1 This chapter of the statement assesses the significance, and where applicable the setting, of the following identified designated heritage assets; Minerva House, Hatton Garden Conservation Area, Discount Jewel and Treasure House.

Historic Background of the Area

- 3.2 A conservation area appraisal for the Hatton Garden Conservation Area was published in 1999. It provides useful historical background on the development of the area.
- 3.3 The land that forms Hatton Garden Conservation Area was undeveloped until the 13th century when the growth in London's population required development outside of the Roman walls of the city. Large estates were created west along the River Thames. One of these was the Bishop of Ely's Palace which later became Hatton Garden.
- 3.4 It remained the Bishop of Ely's estate until the late 16th century when Christopher Hatton, who the area is named after, gained ownership of much of the estate. A residential estate was created c.1659 when the Hatton family were in need of funds and there was pressure to house London's expanding population.
- 3.5 By the 1760s the last member of the Hatton family had died and the estate was broken up. It continued to be in residential use until the 1860s when it became an area of business and industrial use. By 1880 it had become a centre for the diamond and jewellery trade.
- 3.6 The area underwent further change in the 20th century as a result of bomb damage and infill development during and after the Second World War. In recent years the jewellery industry has declined and the area has seen a change to residential, retail and office use in addition to the historic jewellery businesses.

The Application Site

- 3.7 Minerva House is a five storey building with basement, located on Hatton Garden and dates to the early 20th century. Its front elevation is comprised of Portland stone with decorative detailing including two stone canopied arched openings to either side of the front elevation. The first floor has decorative Ionic columns and arches with keystones over the windows. A cornice runs above this level and the elevation gets plainer as the building rises. Dormers have been inserted in the mansard roof to create accommodation on this floor. The side and rear elevations are simpler and are comprised of yellow stock brick except for the elevation that fronts Greville Street. This elevation includes a canopied stone double doorway at ground floor and redbrick to the first and second floors.
- 3.8 Minerva House is not statutorily or locally listed but is identified as a positive contributor to the conservation area.
- 3.9 The building has historic interest in illustrating the changing development and uses of the area. Its Edwardian frontage reflects the historic development and evolving styles of the built form of the area. The building was originally used as a hospital reflecting the diversification of the established uses of buildings in the area in the 20th century.
- 3.10 Architectural interest is derived largely from the front elevation which survives as a recognisable neo-classical frontage. It has decorative details including Ionic columns and canopied entrances. The Portland stone facade demonstrates the wealth of the original owner and of the area in general. The side and rear elevations are of lesser architectural interest being of a plainer design.
- 3.11 There is some artistic interest in the neo-classical style of the front elevation and its relation to the street scene.
- 3.12 The building is of no archaeological interest given its age.

Significance of Designated Heritage Assets

Hatton Garden Conservation Area

- 3.13 Hatton Garden Conservation Area, designated in 1976, is located within the southern part of the London Borough of Camden. It is bordered by Islington to the east and the City of London to the south.
- 3.14 This designated heritage asset is of significance due to its historical interest as an area of London in occupation since medieval times. It has illustrative value embodied in the street layout and the buildings within it that demonstrate development over time in the area. It began as an estate belonging to the Bishop of Ely before becoming a residential estate in the 17th century. Its association with the jewellery and diamond trade in the 19th and 20th century demonstrates its continuing diverse use. There is additional interest in the association with Christopher Hatton, a politician and favourite of Elizabeth I, who owned the estate and gives the area its name.
- 3.15 Architectural interest is derived from the different styles and designs of the buildings which contribute to the street scene. These range from the Georgian residential terraces, Victorian warehouses and shops to Edwardian neo-classical buildings and later post war infill development. The varied designs of these buildings show the continued popularity of the area and their changing uses. The layout of the streets and building lines reflect the dense urban development of the area with the narrow width of the streets enclosing views.
- 3.16 The area is of archaeological interest. This is primarily derived from the potential for a record of past medieval activity to be found. The conservation area is recognised as being an archaeological priority area.
- 3.17 There is some artistic interest identified for this conservation area as the scene for many of Charles Dickens Novels. The location of Fagan's Den in *Oliver Twist* reflected the slums that were once prevalent in Saffron Hill. There is additional artistic interest in the diverse streetscapes of the area.

- 3.18 The character and appearance of the conservation area is of a dense urban grain, with a number of buildings from a variety of periods reflecting the development of the area over time.

The Contribution of the Application Site within the Conservation Area

- 3.19 Minerva House is a building that makes a positive contribution through its appearance and historical association with the area. It is highlighted as a positive contributor within the conservation area appraisal and its front elevation contributes to the character and appearance of the street scene.
- 3.20 The conservation area appraisal does not attribute any key views towards the building. Minerva House is best appreciated within its immediate vicinity. These views are from the corner with Greville Street and immediately opposite the building looking west. These allow an appreciation of its presence in the street scene and its front elevation respectively. Views from Hatton Garden to Minerva House looking south-east also demonstrate the buildings presence in the street scene. There are additional views to the north-west from Greville Street but these look to the rear elevation which is of lesser interest and the surrounding built development and enclosed character of the street means these views are largely obscured.

Discount Jewel

- 3.21 The nearest listed building to the site is Discount Jewel, grade II listed. This building dates from the early 19th century and is a pair of terraced houses occupied by shops at ground floor level and residential units above.
- 3.22 This listed building is of architectural interest as a pair of early 19th century buildings. The materials, which include the use of yellow stock brick, reflect the traditional building materials of the area and the decorative front elevation of the buildings contribute to their architectural interest.
- 3.23 The building has historic interest in demonstrating the early 19th century development of the area and its association with the jewellery trade in the Hatton Garden area.

- 3.24 The building is of some artistic interest given its decorative front elevation which includes paired cherub-herm fascia stops above mask and flora enriched corbels.
- 3.25 The building is of limited archaeological interest given its age and the likelihood of older built fabric remaining.
- 3.26 The setting of this building is comprised of close-knit buildings and its presence within an enclosed street scene which reflects the development of the area over time. It is best appreciated in close up views to the front elevation which is of most interest. In longer views it forms part of the varied street scene and building heights along the narrow road.

Treasure House

- 3.27 Treasure House, built in 1905, is located on Hatton Garden to the south of Minerva House. There are several taller buildings between Treasure House and Minerva House and visibility between the two buildings is limited.
- 3.28 The architectural interest of this building is primarily found in its Neo-Renaissance style and symmetrical design. There are two original shop fronts at ground floor which contribute to the architectural interest of the building. There are a number of decorative features to the front elevation including doors in an Art-Nouveau style, giant Ionic pilasters rising through the first and second floor levels, a heavy modillion cornice adorned with a cast iron balustrade, and keystones. Internally there is a marble staircase and the entrance hall has been timber panelled. All of these features contribute to the architectural interest of the building.
- 3.29 The building has associative historic interest from its designers David Niven and Herbert Wigglesworth and its association with the jewellers Stewart Dawson and Co. Its function has illustrative interest in reflecting the association Hatton Garden has with the jewellery sector.
- 3.30 The front elevation and decorative features to the building contribute to the artistic interest of the building.

- 3.31 The building is of limited archaeological interest.
- 3.32 The setting of the building is comprised of its urban environment and its association with the jewellery trade derived from its location on Hatton Garden. There is limited visibility between this building and Minerva House due to the existing built form along the road.

London Views Management Framework Vista 2A.1

- 3.33 Minerva House is within the Vista 2A.1 from Parliament Hill to St Pauls Cathedral. A description of this view is given in the London Views Management Framework (March 2012) as:

'The viewer can see a number of complementary and prominent elements, in particular the tall buildings in the city's financial district and an aggregation of taller buildings at Docklands. The latter feature has particular prominence in this view because of the rise of Shooter's Hill in the background.'

- 3.34 Minerva House is just on the cusp of this protected vista and there is substantial built development in views from Parliament Hill to Minerva House. The building does not make any contribution to this vista.
- 3.35 The setting of the designated heritage assets is considered in further detail in the following paragraphs.
- 3.36 Landscape and topography: The landscape is of an urban streetscape. Within Hatton Garden Conservation Area the land is heavily urbanised with enclosed streets and few gaps. Hatton Garden is wider than the side streets which are narrower and of a more enclosed character.
- 3.37 Routes: Leather Lane and Saffron Hill reflect the boundaries of the former Bishop of Ely's estate and previously formed the eastern and western boundaries. In the 19th century a number of roads were widened to allow for increasing traffic from this area to the Docklands.

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3.38 Character: The character of the area is primarily formed from its medieval origins and subsequent development. Within the Hatton Garden Conservation Area the character is largely defined by the jewellery industry and the number of shops and offices associated with this trade reflect this.

4.0 POTENTIAL IMPACTS ON HERITAGE SIGNIFICANCE

Introduction

4.1 This chapter of the statement examines potential impacts on heritage significance. It addresses the nature of the development, the effects on the elements that make up setting, and the effects on the core constituents of significance. It also has regard to mitigation and minimising harm.

The Nature of the Development

4.2 It is proposed to refurbish Minerva House, provide infill extensions to the lightwells and add an additional single storey extension to the rear portion of the building.

4.3 The new roof extension will follow the footprint of the level below, but will not affect the part of the building along Greville Street. This extension is set back from Greville Street and due to the tight grain of development the visibility of the extension will not be visible from street level. The proposed extension will be fully glazed; this will make the appearance lightweight and will reflect the modern nature of the development.

4.4 The lightwell infill extensions have been sympathetically designed to mimic the existing footprint of the ground floor. These small extensions will use glazed white brick to match the original materials and there will be no effect on the character and appearance of the conservation area.

4.5 There will be a new roof terrace area at the fourth and fifth floor levels and it is also proposed to relocate the existing plant to the fifth floor.

4.6 It is also proposed to introduce a new entrance along the Hatton Garden elevation. This is currently a window and the change to a door in the arched opening will reflect the current entrance providing symmetry to the front elevation.

4.7 Permanence: The development will involve permanent change to Minerva House, Hatton Garden Conservation Area and the setting of Treasure House and Discount Jewel.

- 4.8 Cumulative impacts: There are no other developments that would add to the impact of the present proposal.
- 4.9 Diurnal and seasonal change: There will be no change as a result of diurnal or seasonal changes.

Effect on the Significance of Minerva House

- 4.10 The location of the single storey extension, to the rear of the main street facing bulk of Minerva House, its size and scale have all been carefully designed to minimise the impact on the conservation area. The proposed extension will be constructed of full-height glazing making its appearance lightweight and will reflect the modern nature of the development.
- 4.11 The primary contribution of Minerva House to the conservation area is in its front elevation and its illustrative value in showing the development of the area. This contribution will not be affected by the proposed extension and refurbishment of the building. The new development, due to its scale, form and siting, will not be seen from views of the front elevation, which are of the most interest, when stood immediately in front of the building. The proposed extension and refurbishment of the building will not affect its contribution to the character and appearance of the conservation area.
- 4.12 The architectural interest of Minerva House will not be affected by the proposed extensions or refurbishment of the building. The set back extension will retain the prominence of the front elevation and will not be visible when looking directly at this elevation. The introduction of a new entrance at Hatton Garden will not harm the architectural interest of the building. The proposed opening will replace the current window and will restore symmetry to this elevation.
- 4.13 The historic, artistic and archaeological interest of Minerva House will not be harmed by the proposed extensions or refurbishment. The building will still be understood as a positive contributor to the conservation area that demonstrates the development of the area and the decorative detailing of the front elevation which provides artistic interest.

- 4.14 The new single storey extension will sit within the existing footprint of the rear part of the building and will not be visible in views from the corner of Hatton Garden and Greville Street. The new extension will not be visible in views towards the building due to its height and the tight pattern of development which screens views to the rear.
- 4.15 The introduction of roof terraces and the relocation of the current plant to the fifth floor roof level will not harm the significance of the building. The location of the plant and terraces at fourth and fifth floor level will not be visible from the streetscene and will have no impact on the character and appearance of the conservation area.

Effect on the Significance of Hatton Garden Conservation Area

- 4.16 The architectural interest of the conservation area will not be harmed by a single storey roof extension. The architectural interest of the area is in the mixture of building styles, heights and ages. This eclectic mix of buildings will not be harmed by a single storey rooftop extension that is not visible within the streetscene. The extension therefore will not harm the architectural interest of Minerva House or the conservation area, which is robust enough to withstand a small change at roof level, on a building that is not identified in any key views and can not be seen from street level.
- 4.17 The historic interest of the conservation area will not be harmed. This is largely based upon the continuing development of the area over centuries and this will still be understood by the proposed extensions and refurbishment of Minerva House.
- 4.18 The artistic and archaeological interest of the conservation area will not be harmed by the proposed extensions and refurbishment of Minerva House which will have no impact on this aspect of significance of the conservation area.
- 4.19 The character and appearance of the conservation area is comprised of the range of built development within the area that reflects the change from a residential area to an area of commerce (especially its association with the jewellery trade) and its subsequent growth overtime. This is reflected in the

diverse range of buildings. The introduction of a new well designed extension at roof level and infill extensions in the same materials as existing will not affect this.

- 4.20 As identified within the conservation area appraisal Minerva House does not feature in any important views. As such no important views within the conservation area will be affected. As previously stated the new extension will not be visible within the streetscape and there will be no change to views to the building occurring from this change. The single storey extension is completely sympathetic to the host building. It will be of lightweight materials and will be clearly understandable as a later addition. The conservation area is a heritage asset robust enough to undergo a slight change at roof level, especially one that is not visible from the surrounding streets. There will be no harm to the character and appearance of the area.
- 4.21 The proposed roof terraces at fourth and fifth floor will have no affect on the character and appearance of the conservation area and no harm is identified.
- 4.22 The change of the current window to an entrance to the front elevation of Minerva House will have no effect on the significance of the conservation area. This change will restore the symmetry of the building and will preserve if not enhance the interest of the building and thus its contribution to the conservation area.
- 4.23 Overall the proposed extensions and alterations to the front elevation will not harm the character and appearance of the conservation area.

Effects on the Setting and Significance of Discount Jewel

- 4.24 The historic, architectural, artistic and archaeological interest of this building will be unaffected by the proposed extensions and refurbishment of Minerva House. It will still be understood as a terraced building of architectural and artistic interest due to its front elevation which will not be affected by the proposed works. The historic and archaeological interest of the building demonstrating the development of the area will also not be harmed by the proposed works.

- 4.25 There will be no impact on the setting of this building which is comprised of its location within a group of close-knit buildings and its enclosed street scene. The addition of a single storey rooftop extension, which due to the tight urban grain of the area, will not be visible from street level will not harm the setting or significance of the listed building.

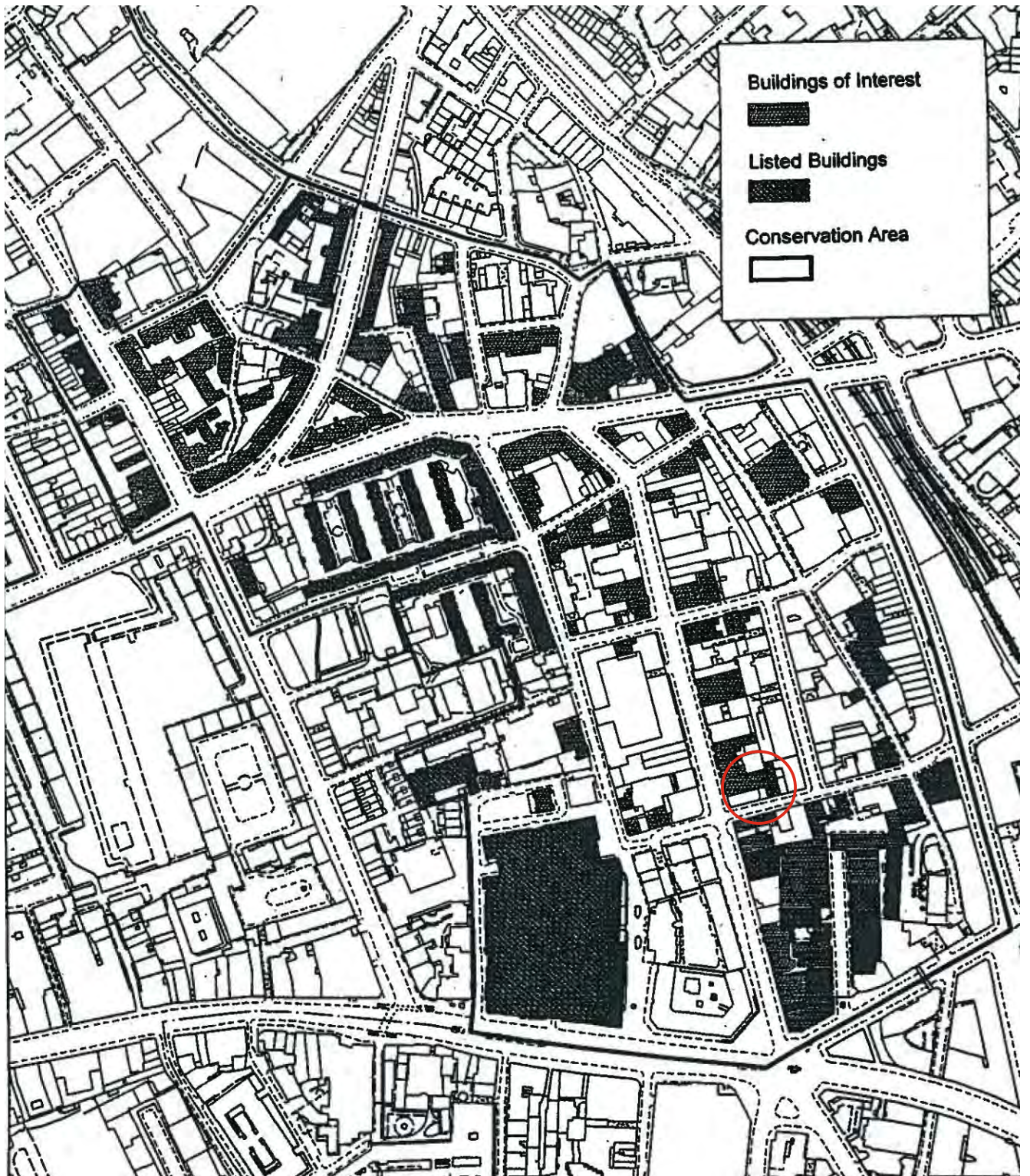
Effects on the Setting and Significance of Treasure House

- 4.26 There will be no effect on the significance of this building. This will still be understood as a building in a Neo-Renaissance design that has architectural and artistic interest from its front elevation and historic interest demonstrating the development of the area. Its limited archaeological interest will not be harmed.
- 4.27 The setting of this building is characterised by the urban grain of the area and its association with the jewellery industry. The built form between Treasure House and Minerva House will obscure views to the proposed new extension and there will be no harm to the setting or significance of this building by the extension or other proposed works.
- 4.28 The Vista No.2A1 from Parliament Hill to St Pauls Cathedral will not be affected by the proposed extensions or refurbishment of Minerva House. Existing built development will screen the new single storey extension and there will be no impact on this vista.

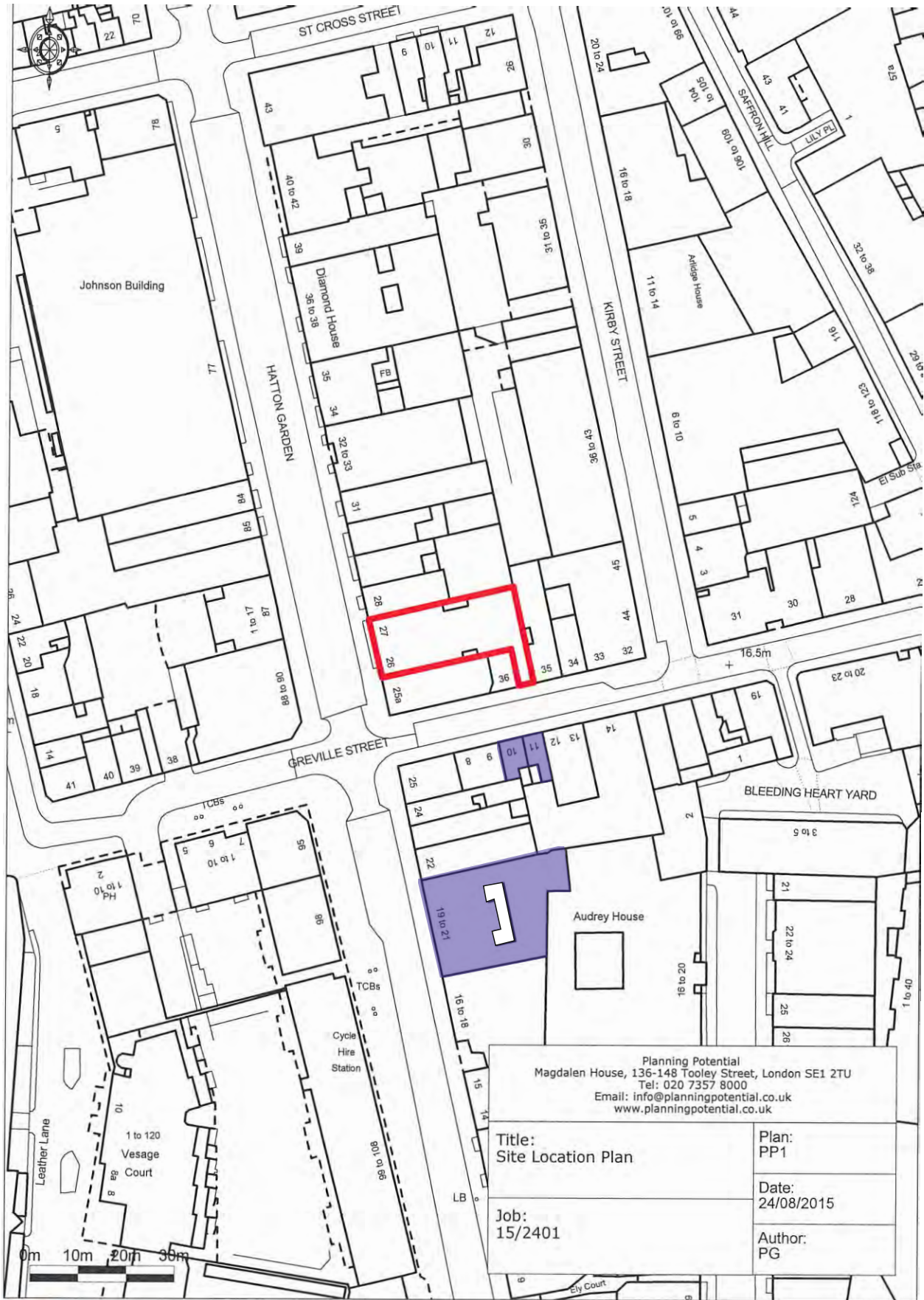
5.0 SUMMARY AND CONCLUSIONS

- 5.1 The proposed development within Hatton Garden Conservation Area involves the refurbishment, infill extension and single storey roof extension to Minerva House. This building is identified as a positive contributor to the conservation area but not statutorily or locally listed. The new development will also be within the setting of Discount Jewel and Treasure House both listed grade II.
- 5.2 The infill extension will have no impact on the character and appearance of the conservation area. It will not affect the setting of either listed building.
- 5.3 Having been carefully designed to match the ground floor foot print and original materials of the building the extension is set back from the street frontage on Hatton Garden and will not be visible from the street. Its fully glazed appearance and set back achieve an unobtrusive form of development that will have no effect on the historic environment.
- 5.4 The new extension will not be notable from the surrounding streets and there will be no change to views to the building.
- 5.5 The conservation area is characterised by the diversity of the buildings and the continuing development and change of use of the area. The new extension would not harm this understanding and the modern design will clearly be understood as a new phase in the buildings development that will not affect the character and appearance of the conservation area.
- 5.6 In summary this heritage statement has identified that the proposed development will not result in any harm to the significance or character and appearance of the identified designated heritage assets. As such Paragraphs 132-134 of the NPPF would not be engaged by this proposed development as no material harm will occur, just a very slight change within the conservation area and setting of the grade II listed building Discount Jewel. There will be no change to the setting of Treasure House.

APPENDIX 1: Site location



Appendix 1.1: Hatton Garden Conservation Area (Courtesy of London Borough of Camden)



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 Licence number 100022432. Plotted Scale - 1:1250

- Site location
- Nearby listed buildings

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Appendix 1.2: Application site and nearby listed buildings potentially affected by the proposals

Heritage Statement

Minerva House, 26-27 Hatton
Garden

On behalf of Wittington
Investments (Properties) Ltd.

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APPENDIX 2: Photographs 2015



Appendix 2.1: Front elevation



Appendix 2.2: View from Hatton Garden and Greville Street



Appendix 2.3: Elevation on Greville Street



Appendix 2.4: Views from Greville Street showing enclosed nature



Appendix 2.5: Minerva House in the Hatton Garden streetscape