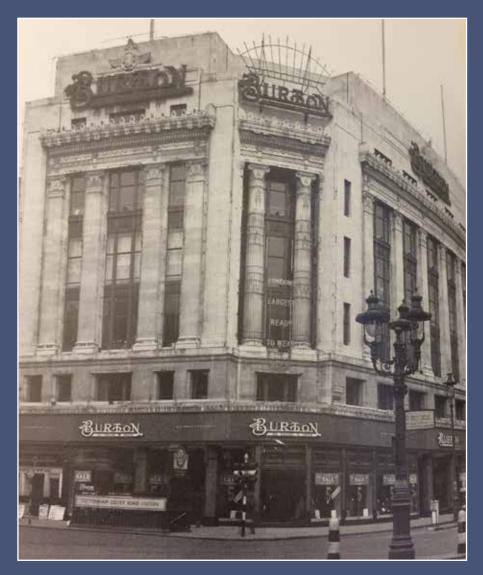
Donald Insall Associates

Corinthian House, 118-132 New Oxford Street and 279 Tottenham Court Road

Historic Building Report for TH Real Estate June 2016



Chartered Architects and Historic Building Consultants

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Historic Building Report

For TH Real Estate



Ordnance Survey map with the site marked in red. [Reproduced under Licence 100020449]

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Contact Information

Helen Ensor IHBC (Associate)

E: helen.ensor@insall-architects.co.uk T: 020 7245 9888 M: 07552 276843

Sarah Bridger (Historic Buildings Advisor)

E: sarah.bridger@insall-architects.co.uk T: 020 7201 2120

London Office

12 Devonshire Street London, W1G 7AB www.insall-architects.co.uk

1.0 Historic Building Analysis & Advice

1.1 Introduction

Donald Insall Associates were commissioned in May 2015 by TH Real Estate to assist them in the preparation of proposals for Corinthian House.

The investigation has comprised historical research, using both archival and secondary material, and site inspections. An illustrated history of the site and building, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the historical and architectural significance of the building, which is set out below. This understanding will inform the development of proposals for change to the building, by Trehearne Architects. When the proposals are finalised, Section 4 will provide a justification of the scheme according to the relevant planning guidance.

The investigation and this report were undertaken by Helen Ensor IHBC and Sarah Bridger of Donald Insall Associates.

1.2 The Building and its Current Legislative Status

Corinthian House is a Grade-II listed building located at the edge of the Bloomsbury Conservation Area in the London Borough of Camden. The building is located on a prominent corner site at the junction between Oxford Street, Tottenham Court Road and New Oxford Street. The statutory list description is included in Appendix II.

The building is also situated on the border between the London Borough of Camden and the City of Westminster, and at the convergence of several conservation areas. It is located within the setting of the Denmark Street and Hanway Street Conservation Areas in the London Borough of Camden, and the Hanway Street and Soho Conservation Areas located within the City of Westminster. It is also situated with the setting of a number of listed buildings.

Alterations to listed buildings require listed building consent, alongside planning permission. The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision making on applications that relate to the historic environment. Sections 66 and 72 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas and state that new development should preserve or enhance the special architectural or historic interest of listed buildings or their setting and the character and appearance of conservation areas.

In order for Camden Council to consider granting such consent, the proposed development must also be justified according to the policies on the historic environment set out in the National Planning Policy Framework. The key message of the National Planning Policy Framework is the concept of 'sustainable development'. The National Planning Policy Framework requires that heritage assets (a term that, with regard to UK planning legislation, includes listed buildings, conservation areas, and unlisted buildings of local importance) should be conserved in a

manner 'appropriate to their significance.' It also notes the desirability of 'sustaining and enhancing the significance' of heritage assets and of putting assets to viable uses 'consistent with their conservation.' The National Planning Policy Framework recognises the 'positive contribution of that the conservation of heritage assets can make towards economic vitality'. However, it also recognises that, in some cases, proposals can lead to a heritage asset losing significance. The National Planning Policy Framework thus requires that the 'public benefits' of a proposal – which include securing the optimum viable use of a designated heritage asset – should outweigh any 'less than substantial' harm caused to the significance of a designated heritage asset.

Copies of the relevant planning policy documents are included in Appendix I.

1.3 Assessment of Significance

Corinthian House is a Grade-II listed building designed by Harry Wilson in 1928-1930 as the flagship store of 'Burtons', the successful 20th century clothing manufacturer. The primary significance of the building resides in the external elevations that front onto New Oxford Street, Bainbridge Street and Tottenham Court Road. The art-deco frontages contain many of the features Harry Wilson designed for Burtons stores across the country in order to establish an architectural identity for the brand. The shop front at ground floor level is a predominantly modern insertion dating to the early 21st century and is of no significance. There is one surviving section of the original shop front located above an original entrance on Bainbridge Street, which is of significance.

The original interior of the building has been wholly removed in the late-20th and early 21st century and the existing interiors are of no architectural significance. The plan form is an entirely modern creation with the principal staircase and lift forming part of a 1974 rear extension. The basement and ground floors have an entirely modern fit out associated with their retail use. Similarly, the upper floors of the building have detracting modern partitions and fixtures and fittings. The only original fabric that survives includes the floor levels (although not the floor plates themselves) and a secondary staircase. The staircase has a terrazzo finish and a simple black-painted metal handrail and is of moderate significance.

The building is located at the edge of the Bloomsbury Conservation Area. As Camden's largest conservation area it covers the Bloomsbury area to the north and extends into the retail and office zones around Tottenham Court Road and New Oxford Street. The Conservation Area Statement notes the positive contribution that the building makes to the area and praises its 'robust' composition. The building is also located within the setting of the adjacent Hanway Street and Denmark Street Conservation Areas in the London Borough of Camden, as well as the Hanway Street and Soho Conservation Areas situated in the City of Westminster. It is also within the setting of several listed buildings including the Grade-II listed Centre Point and Dominion Theatre and the Grade-II* listed Tottenham Public House. The frontage of the building makes a positive contribution to the setting of all of these designated heritage assets.

The significance of the buildings is therefore as follows:

High Significance	The front elevations, excluding the modern roof and sixth floor level. The exterior of the building generally makes a positive contribution to the setting of the nearby designated heritage assets. The original section of shop front on
	Bainbridge Street.
Moderate Significance	The secondary staircase.
Low Significance	Original half landings to the north of the building.
No Significance	The modern roof and sixth floor level, which were created in 1974.
Detracting from Significance	The modern interiors across the whole of the building. The modern shopfronts on New Oxford Street and Tottenham Court Road.

1.4 Summary of Proposals and Justification

The proposals seek to retain and refurbish the existing offices on the second to sixth floor of the building and provide increased natural light and outdoor amenity space, principally via a roof terrace, a lightwell serving the fifth and sixth floor and the creation of small internal terraces at sixth floor level. The building was extended with a sixth storey in 1974 and no historic or significant fabric would be removed or harmed as a result of the proposals. Within the interior the existing offices at second to sixth floor level, which have modern partitions and floor/ceiling finishes of no significance, would be removed and a high-quality fit out inserted. The original steel beams would be retained and some modern coverings would be removed to expose the beams to the office interiors. The existing modern W.C's would also be replaced and generally upgraded.

The proposals would cause no harm to the significance of the listed building but would provide significant benefits, primarily by improving the office accommodation which would help to maintain the building within its optimum viable use and secure its long-term conservation. The primary significance of the building resides in the principal external elevations and the proposals have been designed so that they are predominately concealed behind the façade or set back from street level so they scarcely visible in public views within the conservation area. In addition, the proposals would improve views of the north-west, south-east and southwest corners, the proposed terrace facilitating the removal of detracting plant and cluttered safety railings. The internal works would cause no harm to any historic or significant fabric and the removal of a very minor amount of original floor slab to provide the fifth floor roof lights would also cause no harm when considered against what is significant about the building.

The proposals are in accordance with Sections 66 (1) and 72 of the Planning (Listed Buildings and Conservation Areas) Act and would preserve the special architectural and historic interest of the Grade-II listed building and the character and appearance of the Bloomsbury Conservation Area. The proposals also respond to the primary significance of the designated heritage assets and accord with the policies of the NPPF as set out in Chapter 12 on conserving and enhancing the historic environment and are therefore acceptable in heritage terms.

2.0 Historical Background



1. Montague Burton (in Ronald Redmayne, Ideals in Industry).

2.1 Montague Burton, 'The Tailor of Taste'

Burton's' originally operated as a men's clothing manufacturer, retailer and tailoring establishment set up by Sir Montague Maurice Burton in c.1904. By 1940 it had become one of the largest tailoring businesses in the world.¹ The company's founder, Montague Burton, originated from Russia and was born in 1885 as Meshe David Osinsky (see Plate 1). He was born into a Jewish family and fled the country in 1900 during the rise of the Russian pogroms. He settled in England and in 1904 he set up a small retail establishment in Chesterfield selling ready-made clothing. By 1908 he had opened another shop in Mansfield and had also acquired a clothing factory in Leeds. It was at this point he changed his name to Montague Maurice Burton, a name which came to define his clothing company and dominate the manufacturing business in the early-to-mid 20th century.

Burton's clothing industry rapidly developed. The company had found a gap in the market for 'the provision of affordable bespoke clothing for the working man.'² In the early years Burton concentrated most of his retail stores in the north of England around the industrial towns of Leeds, Manchester and Sheffield, where there was a high demand for his products amongst manual workers. The company built themselves a good reputation. They were considered to be so dependable that during the First World War they were selected by the Government to produce military uniforms. The production of military garments saw Burton's manufacturing output increase, and by 1917 he employed over 400 workers.

During the inter-war years the number of retail shops grew from 40 in 1919 to over 250 in 1927, reaching a pre-war peak of 595 in 1939. The shops were spread throughout England and included stores in London, Edinburgh, Dublin and Belfast. The clothes the company produced had an unmatched reputation for quality, value, elegance and style. The rapid expansion resulted in the company going public, where it traded as 'Montague Burton, the Tailor of Taste, Ltd' with Burton acting as chairman.³

Burton was renowned for being a conscientious employer and dedicated himself to the welfare of his staff. Working conditions and pay grades were of the highest possible standard and sick benefit and holiday leave were encouraged amongst his staff.

The company continued to grow after the Second World War and dominated the market until Burton's death in 1952. Burton's sons Raymond and Arnold briefly took over the company however they soon entrusted the chair position to Lionel Jacobson, founder of the tailoring firm Jackson the Tailor. The company changed its name to the Arcadia Group in 1998, which was subsequently bought by the entrepreneur Philip Green.⁴

2.2 Burton's Flagship Store in London

During the firm's rapid expansion in the late 1920s and 1930s, Burton

established a flagship retail store in London. A corner site was bought between the junction of New Oxford Street and Tottenham Court Road, where a building would also be readily visible in views from Oxford Street. The site contained the premises of 'Messers Maux's Brewery' and the retail unit of Messers Horne Bros. Both establishments were demolished to make way for the flagship store.

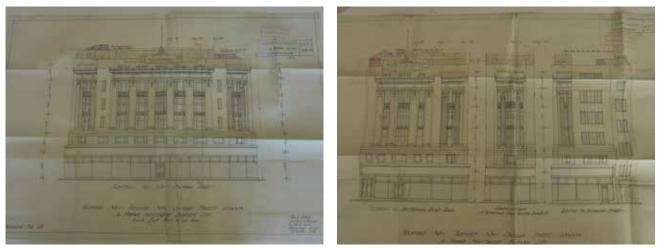
The new building was designed by the firm's architect Harry Wilson, who had been appointed to design all of Burton's stores and factories across England. Wilson had designed the building as early as 1927 and an application was subsequently submitted to the council. The application was refused over concerns for the buildings fire safety and the council stated that the floors had to be of solid incombustible materials and the building was required to have an internal sprinkler system. Wilson revised the plans and sent a letter to the council outlining that the structure was to be 'constructed of steel beams with concrete screeded floors'. The application was made in April 1928 and the scheme was approved on the 14th May 1928. However, amendments to the scheme were submitted and approved in 1929, at which point the design of the building became finalised. The building was noted by Burton's biographer to be 'the most prominent modern temple of commerce' in England.⁵

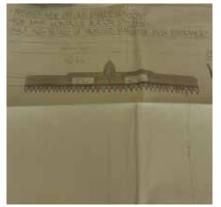
2.2.1 The Exterior

The building was designed in the characteristic art deco style that is now closely associated with Burton's brand (see Plates 2 and 3). It was of 5 floors (6 including the basement) and located on a prominent corner site. It fronted the crossroad between the end of Oxford Street, New Oxford Street, Tottenham Court Road and Charing Cross Road. It was of 5 bays to Tottenham Court Road and 7 bays to New Oxford Street. It also had two corner frontages of two bays each.

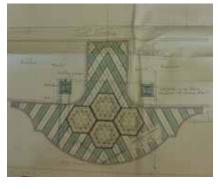
2. Elevation of Corinthian House to New Oxford Street by Harry Wilson, 1928 (London Metropolitan Archive). [left]

3. Front elevations of Corinthian House to Tottenham Court Road, Bainbridge Street and the corners of the building by Harry Wilson, 1928 (London Metropolitan Archive). [right] When compared with the approved elevation drawings, the building was completed with more architectural detail than shown on the drawings submitted to the Council. The notable changes included small sections of fluting below the capitals on the pilasters and the friezes were also embellished with various decorative elements. The signage frames, which are located on the parapets fronting Tottenham Court Road and

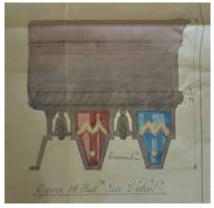




4. Drawing of the marquise canopy by Harry Wilson, 1928 (London Metropolitan Archive).



5. Detail of the roof of the marquise by Harry Wilson, 1928 (London Metropolitan Archive).



6. Detail of the marquise canopy by Harry Wilson, 1928 (London Metropolitan Archive).

New Oxford Street, also differ from those in the proposed drawings.

The shop front at ground floor level had art deco inspired doors and a multitude of windows to display the garments on offer. Burton believed the shop front to be the 'best-selling agent' for his business, and he even wrote a manual for his workers on how to display the windows.⁶ Also located on the shop front was a marquise (see Plate 4). This was likely to have been located over the central entrance on the New Oxford Street elevation. The marquise was constructed of a metal frame with patent glazing to the roof. The glazing was arranged in a colourful geometric pattern, the plan of which can be seen in Plate 5. Framing the metal canopy were twisted rails and drop down finals. In-between each finial there were shapes filled with blue and red enamel (see Plate 6). This would have made for an elaborate and colourful shop-front entrance and would have been eye catching to the consumer. The entablatures above the giant pilasters contained similar features and were topped with decorative finials.

The most prominent features on the building were giant ordered pilasters that rose over three storeys. To each corner there were similar fluted columns. All of the columns had composite capitals that were of Wilson's own design. He frequently used the capital design on Burton stores to help establish the company's own architectural identity and unique brand. Identical capitals can be seen on several other stores including the flagship store in Dublin (see Plate 7). Indeed, architecturally the shops were rarely unique and were almost always designed to incorporate the same features. Corner sites were selected for many of Burton's larger stores which usually had distinctive wide entrance fronts to the corner of the street and giant pilasters rising over three storeys. A comparative example to the London flagship store is Dublin's flagship store, built 1928-1930 (see Plate 7). Other examples include the Newcastle store, whilst smaller scale examples include East Street, Barking, 1932, and Nelson Road, London, 1932, the latter of which both have elephant head capitals (see Plates 8-10).

In 1933, just three years after the building had been completed; Burton's submitted an application to amend the signage so that it could be lit with large neon signs (see Plates 11-12). Blue and red strips of lighting

were used to frame each column lit the fluted sections of the corner columns. Large neon signs were also proposed at the very top of the building spelling 'Burton, tailor of taste'. Two photographs of the building depicting the prominent neon signs can be seen in Plates 13 and 14. The signage hid the awkward and angular roof junction on the corner elevation that fronted onto Bainbridge Street and New Oxford Street, which was not designed with the same finesse as the prominent corner face on Tottenham Court Road.



7. Burton's store in Dublin, built 1928 (http:// manchesterhistory.net/architecture/1930/ burtonsdublin.html)



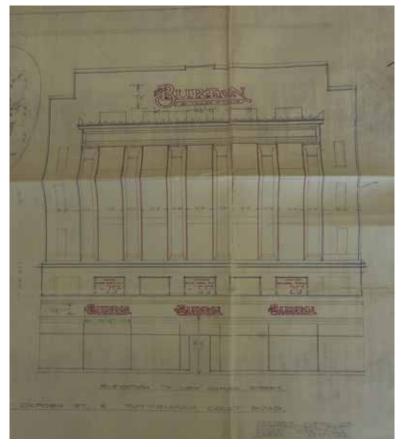
8. Burton's store in Newcastle-on-Tyne (in Ronald Redmayne, Ideals in Industry).



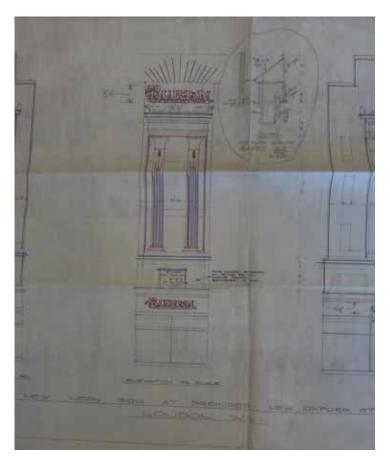
9. Burton's store in East Street Barking



10. Burton's store in Nelson Road, London.



11. Front elevation of Corinthian House showing neon lighting by Harry Wilson, 1933 (London Metropolitan Archive).



12. Front elevation of Corinthian House showing neon lighting by Harry Wilson, 1933 (London Metropolitan Archive).



13. Photograph of Burton's store taken from Tottenham Court Road, c.1935 (London Metropolitan Archive).



14. Photograph of Burton's store, 1956 (Collage, City of London).

2.2.2 The Interior

The internal layout of the building was approved on the 15th April 1929 (for floor and roof plans see Plates 15-21). Correspondence between Harry Wilson and the council confirms that the upper floors of the building were always intended for office use with only the basement to second floors being used by Burton's.⁷ The floor plans show that the building was of a typical 1930s construction with concrete floors supported on stanchions. To the rear of the building these were originally encased in brick, but to the centre they were encased in concrete for additional support and fire protection. At ground and first floor level the drawings note that the floor was 'fireproof with a wood block finish', but none of the original wood block flooring appears to remain on these floors.

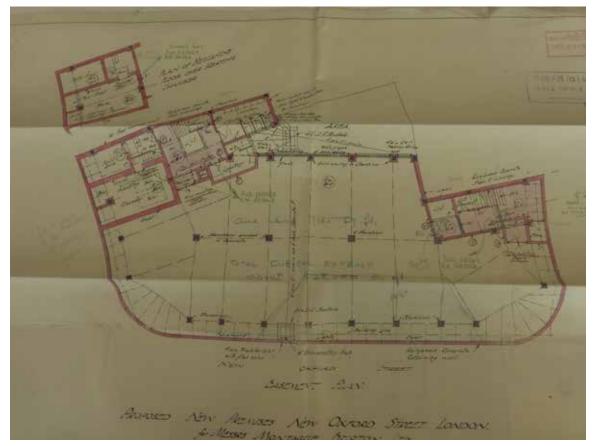
The original drawings show that a reinforced concrete staircase with a central lift was positioned at the southern end of the building, with toilets on every half landing. To the north end of the building a secondary staircase, also constructed in reinforced concrete, exited onto Bainbridge Street. The main staircase has since been removed, but the original secondary staircase remains on site. The internal subdivision of each floor was not given in the application, and subsequent drawings do not survive within the London Metropolitan Archives, or at the Camden Council planning archive, that could have given an indication of the original layout. It may be that internal floor layouts were never given to the council as they were not required to be detailed. Subsequent planning applications for alterations give an indication of what the layout was and what each floor was used for.

An approved drawing dating to 1935 shows that the internal layout of the ground and first floor shop (see Plates 22 and 23). New fitting rooms were proposed to the rear of the building as well as a new staircase, staff room and access to lavatories. To the left of the building a new public lift was installed. At first floor level additional fitting rooms were inserted adjacent to the new lift. At the opposite end of the building alterations were proposed to the repairs department, where a further 5 fitting rooms were constructed. Within the centre of the room tables or display cases appear to have been strategically positioned, perhaps for the display of clothing or fabric to be chosen by the customer.

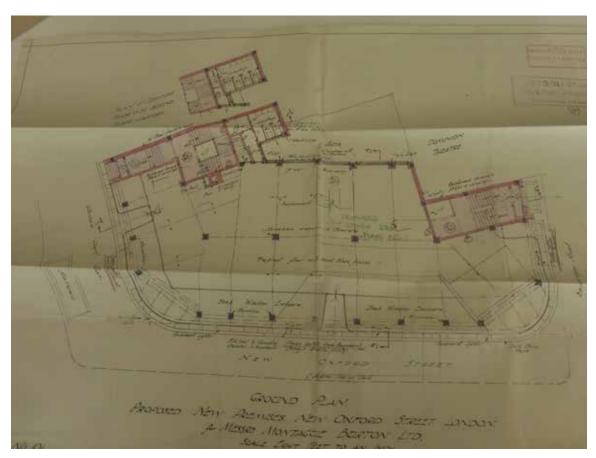
In 1936 alterations were proposed to the second floor, but only the existing floor plan survives (Plate 24). The drawing shows that at this level there was an additional staff room, pressing and dispatch room and a workroom. There was also a designated room for the storage or presentation of display cases. Although Burton's factories were predominantly based in Leeds, the London store appears to have been equipped with facilities so they were able to undertake some alterations, repairs and cleaning of clothing. The flagship store may well have provided assistance to several smaller stores around London with the repair of clothing.

It is unknown what the basement and third floors were used for, but an approved drawing dated to 1935 shows that the fourth floor was used by Advanced Laundries (see Plate 25). This floor had a very similar layout

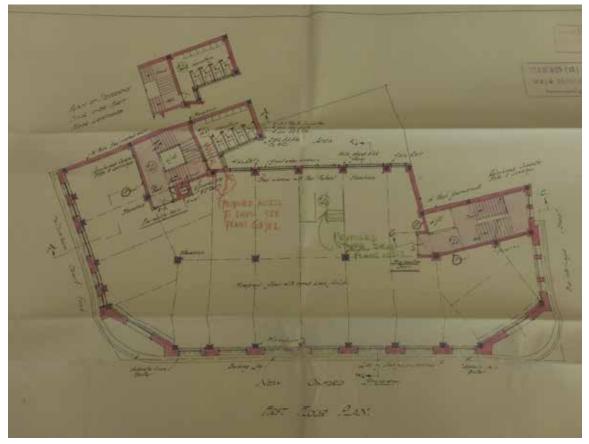
to that at the second floor and it is likely that most of the upper floors had similar floor plans with a central corridor running between the two staircases at either end of the building. A floor plan dated to 1936 shows that the fifth floor was used as offices for Messers Green Shops (see Plate 26). The floor space was subdivided to a much greater extent than the other floors so that various offices were created for the subdivision of workers in the company.



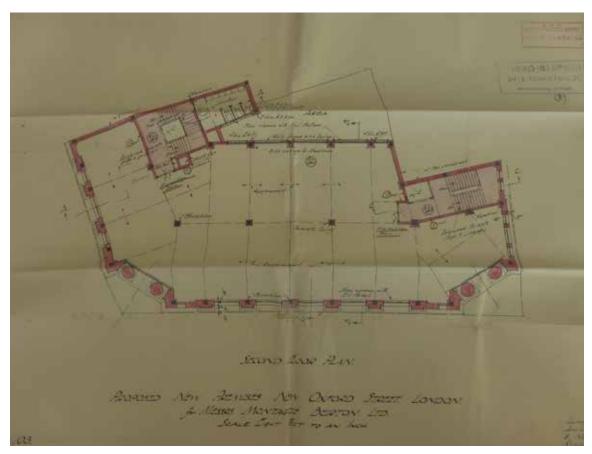
15. Basement plan by Harry Wilson, 1929 (London Metropolitan Archive).



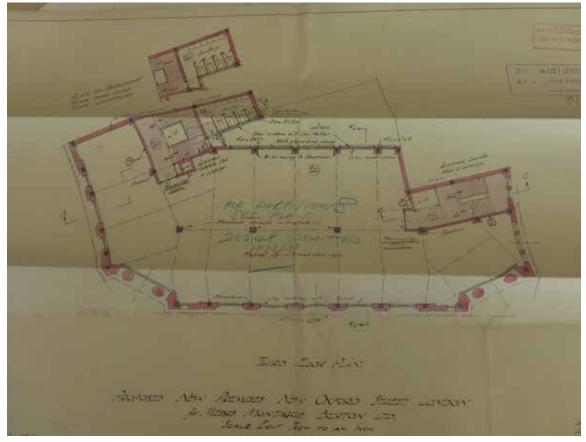
16. Ground floor plan by Harry Wilson, 1929 (London Metropolitan Archive).



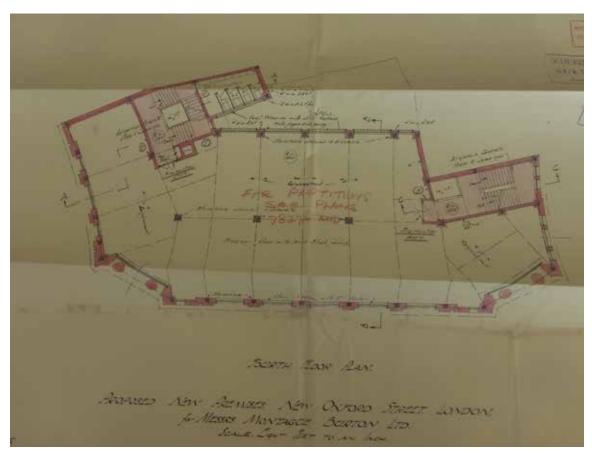
17. First floor plan by Harry Wilson, 1929 (London Metropolitan Archive).



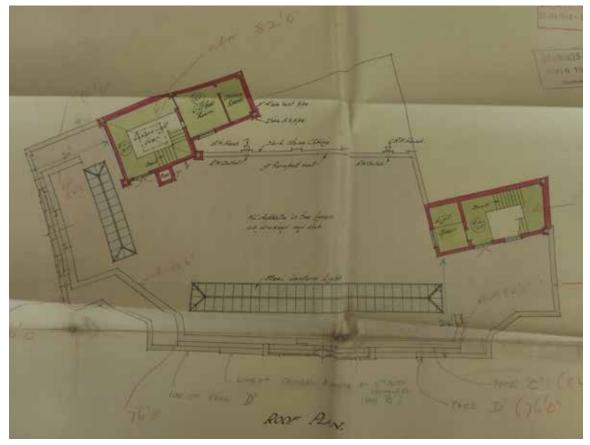
18. Second floor plan by Harry Wilson, 1929 (London Metropolitan Archive).



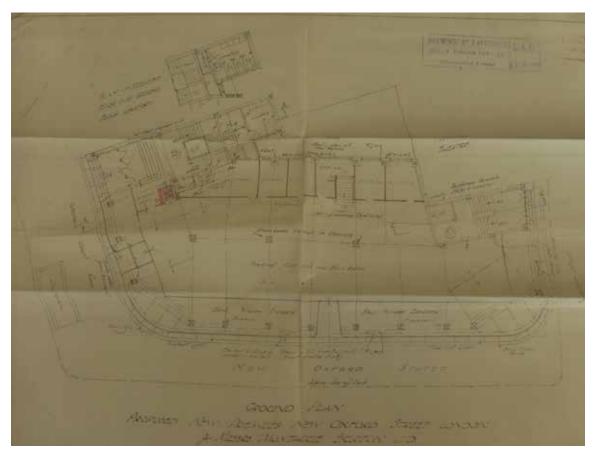
19. Third floor plan by Harry Wilson, 1929 (London Metropolitan Archive).



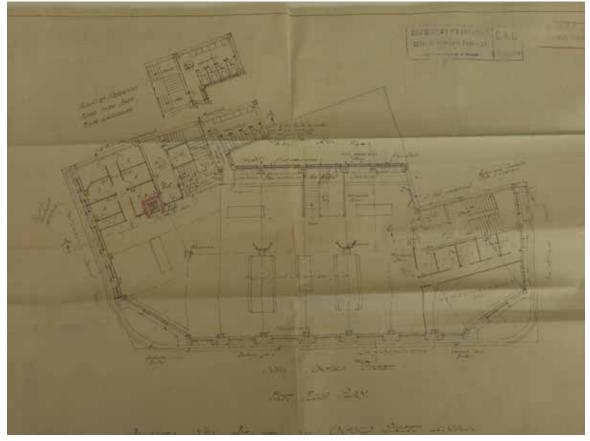
20. Fourth floor plan by Harry Wilson, 1929 (London Metropolitan Archive).



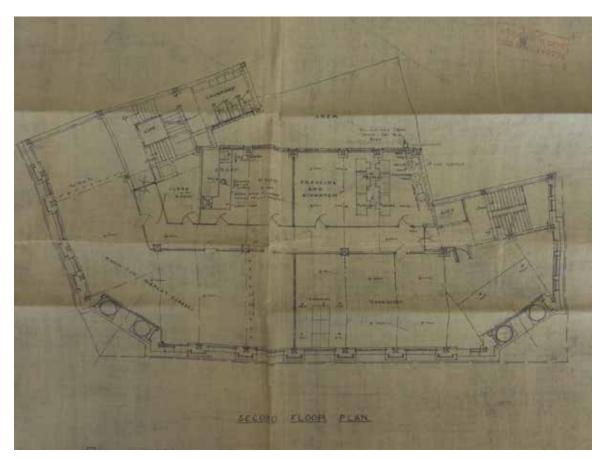
21. Roof plan by Harry Wilson, 1929 (London Metropolitan Archive).



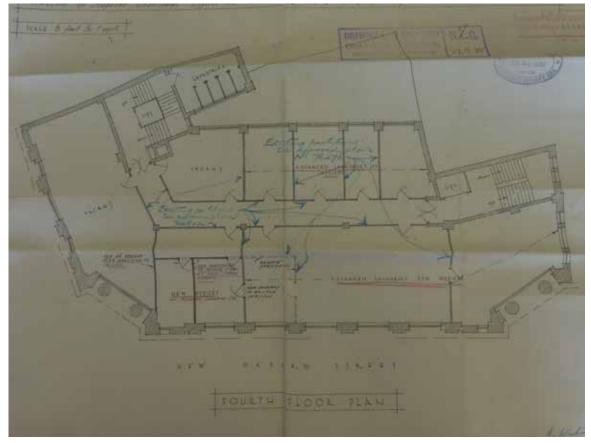
22. Ground floor plan, 1935 (London Metropolitan Archive).



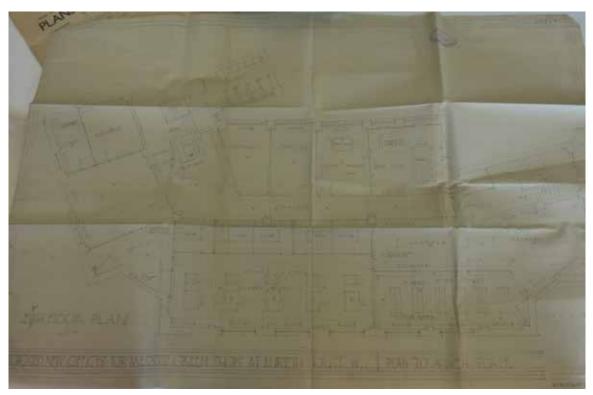
23. First floor plan, 1935 (London Metropolitan Archive).



24. Second floor plan, 1936 (London Metropolitan Archive).



25. Fourth floor plan, 1935 (London Metropolitan Archive).



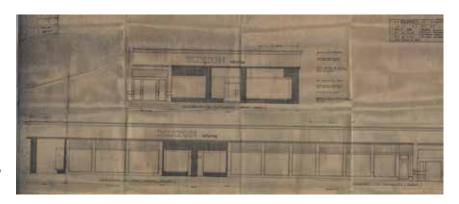
26. Fifth floor plan, 1936 (London Metropolitan Archive).

2.2.3 Later Alterations

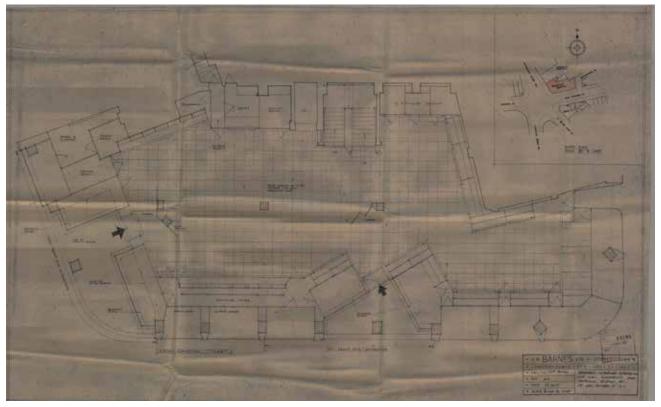
In the later 20th century consistent alterations were undertaken to both the exterior and interior of the building. The interiors of the building were not protected until it was listed in 1990, but it is likely that the original interiors had been extensively altered before that date. Several applications were submitted for alterations, the most notable of which include:

1953	The use of the second floor for offices and showroom for the making or alterations of gentleman's garments.
1957	Installation of new shopfront at 118-132 New
	Oxford Street and 279 Tottenham Court Road, Holborn
	and new showrooms.
1974	Erection of a lift/staircase extension at the rear, formation
	of a new sixth floor for offices, change of use of the fifth
	floor from offices to staff canteen/recreational facilities
	and ancillary offices for the main shop use.
1974	The installation of a new shop front.
1995	Refurbishment of existing office entrance from Tottenham
	court Road, involving partial demolition of modern
	entrance and surround.
2000	Internal and external alterations involving installation of
	new shopfront and signage and shop fit out at basement,
	ground and 1st floor levels.
2004	The retention of alterations to an existing shop front and
	installation of a new security shutter to a Bainbridge Street
	emergency exit and internal alterations at basement,
	ground and first floor levels of existing retail premises.8

In 1957 the external shop front and ground floor interiors were completely replaced. The large neon lit signs at the top of the building were removed and replaced with a more restrained shop front with simple large lettering placed on the existing granite fascia spelling 'BURTON tailoring' (see Plate 27). The new shop surround was faced in columns with large glass display windows set into brass surrounds. The floor area of the ground floor retail space was reduced through the creation of recessed entrances to both Tottenham Court Road and New Oxford Street (see Plate 28). Within the interior a false ceiling was inserted lined with acoustic tiles and to the rear a new lift was inserted next to the staircase. A photograph of the building taken in 1961 illustrates the external alterations (see Plate 29).



27. New shop front, 1957 (Camden Council Planning Archive).



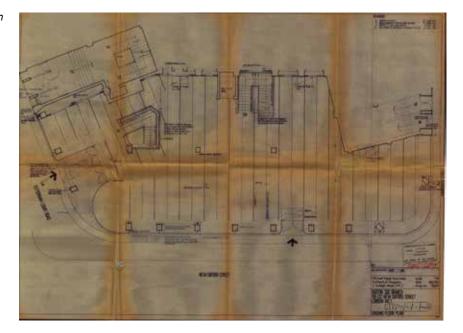
28. Ground floor plan, 1957 (Camden Council Planning Archive).



29. Photograph of Burton's store, on left, taken from Tottenham Court Road, 1961 (Collage, City of London).

In 1974 the council approved substantial changes to the building that comprised 'the erection of a lift and staircase extension' which extended into the rear lightwell. They also approved the 'formation of a sixth floor for office use.' Unfortunately, the approved plans have been lost within the Camden Council Planning Archive.⁹ It seems likely that the 'staircase extension' involved the construction of the present staircase abutting the lightwell and the removal of the original staircase and lift core, which must have been floored over to provide additional floor space.

In connection with the alterations a new shop front was approved in 1974, and the ground floor plan for the retail unit survives as part of this application. It notes that the existing shop floor staircase to the rear was retained, but partitioned off from the first floor (see Plate 30). The shop front was largely retained but the granite fascia was re-fronted in an off white plastic.

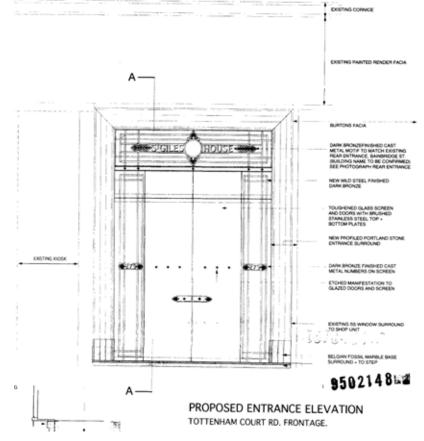


In 1995 an application was approved for the refurbishment of the existing entrance on Tottenham Court Road into the office accommodation above. This forms the present entrance into the building and the metal gate is constructed of mild steel in a dark bronze finish, while the outer surround was reconstructed and faced in Portland stone (see Plate 31). The upper motif was designed to match the original doorway fronting onto Bainbridge Street, though there is no evidence to confirm that the two entrances would have been identical in appearance.

In 2000 and shortly after in 2004 the ground to first floors of the building were completely re-fitted with new shop interiors and an escalator from basement to first floor. The shop front and associated signage have also been continually renewed. The extent of the alterations in the later 20th century has resulted in the complete removal of the original plan form and nearly all fixtures and fittings.

30. Ground floor plan, 1974 (Camden Council Planning Archive).

31. New entrance front to Tottenham Court Road, 1995 (Camden Council Planning Archive).



2.3 The Architect: Harry Wilson

Harry Wilson was appointed as the sole architect to the Burton enterprise and designed both retail shops and clothing factories for the company. His practice was based in Leeds but he travelled across the country to design or adapt buildings into retail stores.¹⁰ He developed a distinct architectural style which is noted for making Burton's stores instantly recognisable. His buildings are nearly all art deco in style and the larger stores were typically faced in Portland Stone, while the smaller were faced in terracotta or brick. Wilson appears to have designed hardly any other building than those associated with the Burton establishment, and in some respects this is hardly surprising given the firms rapid enlargement from 40 stores in 1919 to 595 in 1939. His only other notable work is recorded as adapting earlier designs for the City Chambers in Dundee in 1930.¹¹

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3.0 Site Survey Descriptions

3.1 Setting

Corinthian House is located at the junction between Oxford Street, New Oxford Street and Tottenham Court Road. The area originally formed a crossroads with Charring Cross road connecting from the south. The re-development of Tottenham Court Road tube station has diverted this road from the junction. The area to the south of the building has been cleared for future construction works associated with the new Crossrail development. The Grade-II listed Centre Point building is also located to the south of Corinthian House and is within the Denmark Street Conservation Area. It was designed in 1961-66 by Richard Seifert and Partners and is one of the most distinctive high-rise compositions of the 1960s and is considered to be a major London landmark.

The area is predominantly characterised by its retail character that extends from Oxford Street into New Oxford Street. There are generally retail shops at ground and basement level and office or residential accommodation above. Tottenham Court Road has a number of restaurants, pubs and entertainment venues. The area falls within the boundary of several different conservation areas, most notable the Bloomsbury, Denmark Street and Hanway Street Conservation Areas within the London Borough of Camden, and the Hanway Street and Soho Conservation Areas to the west of the building that are located within the City of Westminster. There are several listed buildings situated adjacent to Corinthian House and the area is of a notably varied and high quality architectural character.

To the north of the building is the Grade-II listed Dominion Theatre that is also situated within the Bloomsbury Conservation Area. The theatre was designed in 1928-1929 by W T R Milburn and is of a steel-framed construction with a Portland stone façade. The listed building description notes that the '*Theatre is a grand composition which embodies a transitional phase in the history of theatre design, incorporating the broad plan and decorative detailing more usually associated with cinemas of the period though always intended primarily for theatrical use.*'¹²

To the west of the building is the Grade-II* listed Tottenham Public House and Grade-II building comprising number 1 Tottenham Court Road; both buildings are located within the Hanway Street Conservation Area in the City of Westminster. The public house was built in 1892 by Saville and Martin for the Baker Bros and is noted for its highly ornate and well preserved Victorian interiors. 1 Tottenham Court Road is designated as a distinctive example of late-19th century commercial architecture and is of strong townscape interest. Further west of these buildings is the eastern end of Oxford Street.

Bainbridge Street and New Oxford Street are situated to the east of the building and are designated as part of the Bloomsbury Conservation Area. To the north-east of the building is rear of the Grade-II listed Queen Mary Hall and YMCA Central Club. The building was designed in 1928-32 by Edwin Lutyens and is constructed of red brick with sash windows.

3.2 The Building Externally

3.2.1 Front Elevation

The front elevations of the building address three principal roads, Tottenham Court Road, New Oxford Street and Bainbridge Street. They are all of high significance but the modern shop front to the ground floor is of no architectural or historic significance.

The elevation to Tottenham Court Road is of six storeys (seven including the basement) and five bays (see Plate 32). The ground floor shop front and fascia sign is a predominantly modern insertion of no architectural significance. To the very north of the shop front is the entrance to the office accommodation above. The current entrance front dates to 1995 and the metal gate is constructed of mild steel finished in a dark bronze. The upper motif has tried to replicate the original that fronts onto Bainbridge Street.; the whole surround is of very limited significance. The glass doors behind the metal gate are modern insertions of absolutely no interest. At first floor level there are five recessed windows with splayed sides; the central window is of a tripartite arrangement and is larger than the rest. To the second to fourth floors there are four giant pilasters with uniquely designed capitals. To the central bay there is a large tripartite window stretching across all three floors; the windows are set into 1930s metal casements with a metal entablature signalling the divide between each floor. Flanking the central bay are two giant pilasters followed by vertical strips of windows set into metal casements, the whole ensemble is framed by a further set of giant pilasters the stone-fronted façade. Above the pilasters is an entablature; the frieze has decorated sections with central rosette roundels and bands of Greek key and egg and dart detailing. The entablature is finished with a row of projecting stone finials. The sixth floor originally formed a parapet with a large sign advertising the Burton's store; this was converted into an internal floor in 1973 and the signage location now contains a central window and has been built over at the rear.

The elevation to the corner of Tottenham Court Road and New Oxford Street is of is of six storeys (seven including the basement) and three bays. At ground floor level there is the modern shop front and fascia sign. Above is a single tripartite window with splayed sides. From the second to fourth floor there is a large meal frame punctuated with windows; metal entablatures signal the divide in the floor levels. Two fluted columns sit in front of the windows and have identical capitals to those on the pilasters fronting Tottenham Court Road. The entablature above is identical to that already described. The entablature forms a parapet that conceals a small rear roof terrace. A metal frame is fixed to the stone fronted façade and would have originally formed part of a high-level sign. The sixth floor is set back from the frontage and has a plain stone fronted elevation.

The elevation to New Oxford Street is of six storeys (seven including the basement) and seven bays. It is almost identical to the elevation fronting Tottenham Court Road but due to the longer length of the frontage there are tripartite windows to all of the first floor recessed windows. To the



32. Elevation to Tottenham Court Road, 2015 (DIA).



33. Elevation to the corner of New Oxford Street and Bainbridge Street, 2015 (DIA).



34. Section of the original shop front/ entrance to Bainbridge Street, 2015 (DIA).

floors above there are six giant pilasters between which are large tripartite windows set into original metal frames. Within the end bays there are three narrow vertical windows to the second, third and fourth floors.

The three-bay corner elevation between New Oxford Street and Bainbridge Street is identical to the western corner that fronts onto Tottenham Court Road and New Oxford Street; although there are no surviving fixtures that would indicate a sign was originally hung here (see Plate 33). Behind the parapet there is a small roof terrace.

The elevation to Bainbridge Street is much plainer than the rest of the facades. It is stone fronted and without any moulded decoration. To the south of the façade there are five tripartite windows, one window to each of the original floors of the building. To the north there are four pairs of windows that light the internal secondary staircase. At ground floor level is a section of modern shop front but at the very north of the façade there is a surviving section of the original shop front and entrance way which is of high significance. The fascia and door surround are faced in black granite (see Plate 34). Above the door there is an original sign spelling 'Bainbridge Street' and a metal grilled vent with a decorative central roundel and feathered sides. The doors themselves are modern replacements of no significance but lead to the original secondary staircase and lift shaft.

At the very northern edge of Bainbridge Street views can be obtained of the northern lightwell. There are several small windows with glazing bars and downpipes running across the elevation. The lightwell is faced in white glazed tiles.

3.2.2 Rear Elevation

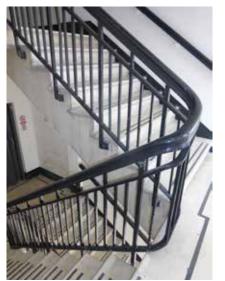
The building has three 'front' elevations and connects with the Grade-II listed Dominion Theatre to the north. It does not therefore have a rear elevation in the traditional sense. A partial view of the side elevation can be obtained from looking southwards down Tottenham Court Road and it reveals a plain stone fronted façade to the top two storeys of the building.

3.2.3 Roof

The building was extended to the sixth floor in 1974 and there is a now a modern flat roof punctuated with skylights. Sections of the original flat roof remain to the south-east and north-west and form small enclosed roof terraces.

3.3 The Building Internally

The interior of the building has been comprehensively refurbished and is of no significance; indeed in its current form it detracts from the significance of the building. Almost no original features survive; the plan form has been completely obliterated and is an entirely modern creation with detracting modern partitions and fixtures and fittings. The main staircase and fluted glazing was inserted as part of the 1974 extension into the original lightwell, it is of no significance. The only original features that



survive include a secondary staircase and lift shaft to the east end of the building (see Plate 35). The staircase has a terrazzo finish and a simple black-painted metal handrail; the top flight is of exposed concrete. Its construction is typical of the 1930s when these staircases were frequently produced due to the rapidity of their manufacture and the cheap cost of materials. It is of moderate significance.

35. Original secondary staircase, 2015 (DIA).

4.0 Commentary on the Proposals

4.1 Description of the Proposals and their Impact on the Heritage Assets

The proposals seek to retain and refurbish the existing offices on the second to sixth floor of the building and provide increased natural light and outdoor amenity space, principally via a roof terrace, a lightwell serving the fifth and sixth floor and the creation of small internal terraces at sixth floor level. The building was extended with a sixth storey in 1974 and no historic or significant fabric would be removed or harmed as a result of the proposals.

The proposed roof terrace would be accessed through an extension of the principal lift and staircase core. The extension would be positioned at the rear or north end of the building and as illustrated on the accompanying massing views, it would not be visible from the street. The extension would also allow for the creation of an additional disabled W.C, in addition to two disabled W.Cs/shower rooms being created at first and third floor levels. Due to the position of the existing toilets on mezzanine levels there is currently only one disabled W.C in the building, and the extension would consequently provide better facilities for the office accommodation.

The roof terrace itself would extend to the south-west corner of the building. The whole area would be enclosed by a lightweight glass balustrade. This would facilitate the removal of detracting and cluttered safety railings, particularly at the south-east corner, and the massing views show the balustrade would not be visible in immediate views from the surrounding streets. The glazed balustrade would be visible in longer views, those identified from Charing Cross Road, but the removal of the cluttered safety railings and provision of a simple light-weight glazed element would improve the overall appearance of the roofscape, whilst meeting current safety requirements and building regulations. The works would therefore enhance the overall appearance of the listed building and key views within the conservation area.

It is also proposed to relocate the external plant area at sixth floor level. The existing plant area would be partially roofed over behind the proposed sixth floor terrace to provide extra office accommodation. This would result in the extension and partial reconstruction of the modern section of the north-west elevation, with a new Portland stone façade with two glass screens. This would significantly improve the design of this elevation where there is a currently an awkward gap between the Portland stone parapet and the brick wall of the sixth floor. The proposals would therefore significantly enhance the overall design of the building and would improve views of the roofscape from Tottenham Court Road. The mullioned opening to the west elevation would also be glazed over, which would match the opening on the south elevation to create a consistent and unified appearance to the building. The plant would be relocated to a louvered enclosure on the roof, which the massing views show would not be visible in public views from the immediate streets.

Increased outdoor amenity space would also be provided through the creation of small internal terraces at sixth floor level. The south and west

elevations would be set back behind the original parapets and walk-on rooflights inserted to the fifth floor. This would result in a very minor loss of original fabric to the fifth floor ceiling/sixth floor slab but would provide much-needed additional light to the poorly lit fifth and sixth floor offices, without altering the principal façades or impacting on the character or appearance of the building. The setback elevations would also create additional outdoor amenity space at sixth floor level and the proposals would greatly improve the quality of the internal office accommodation.

The natural light emitted to the sixth floor offices would also be improved through the construction of a new window at the south-west corner of the building. The window would be of a tripartite design, matching the configuration of the window on the fifth floor. There are currently only two windows at sixth floor level and the proposed opening would improve natural daylight levels but would be fully concealed behind the existing parapet in views from street level, and only partially visible in longer views from Charing Cross Road. The design of the window would complement the existing pattern of fenestration and would cause no harm to the overall composition or significance of the building.

At ground floor level it is proposed to retain the existing entranceway from Tottenham Court Road. The metal grille surround, which was inserted in 1995, would be removed and replaced with solid double doors set in the existing Portland stone surround. The doors would be finished in a bronze patina in an art deco design that would complement the character of the building. The modern glazed doors would also be replaced with new glazed doors and the modern entrance slab would be remodelled to provide step-free access from the pavement into the building.

The existing internal fit out, which is wholly modern, would also be replaced. The ground floor reception area would be refurbished and the existing lifts replaced with modern counterparts. Within the second to sixth floor offices the modern partitions, ceiling/floor finishes and modern staircase between the fifth and sixth floor would be removed, and the floor slab reinstated. These features are wholly modern and their demolition would cause no harm to the significance of the listed building, but it would facilitate improved office accommodation. Crucially, the original steel columns would be retained and exposed. The proposed internal fit outs would be of a high standard and would utilise materials typically used at the time the building was constructed, with concrete linings and herringbone wood block floors. The appearance of the interior would also be improved by the replacement of the secondary glazing, which is outdated and of a crude design. The modern toilets on the half landing levels would also be replaced and upgraded.

To the rear of the building the main staircase and core would be retained but the 1970s glazing, which faces onto the lightwell, would be replaced with new glazing. To the east end of the building the modern and redundant goods lift would be removed between the second to sixth floor and the shaft enclosed to conceal a service riser. No alterations are proposed to the original secondary staircase. To the north of the building it is proposed to create a new internal lightwell at fifth and sixth floor level. The lightwell would be positioned at the northwest end of the building and would not affect any historic fabric at sixth floor level being part of the late-20th century extension. At fifth floor level the lightwell would be positioned in the location of the original staircase (see original plans in Appendix II), which was removed and floored over in 1974. The creation of the lightwell would not therefore impact on any historic fabric but would provide additional natural light into the office areas as well as amenity space at fifth floor level.

The existing retail use at basement to first floor would remain unaffected by the proposals.

4.2 Justification of the Proposals

The proposals would cause no harm to the significance of the listed building. The primary significance of the building resides in the principal external elevations and the proposals have been designed so that they are predominately concealed behind the facade or set back from street level and they would be scarcely visible in public views within the conservation area. Indeed, the massing views show the seventh floor plant enclosure, core extension and roof terrace would not be visible in immediate views from the surrounding streets, nor would the proposed window opening at sixth floor level. The roof terrace and sixth floor window would be partially visible in longer views, most notably from Charring Cross Road; however, the glazed balustrade has been designed to follow the existing roofline and it would facilitate the removal of the cluttered and detracting safety railings, improving the overall appearance of the roofscape in this view. The sixth floor window has also been designed to match the original fenestration pattern and would complement the overall character and design of these elevations, causing no harm to the significance of the building.

In addition, the enclosure of the existing plant area at sixth floor level would facilitate the minor extension and reconstruction of the modern north-west elevation, which would unify the façade and improve the views of the roofscape from Tottenham Court Road. Views of this elevation would also be enhanced by the creation of the roof terrace, which would allow for the removal of detracting plant and a large ladder enclosure. Detracting safety railings would also be removed from the south east corner of the building and replaced with a set-back glass balustrade, which would not be visible from the immediate street. This would enhance the appearance of the listed building and views of the building from New Oxford Street.

The removal of modern fabric at fifth and sixth floor level to create concealed terraces and lightwells would not affect any original or significant fabric, and the removal of a very minor amount of historic fabric in the fifth floor ceiling/sixth floor slab to provide walk-on rooflights would also cause no harm as it does not impact on what is significant about the building. These changes would however provide considerable benefits to the existing office accommodation through the provision of additional outdoor amenity space and increased natural light.

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision making on applications that relate to the historic environment. Sections 66 and 72 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and their setting and conservation areas. In accordance with the act, the proposals would preserve the special architectural or historic interest of the listed building and would preserve and enhance the character or appearance of the Bloomsbury Conservation Area. Therefore, there would be no presumption against the grant of planning permission.

As there would be no harm caused by the proposals paragraphs 133 and 134 of the NPPF would not be engaged. The heritage assets would however be conserved in a manner proportionate to their significance, in accordance with paragraph 129 of the NPPF.

Whilst there would no harm caused it is helpful to consider the public benefits of the proposed scheme. Public benefits that follow from development could be anything that delivers economic, social or environmental progress as described in the paragraph 7 of the NPPF and may include heritage benefits. These benefits would also serve to outweigh any perceived less than substantial harm arising from the development, in accordance with paragraph 134 of the NPPF.

The proposals would offer the following heritage benefits, preserving and enhancing the significance of the listed building and character and appearance of the Bloomsbury Conservation Area:

- The creation of improved office accommodation with increased natural light and outdoor amenity space. These benefits would help to maintain the use of the building within its original and optimum-viable use as offices, in turn ensuring its long-term conservation.
- The refurbishment of all existing modern office interiors to create new, high quality and coherent interiors.
- The creation of three disabled W.C's and shower facilities.
- Improvements to the existing roofscape including the removal of detracting plant and safety railings, the latter replaced with a high-quality light-weight glass balustrade only visible from Charing Cross Road. These changes would enhance the listed building, views of the listed building and the overall character and appearance of the conservation area. They would therefore be in accordance with Local Policy DP25.B.
- The relocation of all external plant to screened enclosures at roof level.
- The glazing of the open mullioned area at sixth floor level located underneath the emblem on the west elevation. The proposed windows would match those in the identical opening on the south elevation and would create a unified external appearance to the building.

• The refurbishment of the original windows and Portland stone elevations where required.

Some of the proposals would also have a neutral impact, these would include:

- The demolition of modern partitions and ceiling and floor finishes across the second to sixth floors. This would have no impact on the significance of the listed building, whilst the creation of a new high quality interior would be a benefit.
- The replacement of the secondary glazing.
- The replacement of the modern W.Cs.
- The replacement of the 1970s glazing the main staircase core.
- The removal of the 1995 ground floor entrance surround replaced with solid double doors of an art deco design and the replacement of modern glazed doors new glazed doors.
- The core extension at seventh floor level, which the massing views indicate would not be visible in views from the immediate streets.
- The proposed roof terrace. The terrace would be predominately concealed from the street while the glass balustrades would allow for the removal of detracting and cluttered safety railings, which would be a benefit.
- The creation of concealed roof terraces behind the original façade at sixth floor level, which would improve the outdoor amenity space and natural light within the building.
- The demolition of small areas of modern flooring at fifth and sixth floor level to create an internal lightwell. This would also provide additional outdoor amenity space and improved natural light.
- The construction of a new window at sixth floor level. This window would only be visible in long views from Charring Cross Road but it has been designed to match the existing fenestration pattern and it would therefore preserve the character of the building, whilst providing increased natural light into the office accommodation.
- The removal of the modern goods lift and use of the shaft as a service riser between the 2nd to 6th floor.

4.3 Conclusion

In accordance with Sections 66 (1) and 72 of the Planning (Listed Buildings and Conservation Areas) Act, the special architectural and historic interest of the Grade-II listed building and the character and appearance of the Bloomsbury Conservation Area would be preserved by the proposed scheme.

The proposals respond to the primary significance of the designated heritage assets and accord with the policies of the NPPF as set out in Chapter 12 on conserving and enhancing the historic environment. The proposed development would cause no harm to the significance of the heritage assets but any perceived '*less than substantial harm*' (para 134 NPPF) would be outweighed by the public and heritage benefits of the proposals, which would include securing the long-term conservation of the listed building within its optimum-viable use.

Appendix I

Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

The Act is legislative basis for decision making on applications that relate to the historic environment.

Sections 66 and 72 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

in considering whether to grant permission for development which affects a listed building or its setting, the local planning authority, or as the case may be the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Similarly, section 72(I) of the above Act states that:

... with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (2012). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

The NPPF has the following relevant policies for proposals such as this:

14. At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.

The NPPF sets out twelve **core planning principles** that should underpin decision making (paragraph 17). Amongst those are that planning should:

- not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
- proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort

should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;

- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy);
- conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;

With regard to the **significance** of a heritage asset, the framework contains the following policies:

129. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 131 of the NPPF identifies the following criteria in relation to this:

- the desirability of sustaining and enhancing the significance of 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.

With regard to potential **'harm'** to the significance designated heritage asset, in paragraph 132 the framework states the following:

...great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. With regard to **'less than substantial harm'** to the significance of a designated heritage asset, of the NPPF states the following;

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

In relation to the consideration of applications for development affecting the **setting of a designated heritage asset**, paragraph 137 of the document states the following:

> 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.

With regards to the loss of a building (or other element) which makes a positive contribution to a **Conservation Area**, paragraph 138 states this should be treated:

...As substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area...as a whole.

National Planning Policy Guidance

The planning practice guidance was published on the 6th March 2014 to support the National Planning Policy Framework and the planning system. It includes particular guidance on matters relating to protecting the historic environment in the section: Conserving and Enhancing the Historic Environment. The relevant guidance is as follows:

Paragraph 3: What is meant by the conservation and enhancement of the historic environment?

The conservation of heritage assets in a manner appropriate to their significance is a core planning principle. Heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.

Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in everyday use to as yet undiscovered, undesignated buried remains of archaeological interest.

In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so for those kinds of sites, periodic changes may not be necessary.

Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-taking to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development.

Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified, the aim then is to capture and record the evidence of the asset's significance which is to be lost, interpret its contribution to the understanding of our past, and make that publicly available.

Paragraph 7 states:

There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- an economic role contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural wellbeing; and
- an environmental role contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

Paragraph 8: What is "significance"?

"Significance" in terms of heritage policy is defined in the Glossary of the National Planning Policy Framework.

In legislation and designation criteria, the terms 'special architectural or historic interest' of a listed building and the 'national importance' of a scheduled monument are used to describe all or part of the identified heritage asset's significance.

Some of the more recent designation records are more helpful as they contain a fuller, although not exhaustive, explanation of the significance of the asset.

Paragraph 9: Why is 'significance' important in decisiontaking?

Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals

Paragraph 13: What is the setting of a heritage asset and how should it be taken into account?

The "setting of a heritage asset" is defined in the Glossary of the National Planning Policy Framework.

A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.

When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.

Paragraph 15: What is a viable use for a heritage asset and how is it taken into account in planning decisions?

The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation.

By their nature, some heritage assets have limited or even no economic end use. A scheduled monument in a rural area may preclude any use of the land other than as a pasture, whereas a listed building may potentially have a variety of alternative uses such as residential, commercial and leisure.

In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

It is important that any use is viable, not just for the owner, but also the future conservation of the asset. It is obviously desirable to avoid successive harmful changes carried out in the interests of repeated speculative and failed uses.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative viable uses, the optimum use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes.

The optimum viable use may not necessarily be the most profitable one. It might be the original use, but that may no longer be economically viable or even the most compatible with the longterm conservation of the asset. However, if from a conservation point of view there is no real difference between viable uses, then the choice of use is a decision for the owner.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused provided the harm is minimised. The policy in addressing substantial and less than substantial harm is set out in paragraphs 132 – 134 of the National Planning Policy Framework.

Paragraph 20: What is meant by the term public benefits?

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits. Public benefits 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

Historic England: Historic Environment Good Practice Advice in Planning (March 2015)

The purpose of the Good Practice Advice note is to provide information on good practice to assist in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the relate guidance given in the National Planning Practice Guide (NPPG).

Note 2 'Managing Significance in Decision-Taking'

Paragraph 6 highlights the NPPF and NPPG's promotion of early engagement and pre-application discussion, and the early consideration of significance of the heritage asset in order to ensure that any issues can be properly identified and addressed.

The Assessment of Significance as part of the Application Process

Paragraph 7 emphasises the need to properly assess the nature, extent and importance of the significance of a heritage asset and the contribution of its setting early in the process, in order to form a successful development, and in order for the local planning authority to make decisions in line with legal objectives and the objectives of the development plan and the policy requirements of the NPPF.¹³

> 8. Understanding the nature of the significance is important to understanding the need for and best means of conservation. For example, a modern building of high architectural interest will have quite different sensitivities from an archaeological site where the interest arises from the possibility of gaining new understanding of the past.

> 9. Understanding the extent of that significance is also important because this can, among other things, lead to a better understanding of how adaptable the asset may be and therefore improve viability and the prospects for long term conservation.

> 10. Understanding the level of significance is important as it provides the essential guide to how the policies should be applied. This is intrinsic to decision-taking where there is unavoidable conflict with other planning objectives.

11. To accord with the NPPF, an applicant will need to undertake an assessment of significance to inform the application process to an extent necessary to understand the potential impact (positive or negative) of the proposal and to a level of thoroughness proportionate to the relative importance of the asset whose fabric or setting is affected.

Conservation Principles and Assessment

Conservation Principles (2008) explores, on a more philosophical level, the reason why society places a value on heritage assets beyond their mere utility. It identifies four types of heritage value that an asset may hold: aesthetic, communal, historic and evidential value. This is simply another way of analysing its significance. These values can help shape the most efficient and effective way of managing the heritage asset so as to sustain its overall value to society.¹⁴

Cumulative Impact

28 The cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change. Where the significance of a heritage asset has been compromised in the past by unsympathetic development to the asset itself or its setting, consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset in order to accord with NPPF policies. Negative change could include severing the last link to part of the history of an asset or between the asset and its original setting. Conversely, positive change could include the restoration of a building's plan form or an original designed landscape.

Listed Building Consent Regime

29. Change to heritage assets is inevitable but it is only harmful when significance is damaged. The nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be needed if it is to go ahead. In the case of listed buildings, the need for owners to receive listed building consent in advance of works which affect special interest is a simple mechanism but it is not always clear which kinds of works would require consent. In certain circumstances there are alternative means of granting listed building consent under the Enterprise & Regulatory Reform Act 2013.

Opportunities to Enhance Assets, their Settings and Local Distinctiveness

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

Design and Local Distinctiveness

53. Both the NPPF (section 7) and PPG (section ID26) contain detail on why good design is important and how it can be achieved. In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

- The history of the place
- The relationship of the proposal to its specific site
- The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept
- The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size
- The size and density of the proposal related to that of the existing and neighbouring uses
- Landmarks and other built or landscape features which are key to a sense of place
- The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces
- The topography
- Views into, through and from the site and its surroundings
- Landscape design
- The current and historic uses in the area and the urban grain
- The quality of the materials

Note 3 'The Setting of Heritage Assets'

This note provides guidance on the setting of heritage assets, which is separate to issues of curtilage, character or context.

The Extent of Setting

4. The setting of a heritage asset is 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.

The setting of a heritage asset may reflect the character of the wider townscape or landscape in which it is situated, or be quite distinct from it. Extensive heritage assets can include many heritage assets and their nested and overlapping settings, as well as having a setting of their own. I.e. A conservation area will include the settings of listed buildings and have its own setting.

Views and Setting

5. The contribution to the setting of a heritage asset can be expressed through a wide variety of views.

6. Views which contribute more to understanding the significance of the heritage asset include:

- those where relationships between the asset and other historic assets or places or natural features are particularly relevant;
- those with historical associations, including viewing points and the topography of battlefields;
- those where the composition within the view was a fundamental aspect of the design or function of the heritage asset; and
- those between heritage assets and natural or topographic features, or phenomena such as solar and lunar events.

Even if recent unsympathetic development has affected the setting or views of a heritage asset, consideration will still be given to whether developments would further detract or enhance the significance of the asset.

Setting and the Significance of Heritage Assets

9. Setting is not a heritage asset, nor a heritage designation, though land within a setting may itself be designated. Its importance lies in what it contributes to the significance of the heritage asset, which may vary from asset to asset....Therefore, implications of development affecting the setting of heritage assets should be considered on a case-by-case basis.

Setting and urban design

The numbers and proximity of heritage assets in urban areas mean that the protection and enhancement of setting is intimately linked to townscape and urban design considerations, and often relate to townscape attributes such as lighting, trees, and verges, or the treatments of boundaries or street surfaces.

Setting and economic and social viability

Sustainable development under the NPPF can have important positive impacts on heritage and their settings, for example by bringing an abandoned building back into use or giving a heritage asset further life. However, the economic and social viability of a heritage asset can be diminished if accessibility from or to its setting is reduced by badly designed or insensitively located development.

A staged approach to proportionate decision-taking

10. Protection of the setting of heritage assets need not prevent change; indeed change may be positive, for instance where the setting has been compromised by poor development.

Camden Council Policy

The London Borough of Camden adopted the Development Policies Document in November 2010. Policy DP24 sets out the council's policies on design:

DP24 – Securing high quality design

The Council will require all developments, including alterations and extensions to

existing buildings, to be of the highest standard of 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) the provision of appropriate hard and soft landscaping including boundary treatments;

h) the provision of appropriate amenity space; and

i) accessibility.

Policy DP25 relates to listed buildings and conservation areas:

Conservation Areas

In order to maintain the character of Camden's conservation areas, 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.

Listed Buildings

To preserve or enhance the borough's listed buildings, the Council will:

e) prevent the total or substantial demolition of a listed building unless exceptional circumstances are shown that outweigh the case for retention;

f) only grant consent for a change of use or alterations and extensions to a listed building where it considers this would not cause harm to the special interest of the building; and

g) not permit development that it considers would cause harm to the setting of a listed building.

The Core Strategy was also adopted in 2010 to help plan for the future of the Borough of Camden. The policies within the document that are relevant to the proposals include:

CS14 - Promoting high quality places and conserving our heritage

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.

Policy CS1 identifies the council's approach to growth and development:

Policy CS1

Overall approach to growth and development:

The Council will focus Camden's growth in the most suitable locations, and manage it to make sure that we deliver its opportunities and benefits and achieve sustainable development, while continuing to preserve and enhance the features that make Camden such an attractive place to live, work and visit. We will promote:

a) a concentration of development in the growth areas of King's Cross, Euston, **Tottenham Court Road,** Holborn and West Hampstead Interchange;

b) appropriate development at other highly accessible locations, in particular Central London and the town centres of Camden Town, Finchley Road / Swiss Cottage, Kentish Town, Kilburn High Road and West Hampstead; and c) more limited change elsewhere.

Making the best use of Camden's limited land

The Council will promote the most efficient use of land and buildings in Camden by:

d) seeking development that makes full use of its site, taking into account quality of design, its surroundings, sustainability, amenity, heritage, transport accessibility and any other considerations relevant to the site;

e) resisting development that makes inefficient use of Camden's limited land;

f) expecting development that will significantly increase the demand of travel to be located in growth areas and other highly accessible parts of the borough;

g) expecting high density development in Central London, town centres and other locations well served by public transport; and *h*) expecting the provision of a mix of uses in suitable schemes, in particular in the most accessible parts of the borough, including an element of housing where possible.

The council's more detailed aspirations for development are set out in **Policy CS2.** The policy states that all development within the area should contribute to the Council's wider vision and objectives for this part of the borough:

Policy CS2

• a balanced mix of uses, including housing and affordable housing, significant provision of offices and other employment opportunities, community facilities, and retail to support the Central London Frontages of Charing Cross Road, Tottenham Court Road and the western end of New Oxford Street;

• an excellent public realm, with an improved network of safe and attractive places and routes for pedestrians and cyclists, that successfully links to neighbouring areas (particularly the growth area at Holborn (see below), Covent Garden, Bloomsbury and Oxford Street) and reduces the dominance of traffic in the area (see Appendix 1, item 55 on improvements for pedestrians in the St Giles area);

• maximising densities compatible with local context, sustainable design principles and public transport capacity;

• development of the highest quality and sustainable design as befits a historic area in the heart of London, which preserves local amenity and seeks to preserve and enhance the character and appearance of conservation areas;

• remedying the lack of open space in the area through on-site provision or contributions to

assist in the provision of new spaces.

Policy CS7 outlines the council's approach to centres and shops:

CS7

The Council will promote successful and vibrant centres throughout the borough to serve the needs of residents, workers and visitors by:

e) seeking to protect and enhance the role and unique character of each of Camden's centres, ensuring that new development is of an appropriate scale and character for the centre in which it is located;

f) providing for, and maintaining, a range of shops, services, food, drink and entertainment and other suitable uses to provide variety, vibrancy and choice;

g) protecting and promoting small and independent shops, and resisting the loss of shops where this would cause harm to the character and function of a centre;

h) making sure that food, drink and entertainment uses do not have a harmful impact on residents and the local area, and focusing such uses in Camden's Central London Frontages, Town Centres and the King's Cross Opportunity Area;

i) supporting and protecting Camden's local shops, markets and areas of specialist shopping; and

j) pursuing the individual planning objectives for each centre, as set out below, including through the delivery of environmental, design, transport and public safety measures.

Within the Core Strategy the council also states that they will:

• promote and preserve the specialist retail character of Tottenham Court Road and Charing

> Cross Road by managing the level of shop and food, drink and entertainment uses in these areas, in line with the approach set out in our Planning Guidance for Central London supplementary planning document;

 support the expansion of the Central London Frontage and new retail uses along New Oxford Street, where this would not cause harm to residential amenity. Additional retail growth along the Central London Frontage will be achieved through redevelopment and refurbishment of existing premises;

The Bloomsbury Conservation Area Appraisal and Management Strategy was adopted in April 2011, it describes Corinthian House and recognises the positive contribution of the early 20th century buildings in the area:

The headquarters building for Burton the Tailors is a robust grade II listed landmark on the north-east corner of the junction, designed by Harry Wilson in 1929. It has five main storeys, rising to seven storeys to emphasise the corner. The facade is accentuated by a series of Corinthian columns, between which are single and tripartite metal-framed windows. The building reads as a group with Nos 80-116 (even) New Oxford Street, which comprises four main storeys with a set-back fifth floor and two attic storeys in a mansard roof.¹⁵

The London Plan Policies (Revised Early Minor Alterations 2013)

On 10 March 2015, the Mayor published (i.e. adopted) the Further Alterations to the London Plan (FALP). From this date, the FALP are operative as formal alterations to the London Plan (the Mayor's spatial development strategy) and form part of the development plan for Greater London.

The London Plan has been updated to incorporate the Further Alterations. It also incorporates the Revised Early Minor Alterations to the London Plan (REMA), which were published in October 2013.

Policy 7.8

Heritage assets and archaeology

Strategic

- A London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.
- *B* Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.

Planning decisions

- C Development should identify, value, conserve, restore, reuse and incorporate heritage assets, where appropriate.
- D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy 7.9

Heritage-led regeneration

Strategic

A Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration. This includes buildings, landscape features, views, Blue Ribbon Network and public realm.

Planning decisions

B The significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.

Appendix II

Statutory List Description

Burtons Headquarters and Shop (118-132 New Oxford Street, 279 Tottenham Court Road)

Grade: II Date First Listed: 11-September-1990 List Entry Number: 1379031

List Description:

Includes: Nos. 118-132 Burton's Headquarters and Shop, New Oxford Street.

Headquarters office and shop c.1929-30 by Harry Wilson for Montague Burton.

Exterior: Stone faced steel frame. 7 storeys on a corner site. 7 bays to main Oxford Street façade, recessed canted angles 1 bay each. Left hand return to Tottenham Court Road 3 bays, right hand return 2 bays. Ground floor shop altered late C20. Mezzanine 1st floor with margin glazed, tripartite metal framed windows in plain rectangular recessed. Main façade with Greek detailing to 6 Corinthian pilasters rising from 1st to 3rd floor to support an entablature with projecting cornice surmounted by antefixae. Within this frame, metal framed tripartite windows with spandrel panels to 2nd and 3rd floors. Outer bays with narrow, vertically set windows to 1st 2nd and 3rd floors. Attic storey has short, horizontally set windows above which a stepped parapet with shaped, architraved, horizontally set window surmounted by a winged cartouche.

Tottenham Court Road façade similar. Recessed angles with distyle-inantis fluted columns, otherwise similar with stepped back parapets. Right hand return, plain recessed openings on 4th floors, tripartite to left bay, paired to recessed left bay.

Interior: Not inspected.

Historical Note: This store and offices was the flagship of an organisaton founded in 1914 which became the largest men's clothing organization in the world, offering quality clothes at the cheapest possible prices. Burton was also a pioneer in the field of industrial welfare in an exploitative industry.

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- Front elevations of Corinthian House to Tottenham Court Road, Bainbridge Street and the corners of the building by Harry Wilson, 1928 (London Metropolitan Archive).
- 4. Drawing of the marquise canopy by Harry Wilson, 1928 (London Metropolitan Archive).
- 5. Detail of the roof of the marquise by Harry Wilson, 1928 (London Metropolitan Archive).
- 6. Detail of the marquise canopy by Harry Wilson, 1928 (London Metropolitan Archive).
- 7. Burton's store in Dublin, built 1928 (http://manchesterhistory.net/ architecture/1930/burtonsdublin.html)
- 8. Burton's store in Newcastle-on-Tyne (in Ronald Redmayne, *Ideals in Industry*).
- 9. Burton's store in East Street Barking.
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- 12. Front elevation of Corinthian House showing neon lighting by Harry Wilson, 1933 (London Metropolitan Archive).
- 13. Photograph of Burton's store taken from Tottenham Court Road, c.1935 (London Metropolitan Archive).
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- 15. Basement plan by Harry Wilson, 1929 (London Metropolitan Archive).
- 16. Ground floor plan by Harry Wilson, 1929 (London Metropolitan Archive).
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- 27. New shop front, 1957 (Camden Council Planning Archive).
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- 32. Elevation to Tottenham Court Road, 2015 (DIA).
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- 34. Section of the original shop front/entrance to Bainbridge Street, 2015 (DIA).
- 35. Original secondary staircase, 2015 (DIA).

Endnotes

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London Office 12 Devonshire Street London, W1G 7AB

Tel: 020 7245 9888

www.insall-architects.co.uk

Donald Insall Associates