

Heritage Statement



Phoenix House, 104 - 110 Charing Cross Road, London, LB Camden

On behalf of Powis Street Property Company Ltd

December 2016

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1.0 INTRODUCTION

- 1.1 This report has been written by Heritage Collective on behalf of Powis Street Property Company Ltd. It relates to Phoenix House, 104-110 Charing Cross Road within the London Borough of Camden (LB Camden, see Appendix 1).
- 1.2 Phoenix House is located within Denmark Street Conservation Area (designated in 1984 as part of the Bloomsbury Conservation Area). It is not identified in the 2009 Conservation Area Appraisal as being a positive contributor but is adjacent to the listed grade II Phoenix Theatre.
- 1.3 Full details of the proposed development are set out within the Design and Access Statement (DAS) and drawn submission of the application. In summary it comprises a two storey rooftop extension to Phoenix House to create two new two bedroom maisonette apartments.

Relevant Background

- 1.4 Pre-application advice was received from LB Camden regarding the proposals and related to the design of the new extension. Following this advice the scheme was amended to better reflect the style, materials and fenestration of the existing building within its local context and avoid projecting beyond the existing building line.

Purpose of this Report

- 1.5 The purpose of this document is to assist with the determination of the application, informing decision takers of the effects of the proposed extensions and refurbishment of Phoenix House on the historic built environment. To this end value judgements on the significance of the conservation area and the contribution Phoenix House makes to this have been considered. This report also assesses the potential impact of the proposed extension on the setting of the adjacent listed building Phoenix Theatre.

2.0 RELEVANT HERITAGE POLICY AND GUIDANCE

- 2.1 The decision maker is required by section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act to have special regard to the desirability of preserving or enhancing the character and appearance of the conservation area. There is a strong presumption against the grant of permission for development that would harm the character and appearance of the conservation area, though the presumption will plainly be lessened if the harm is less than substantial within the meaning in the National Planning Policy Framework (NPPF) as is explained further below.
- 2.2 The decision maker is further required by section 66(1) of the Act to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.
- 2.3 Harm is defined by English Heritage as change which erodes the significance of a heritage asset.¹
- 2.4 The significance of a heritage asset is defined in the NPPF as being made up of four main constituents, architectural interest, historical interest, archaeological interest and artistic interest. The setting of the heritage asset can also contribute to its significance. Setting is defined in the NPPF as follows:

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

- 2.5 When assessing the impact of the proposed development on the setting and significance of the heritage asset(s) it is relevant to consider:
- Cumulative impacts: This may include the cumulative effect of the development in conjunction with other developments which are in the planning system, as well as additional effects to baseline conditions.

¹ Paragraph 84 of Conservation Principles 2008.

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

2.6 This assessment was informed by reference to an established methodology for appraising heritage significance and to the assessment of setting set out in Historic England's guidance document: '*The Setting of Heritage Assets, Historic Environment Good Practice Advice in Planning, Note 3*' (March 2015).

2.7 The NPPF requires the impact on the significance of a designated heritage asset to be considered in terms of either "substantial harm" or "less than substantial harm" as described within paragraphs 132 to 134 of that document. National Planning Practice Guidance (NPPG) makes it clear that substantial harm is a high test, and recent case law describes substantial harm in terms of an effect that would vitiate or drain away much of the significance of a heritage asset.

The London Plan

2.8 The London Plan (2015) provides a city-wide context within which individual boroughs must set their local planning policies. Policies of relevance to the historic environment include:

2.9 Policy 7.4 – Local Character: Buildings, streets and open spaces should provide a high-quality design response that (i) has regard to pattern and grain of existing spaces, (ii) contributes to positive relationships between urban and natural landscapes, (iii) is human in scale, (iv) allows positively contributing buildings to influence the future character, and (v) is informed by the surrounding historic environment.

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

Local Heritage Policy

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

Core Strategy

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

Development Policies

- 2.13 Policy DP25 - Conserving Camden's Heritage sets out the council's strategy for conserving its heritage. When assessing applications that affect conservation areas the council will;
- i Take account of conservation area statements, management plans and appraisals when appraising applications, and
 - ii Only permit development that preserves or enhances the character and appearance of the conservation area.
- 2.14 The council will preserve or enhance listed buildings by:
- i Not permitting development that could cause harm to the setting of a listed building.

3.0 SIGNIFICANCE OF HERITAGE ASSETS

Introduction

- 3.1 This chapter of the statement assesses the significance, and where applicable the setting, of the following identified designated heritage assets; Denmark Street Conservation Area and the Phoenix Theatre.

Historic Background of the Area

- 3.2 A conservation area appraisal for Denmark Street Conservation Area was published in 2009. It provides useful historical background on the development of the area, which is not repeated here, but shows that the area has been inhabited since at least the medieval period. The southern part of the conservation area, including the site, features buildings of a wide variety of ages ranging from the 17th century to the present day, Phoenix Street itself was laid out by the end of the 17th century with Charing Cross Road being a much later alteration in the later 19th century².

The Application Site

- 3.3 Phoenix House is a six storey building with basement, located on Charing Cross Road and dates to the 1930s (see Appendix 2). The building is comprised of concrete and steel a construction method typical for its date, it has yellow brick facing and crittal metal window frames set into bands which cross the elevation. The ground floor of the building is currently used as a retail space with residential above, the ground floor is capped with a projecting banner fascia advertising the Phoenix Theatre on the northern corner of the block. The basement is in use as a club/bar and is accessed from Phoenix Street with external access to the east elevation. The rear elevation is plainer with less decorative stone banding and largely hidden by modern development.
- 3.4 Phoenix House is not statutorily or locally listed and is not identified as a positive contributor to the conservation area. The building fits within the

² Denmark Street Conservation Area Appraisal, p6.

generally within the larger scale commercial/residential character within Charing Cross Road.

Significance of Designated Heritage Assets

Denmark Street Conservation Area

3.5 Denmark Street Conservation Area, designated in 1984, is located within the southern part of the London Borough of Camden. The Conservation Area is divided into sub-areas. Phoenix House is located in sub-area 1: Denmark Street.

3.6 The Conservation Area Appraisal states the special interest of the conservation area is due to its continued use since 1117 with the historic heart being St Giles Church and Churchyard. It continues:

"The historic street pattern and network of narrow passageways which remains in much of the southern part of the area [...] lends an intimate character. The surrounding area is a varied mix of former residential, industrial and commercial, dating from the late 17th century to the early 20th century but has a consistency of materials and scale."

3.7 This designated heritage asset is of significance due to its historical interest as an area of London in occupation since medieval times. It has illustrative value embodied in the street layout and the buildings within it that demonstrate development over time. It began as a small village centred around St Giles Church a former leper colony and later a hospital. Its location on one of the main roads through London until the building of New Oxford Street means it has always been an area where traffic has passed through and this busy level of activity contributes to its character. More recently the area has become associated with musical instrument retailing.

3.8 Architectural interest within the conservation area is derived from the different styles and designs of the buildings which contribute to the street scene. In addition the road layout, open spaces and mixed uses of the area all contribute to its interest and continued development since the 12th century.

- 3.9 Within the sub-area Denmark Street, the architectural interest is predominately derived from the range of houses, these include 17th century domestic buildings of brick detail with stone fronts added in the 20th century. Along Charing Cross Road, which forms the western boundary to the conservation area, the commercial use of the buildings at ground floor and other uses above contributes to the character of the area by providing a busy streetscene. There is no uniform date or style for these buildings but they tend to have a building height of four or five storeys above ground floor shop fronts. Phoenix Street is dominated by the 1929-30 theatre and there are a number of 19th century commercial and warehouse properties which all contribute to the architectural interest of the area. Flitcroft Street is identified as being dominated by robust industrial buildings flanking the north side of the narrow pedestrian alley with the theatre's rear elevation on the south. Moving east and northwards and looking away from the site views towards the spire of St Martin's are highlighted.
- 3.10 The area is of archaeological interest. This is primarily derived from the potential for a record of past medieval activity to be found. The conservation area is recognised as being an archaeological priority area.
- 3.11 The conservation area has artistic interest derived from a longstanding association with the music industry, from the production of musical instruments, the publication of music and as a location associated with bands particularly during the 1950s and 60s. This interest is not explicitly readable within the external appearance of buildings and streets. The buildings within the conservation area may be of aesthetic interest, but this relates to the architectural interest of the area rather than the artistic.
- 3.12 The character and appearance of the conservation area is of a dense urban grain that has origins in the 12th century still reflected in street layout, building plots and heights, particularly within the core of the Denmark Street sub-area. The area is characterised by its continued development with a number of different building ages and styles. Charing Cross Road along the western side of the area has a larger scale reflecting its significance as a major route and bounding the more compact built character within the conservation area. The larger buildings along this route reflect that difference in character.

The Contribution of the Application Site within the Conservation Area

- 3.13 Phoenix House is a building that makes a neutral contribution to the conservation area. It is not highlighted as a positive contributor within the conservation area appraisal and its front elevation contributes little to the character and appearance of the street scene beyond reflecting the difference between the size and character of buildings along the major route of Charing Cross Road to the generally older, more densely spaced buildings and streets within the core of the sub-area. Phoenix house faces outwards, away from the conservation area.
- 3.14 The conservation area appraisal does not attribute any key views towards the building. Phoenix House is best experienced within its immediate vicinity, looking towards its front elevation, which has a more overtly 'designed' appearance with regular fenestration and storey bands. The height and location of the building means there are views along the southern side of Charing Cross Road, although these are partially screened by mature tree planting and the building does not stand out in these views. Its relatively plain facade does not draw the eye in any views from the street.
- 3.15 There are limited views to the rear elevation which is intentionally of lesser interest and the surrounding built development and enclosed character of the street means these views are largely obscured.

Phoenix Theatre

- 3.16 The Phoenix Theatre is adjacent to the application site and is listed grade II.³ This building dates from 1929/30 and was designed by Sir Giles Gilbert Scott, Cecil Masey & Bertie Crewe for Sydney Bernstein. The interiors were designed by Theodore Komisarjevsky. The building's front entrance is to Phoenix Street, it has a prominent corner elevation on Charing Cross Road and a rear elevation to Flitcroft Street to the north. Structurally the building wraps around Phoenix House, the application site.
- 3.17 This listed building is of high architectural interest as a 20th century theatre designed by the renowned Giles Gilbert Scott. The curved facade on the

³ First listed in 23 October 1973

corner of Charing Cross Road and Flitcroft Street includes Corinthian columns, curved entablature and enriched architraves all contribute to the decorative detailing of the front elevation adding interest to this facade and invoking both classical and art deco themes. The facade on Phoenix Street also has decorative detailing with enriched two leaf doors with bevelled lights and decorative fanlights and decorative metal grilles. At first floor there is a continuous metal balcony and from 1st to second floor Ionic twisted columns framing three central rounded fan headed windows. This external elevation contributes to the architectural interest of the building through its use of classical detailing which contributes to the significance of the building. Internally the Renaissance design of both the auditorium and foyer further contributes to its architectural interest. The internal interest is heightened as it also reflects the grandeur of the building's function, that of a theatre, and the magic of performance undertaken within it.

- 3.18 The building has historic interest due to its association with Sir Giles Gilbert Scott, Sydney Bernstein and Theodore Komisarjevsky. The interior decoration:

*"Anticipated Benstien's patronage of Komisarjevsky and Polunin in his subsequent 'Granada' chain of cinemas."*⁴

- 3.19 The building is of artistic interest given its decorative facades on Charing Cross Road and Phoenix Street and the interior decoration of the theatre including the elaborately painted safety curtain as well as the functional link to the theatrical and performance arts.
- 3.20 The building is of limited archaeological interest.
- 3.21 The setting of this building is comprised of close-knit buildings to either side along Phoenix Street and particularly the narrow Flitcroft Street and with the development along the wider but also densely developed Charing Cross Road also contributing to the urban environment in which the building is experienced externally. The comparatively plain elevation of Phoenix House provides an architectural contrast and neutral backdrop to the more ornate and architecturally accomplished Phoenix Theatre building, this contrast

⁴ Historic England, List Description

promotes the experience of its greater architectural and artistic interest. Phoenix House is taller than the theatre, as are other buildings to the north of Flitcroft Street and on the southern side of Phoenix Street. This existing change in height is not considered to harm the interest of the theatre building.

- 3.22 There are other listed buildings within the area, though not directly adjacent. A search of the Historic England map search reveals listed building clustered mainly to the north on Denmark Street itself and on Flitcroft Street opposite the theatre's rear elevation and further to the east. It is assessed that the site at Phoenix House does not play a major role in the significance of these assets. Phoenix House forms one of several 20th century buildings along Charing Cross Road which contribute to the generally larger scale and character of this area of the conservation area but which do not uniquely reflect or enhance the historic or architectural values of individual listed buildings within the wider area.
- 3.23 The scale of the buildings on Charing Cross Road, in contrast to those further within the core of the conservation area, is indicative of its period of development and primacy as a route. Charing Cross Road is wider than those within the core of the area, and around the site and listed Phoenix Theatre, but this additional space relates more to the requirements of transport at the end of the 19th century, the buildings along this wider street are still closely spaced and varying in period.
- 3.24 These aspects of scale, period, transport, routes, and townscape contribute both to the character and appearance of the conservation area and to the setting of listed buildings within it. Listed buildings within the area are 'experienced' and their values understood within a densely built up urban townscape where multiple periods are represented not only in the dates of the buildings but also in the layout and scale of the streets themselves. The palimpsest of multiple period buildings and streets provide the setting for listed buildings. Phoenix House, as one of the later and larger buildings in the area plays a neutral role in the general character and appearance of the Denmark Street Conservation Area, but does not add specific interest or additional ability to appreciate individually listed buildings within the wider

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area. Its simpler architectural treatment does enable a clear appreciation of the more ornate listed theatre which lies adjacent.

4.0 PROPOSALS AND POTENTIAL EFFECTS ON HERITAGE SIGNIFICANCE

Introduction

4.1 This chapter of the statement examines the potential impacts on heritage significance (of the adjacent listed building and the character and appearance of the conservation area) which might arise from the proposals.

The Nature of the Development

4.2 It is proposed to add an additional two storey rooftop extension to Phoenix House. The new extension will follow the footprint of the level below. This extension is proposed to be of matching materials and fenestration at sixth storey with increased glazing at seventh storey to the front elevation. The fenestration will be crittall steel frame to continue the buildings existing materials, style and character and to read as a lighter more permeable uppermost storey with a greater quantity of glass. The new height of the building will not exceed that of the property immediately to the south, at 100-102 Charing Cross Road, or to the north where the block at 118-120 is also a comparable height. The materials and style have been developed and refined following specific design guidance from LB Camden.

4.3 Following a response from the Camden Conservation Officer to the initial proposals the following adjustments have been made to better integrate the proposed additional storeys with the existing building:

- Retention within the design of the existing white parapet detail.
- Removal of extended glazing to the NW and SW corners and simplifying the fenestration of the west elevation to match those windows below.
- Removal of the initially proposed metal cladding panels at the 7th floor west elevation and introducing a predominantly glazed Crittall window solution.
- Simplification of the North elevation to be mostly render finish with a nominal brick return from the West elevation.

- Alteration to the windows at the proposed 6th floor level to resemble those at 5th floor.
- 4.4 Permanence: The development will involve permanent change to Phoenix House, within Denmark Street Conservation Area and within the setting of Phoenix Theatre.
- 4.5 Cumulative impacts: There are no other developments, known at this point, that would add to the impact of the present proposal.
- 4.6 Diurnal and seasonal change: The building is partially obscured by mature tree planting in Spring and Summer when the new extension will be less obvious when viewed from the west side of Charing Cross Road.

Effect on the Significance of Denmark Street Conservation Area

- 4.7 The architectural interest of the conservation area will not be harmed by a two storey roof extension. The architectural interest of the area is in the mixture of building styles, heights and ages. This eclectic mix of buildings will not be altered by the two storey rooftop extension which will continue the architectural materials and general simple modernist style of the lower parts of the building. The proposed new height of the building will be in keeping with other buildings on Charing Cross Road reflecting the larger built forms within this part of the conservation area. The additional storeys will not obscure any recognised views identified within the Conservation Area Appraisal document. The extension will therefore preserve the architectural interest, character and appearance of the conservation area, which is robust enough to withstand this proposed change at roof level, on a building that is not identified as a positive contributor or as a focal building in any key designed or protected views.
- 4.8 The historic interest of the conservation area will be preserved. This is largely based upon the continuing development of the area over centuries and this will still be understood by the proposed extension of Phoenix House.
- 4.9 The artistic and archaeological interest of the conservation area will not be affected by the proposed rooftop extension of Phoenix House.

- 4.10 The character and appearance of the conservation area is comprised of the range of built development within the area that reflects the change from a small village to an area of commerce (especially its association with the music trade) and its subsequent growth overtime. This is reflected in the diverse range of buildings. The introduction of a new well designed extension at roof level will not affect this. The larger built character of Charing Cross Road, reflecting its greater transport needs and role as a primary route will also be preserved.
- 4.11 The views identified in the conservation area appraisal from Phoenix Street are not to the Phoenix Theatre, or Phoenix House itself which is only partially visible, but to the Central St Martins College of Art and Design. Whilst there will be a slight increase to built height within this view it will not materially alter this view down a comparative narrow street towards a large built form.
- 4.12 There are no recognised views specifically to Phoenix House or the theatre mentioned in the Conservation Area appraisal. The only view mentioned nearby is as above which will not be affected detrimentally. As such no important views within the conservation area will be negatively affected. The new extension will be visible within the streetscape but will not materially alter the character, appearance, materials or the general scale of built forms within the streetscape. The two storey extension is sympathetic to the host building by matching materials and the original design to provide two high specification new apartments. The conservation area is a heritage asset robust enough to undergo a slight change at roof level to one building. The character and appearance of the conservation area will be preserved.
- 4.13 Overall the proposed extension will not harm the character and appearance of the conservation area. The new height of the building will not be out of keeping with other buildings in the nearby area and its matching materials for one additional storey and lightweight approach to the upper storey is a sensitive design that will preserve the character and appearance of the conservation area.

Effects on the Significance of Phoenix Theatre

- 4.14 The architectural interest of this building will be preserved by the proposed changes at Phoenix House. Whilst the additional height will be perceivable when looking to the Phoenix Theatre from Charing Cross Road and some extent from Phoenix Street, the relatively plain design of Phoenix House in comparison to the theatre will not reduce or erode the ability to experience this building's architectural interest which is most appreciable from Phoenix Street and in viewing the corner elevation on eastern side of Charing Cross Road. Where the new extension will be visible the additional two storeys will preserve the significance of this building by retaining the relatively plain appearance of the building acting as a foil to the more decorative features of Phoenix Theatre.
- 4.15 The historic, artistic and archaeological interest of this building will be unaffected by the proposed extension of Phoenix House. It will still be understood as a 20th century theatre with decorative facades on Charing Cross and Phoenix Street. The additional height proposed for Phoenix house will not alter the relationship between the two buildings in terms of understanding or appreciating the heritage significance of the listed building.
- 4.16 There will be no impact on the significance of the listed building by a change in its setting. The addition of a two storey rooftop extension, which has been carefully designed to match the existing materials and provide a lightweight seventh storey will not exceed heights of other existing buildings to the north and south of the theatre and will preserve the significance of the listed building which will still be experienced as a 20th century theatre with classical and modern influences. Its important associative links with Giles Gilbert Scott, Sydney Bernstein and Theodore Komisarjevsky will still be appreciable. Its important interior features will remain unaffected.

Compliance with Policy

- 4.17 The proposals are in compliance with the Planning Act (Listed Buildings and Conservation Areas) 1990 S66 and 72 as the proposals will preserve the character and appearance of the conservation area and will preserve the significance of Phoenix Theatre.

- 4.18 No harm is identified to any designated or non designated heritage asset and therefore paragraphs 132-134 of the National Planning Policy Framework are not engaged.

Core Strategy

- 2.15 Policy CS14 – The development will preserve the character and appearance of Denmark Street Conservation Areas and is in compliance with this policy. As demonstrated above the proposals will preserve the architectural, historic, archaeological and artistic interest of the conservation area and will preserve important views which do not include the subject building.

Development Policies

- 2.16 Policy DP25 – In accordance with this policy the proposals have referred to the conservation area management plan to establish best practice for the design of the extension. As previously stated the character and appearance of the conservation area will be preserved by the proposals. The conservation area is robust enough to withstand a small change at roof level of a building that makes a neutral contribution to the conservation area without causing harm to its character and appearance as a whole.
- 2.17 The proposals will preserve the significance of the Phoenix Theatre as a grade II listed building. The elements that contribute to its architectural and historic interest will not be altered by the proposals and a change to the backdrop of the building will preserve the special interest of the building in compliance with policy DP25.

5.0 SUMMARY AND CONCLUSIONS

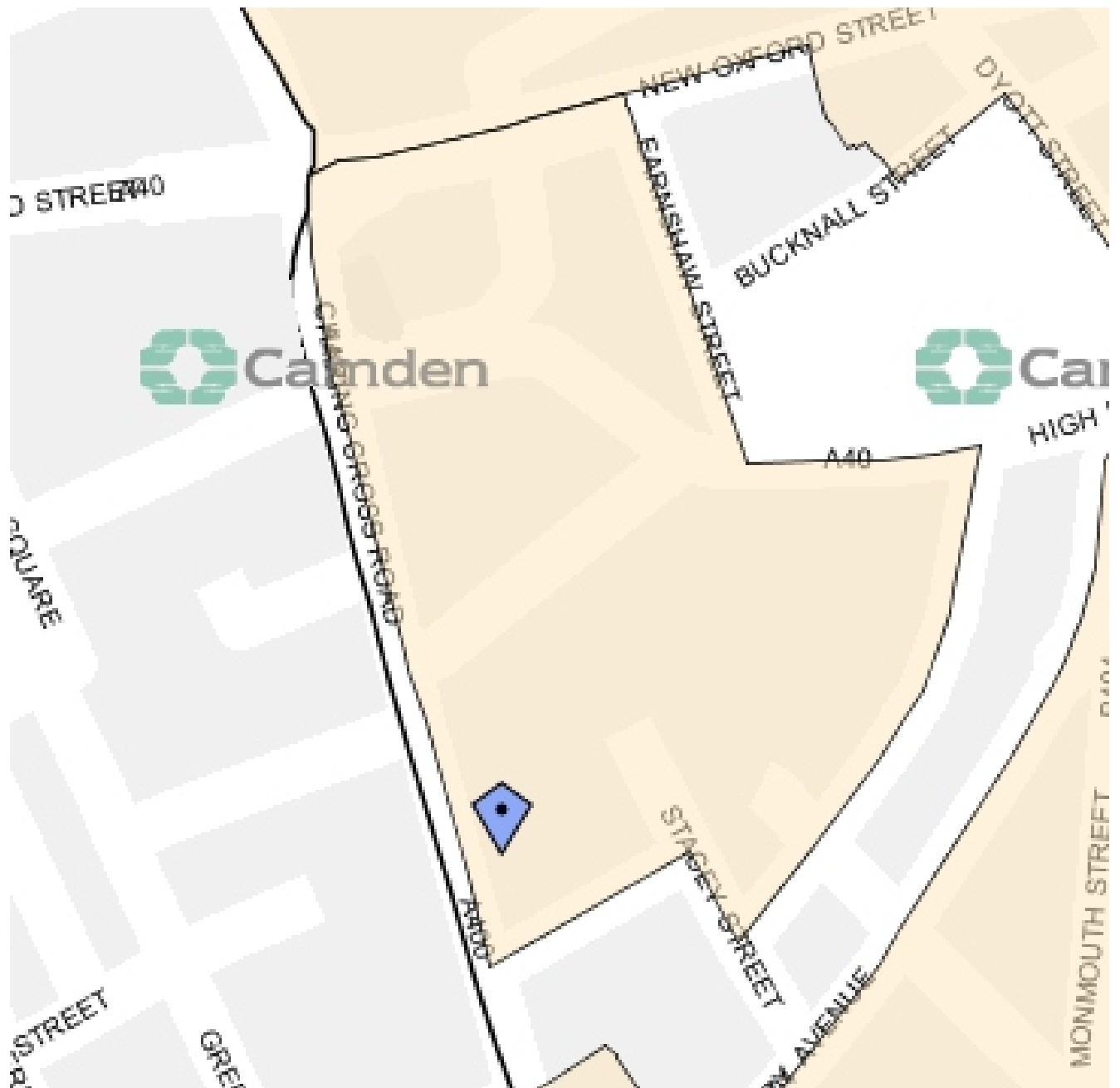
- 5.1 The proposed development within Denmark Street Conservation Area involves the two storey roof extension to Phoenix House, a 1930s building of broadly modernist style fronting on to Charing Cross Road. This building is not identified as a positive contributor to the conservation area and is not statutorily or locally listed. The new development will also be within the setting of Phoenix Theatre listed grade II.
- 5.2 The extension will preserve the character and appearance of the conservation area and will preserve the significance of the listed building. It has been carefully designed, taking account of specific advice from London Borough of Camden's conservation officer to match the original materials and fenestration scheme of the building at sixth floor and light weight glazing for the seventh floor. Where the extension will be seen from street level this will not affect the appearance of the area and will match existing building heights within the area.
- 5.3 The conservation area is characterised by the diversity of the buildings and the continuing development and change of use of the area. The new extension would not harm this understanding. The extension will blend with and complement the existing building and will preserve the character and appearance of the conservation area.
- 5.4 In summary this heritage statement has identified that the proposed development will preserve the significance of the identified designated heritage assets. It is acknowledged that the proposals will introduce a visual change within the setting of the grade II listed building Phoenix Theatre and a visual and physical change within the conservation area. It is important to recognise that change does not automatically result in harm and in this instance the significance of heritage assets is not harmed by the changes proposed, their unique values are not eroded and nor is the ability to appreciate those values prevented. As such Paragraphs 132-134 of the NPPF are not engaged by this proposed development as no material harm will occur..

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APPENDIX 1: Site Location



Appendix 1.1: Denmark Street Conservation Area (Map courtesy of London Borough of Camden)

APPENDIX 2: Photographs 2016



Appendix 2.1: Phoenix House



Appendix 2.2: View to Phoenix House from Charing Cross Road looking south



Appendix 2.3: Phoenix House and Theatre seen from Charing Cross Road



Appendix 2.4: Phoenix House and Theatre as seen from Phoenix Street/Stacey Street