



Middlesex hospital annexe W1

Heritage Statement

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1. Introduction

- 1.1. This Heritage Statement supports the applications for planning and listed building consent submitted on behalf of the University College London Hospital Charity for the refurbishment of the existing Workhouse and North and South Houses, part demolition of the South House and redevelopment of the remainder of the site, to provide a mixed-use development comprising 50 residential units (Class C3) (market units: 1x1-bed units, 3x2-bed units, 2x3-bed units; 1x2-bed townhouse, 1x3-bed townhouse, 2x4-bed townhouse) (affordable units: 18x1-bed units, 7x2-bed units, 15x3-bed units), 4,535sq.m of Class B1 Business space, public open space and associated landscaping, at Middlesex Hospital Annexe, 44 Cleveland Street, W1T4JT.
- 1.2. The Statement describes and evaluates the historic character and historic significance of the buildings currently on the site, and their wider setting. It explains how this appreciation has informed the layout and design of the proposed development. It takes account of Camden Council's (LBC's) conservation and urban design policies, set out in the Council's Development Plan and SPG, the National Planning Policy Framework and associated National Planning Guidance.
- 1.3. Earlier iterations of the submitted scheme have been the subject of pre-application discussions with the Council and Historic England and presented for informal public consultation and discussions with local interest groups and Councillors. This Statement addresses matters raised through these consultations. This Statement adopts the heritage values approach to evaluating historic significance advocated by Historic England (HE) in its Conservation Principles, Policies and Guidance¹.
- 1.4. The HE document advocates the use of four primary heritage values - Historic, Aesthetic, Communal and Evidential - to define the nature, location and degree of historic significance.
- 1.5. This approach provides a baseline understanding of historic significance to inform the scope for adaptation and replacement of heritage assets, and for development within their settings, and help resolve differences in interpretation of historic significance between interested parties.
- 1.6. The Statement takes account of national, London-wide and local policies relevant to the site and its location. These are addressed in detail later, but the provisions of Para 128 of the National Planning Policy Framework are particularly relevant:

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.
- 1.7. This Statement provides an appropriate level of detail, synthesising work undertaken by others in support of previous redevelopment aspirations. Of particular assistance is an 'architectural appraisal' carried out by Donald Insall Architects in 2006 which draws together information from a variety of historic and current sources (Appendix 1)².

¹ Conservation Principles, Policies and Guidance English Heritage 2008

² Middlesex Hospital – the Cleveland Street Annexe, Donald Insall Associates Ltd, August 2006

- 1.8. This informed a successful application for a Certificate of Immunity from Listing (COI) submitted in 2011 and subsequently renewed in 2016. This was prepared on behalf of the University College London Hospital NHS Foundation Trust (different from the Charity – see Planning Statement) by KM Heritage (see Appendix 2)³
- 1.9. The 2011 list description provides a reasonable summary of the significance of the listed building and the justification for not including those parts granted immunity (see Appendix 3).
- 1.10. The Conservation Area Character Appraisals adopted in 2008 (Camden) and 2002 (Westminster) together provide an appropriate summary of the historic significance of the wider area, and the settings of other heritage assets within it (see Appendix 4 and 5).
- 1.11. Paragraph 12 of Historic England’s Good Practice Advice Note 3: The setting of heritage assets⁴ concludes:
 English Heritage recommends that, when submitted as part of a Design and Access Statement, Environmental Statement or evidence to a Public Inquiry, technical analyses of this type should be seen primarily as material supporting a clearly expressed and non-technical narrative argument that sets out ‘what matters and why’ in terms of the heritage significance and setting of the assets affected, together with the effects of the development upon them.

- 1.12. This Statement draws on the technical information provided by the design team, historic information provided by the UCLH Charity and information previously gathered by others (see para 1.7 above) in support of previous proposals for the site. It provides the recommended *clearly expressed and non-technical narrative argument*, to explain and justify the preferred scheme.
- 1.13. In accordance with para 128 of the National Planning Policy Framework⁵ this Statement provides a level of detail “...proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.”
- 1.14. The summary of the historical development of the site and surrounding area and the assessment of the historic significance of what exists today, set out in Sections 2 and 3, below, are sufficient to inform the evolution of the development proposals for the Middlesex Hospital Annexe site and to evaluate the impact of these proposals on that significance.

2. The history of the site and its context

- 2.1. The recent history of the site is as a redundant element of the former Middlesex Hospital, the main site of which was to the south west, following the incorporation of the Middlesex with University College London Hospital on its new site in Euston Road. The use of the application site for health related-uses ceased in 2006. Since then the site has been closed and maintained. It has been used in part as a site office and recently for short-term residential occupation by licensed guardians. This redundancy led to greater interest in its history and its future, and the further research on which this Statement is based.

³ Former Middlesex Annex (North and South Wings), 44 Cleveland Street: A request for a Certificate of Immunity from Listing KM Heritage 28 January 2016

⁴ Historic Environment Good Practice in Planning Advice Note 3: The setting of heritage assets Historic England 2015

⁵ National Planning Policy Framework Department for Communities and Local Government March 2012

2.2. The site was originally that of St Paul's Covent Garden Workhouse relocated from what is now Exeter Street in 1775. Its operation was combined with that of other local parishes in 1836 and it became the Strand Union Workhouse.

2.3. At the time of its original construction, the surrounding area was open land, some in horticultural use. A lease on the site was purchased by the Parish of St Paul's from the estate of the Duke of Bedford. The Survey of London records:

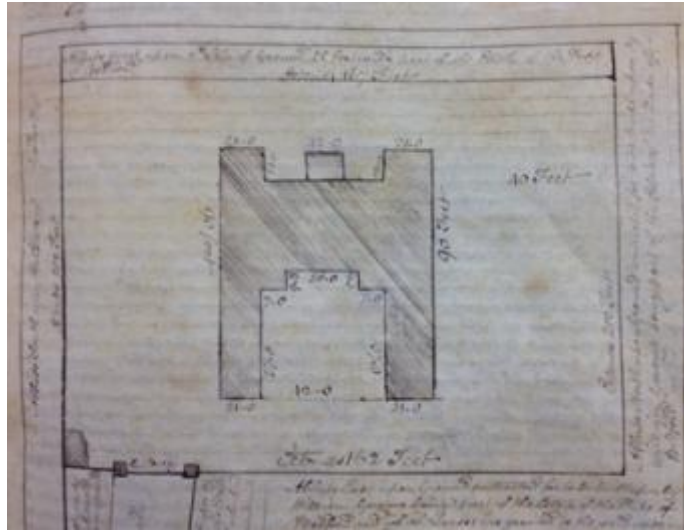
By 1774 the Exeter Street premises were too small, and dilapidated. The vestry, conscious of the rapidly increasing cost of maintaining it's out-door poor, decided to build a new and bigger workhouse. Through Robert Palmer, the Duke of Bedford's steward, the parish obtained the lease of a site in Cleveland Street, St. Pancras, on the Bedford estate. Plans were prepared by an Edward Palmer of St. Clement Danes, surveyor, to accommodate 200 paupers, at an estimated cost of £3,000, but it was decided to build a larger workhouse to take all the poor. (fn. 156) The necessary Act of Parliament was obtained in May 1775. (fn. 157) It constituted the rector, churchwardens, and overseers of the poor and vestrymen trustees to borrow £5,000 for the purpose, charged on a rate to be levied at not more than 4d. in the £0 (fn. 158). The workhouse actually built (presumably to Palmer's design) cost, however, nearer £7,000. (fn. 159) It was finished in or before 1778, by which time the parish charity schools for boys and girls were installed in it. The Act had authorized the trustees to make an additional burial ground for the parish on the workhouse site. To allow its consecration, the freehold of the site was obtained from the fifth Duke in 1788, for £750, (fn. 160) and the burial ground was consecrated in 1790.

2.4. The rapid expansion of London in the eighteenth century was extending north from Oxford Street at this time, accelerated by the opening of the New Road (an extension of Marylebone Road and now Euston Road) running east-west to the north. Rocque's Map of 1746 illustrates the character of the area prior to this surge of residential development. Some sources [check] suggest that the site was already in use as a paupers' grave.



Extract from Rocque map, 1746

2.5. An undated plan of the original layout of the site refers to the allocation of land adjacent for development not at that time implemented [source tbc]. This shows the plan to be much as it remains today, apart from the east wings which were replaced in subsequent improvements from c.1820 onwards. The plan emphasises the symmetry of the proportions, with the area between the wings being twice their breadth.

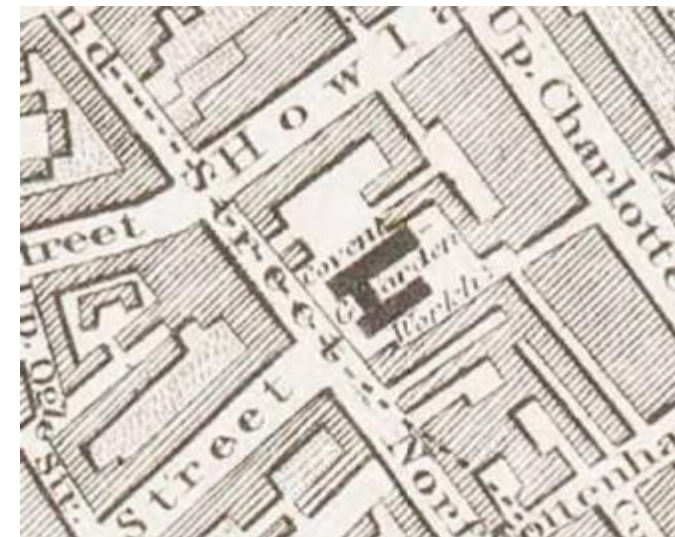


Undated plan of original site arrangement and adjacent ownership



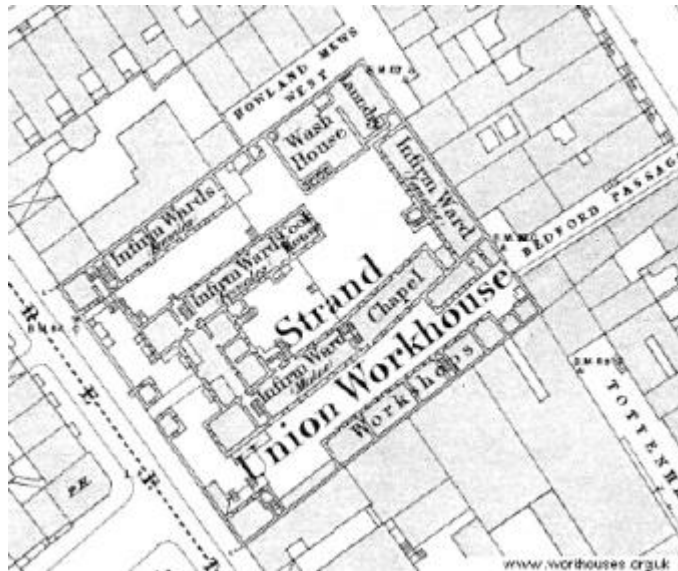
Extract from Thompson's map of 1801

- 2.6. Thompson's map of 1801 is the first to show the Workhouse, with an outline similar to that of the supposed original plan. The area demarcated to the north of the building may represent the burial ground. It shows that by the turn of the nineteenth century the sites to the north and south had been fully developed, so this was likely to have been taking place around the time that the Workhouse opened in 1778.
- 2.7. By the time of the 1830s OS map, the outline of the main building and other structures within the site reflect the improvements and extensions recorded to have been implemented in 1802 and 1819 to the designs of Thomas Hardwick II (more later). Conditions in the Workhouse remained overcrowded and poor however, and in 1836 the responsibility was handed to a new combined body: the Strand Union. At this time the site was still being used as a paupers' graveyard, but the difficulty this imposed on the increasingly intensive use led to a closing order on the graveyard in 1851.



Map extract c.1830s

- 2.8. The 1870s Ordnance Survey map shows further extensions and additional buildings around the perimeter of the site, which may have incorporated all or part of the Hardwick extensions. Dr Joseph Rogers (more later) had taken on the role of Medical Officer to the Workhouse in 1856. The extensions annotated on the 1876 OS map may reflect his active engagement in improving conditions. The wash-house certainly replaced the laundry which had been located in the basement of the main building.

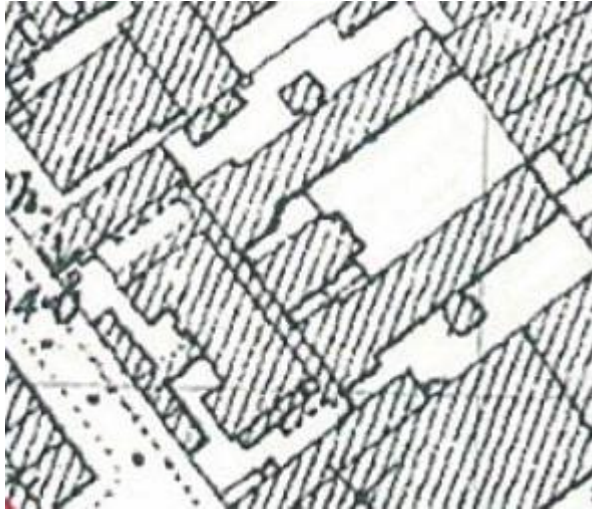


OS Map extract c.1870

- 2.9. The notoriety of the Strand Union Workhouse – its atrocious conditions; negligent management by trustees – and its selfless reform by Doctor Rogers are recorded in an important article in The Lancet in 1865, and possibly by Charles Dickens in Great Expectations. There is circumstantial evidence that Dickens may have visited the Workhouse as a child when his family lived at what is now 22 Cleveland Street, just south of the junction of Tottenham Street with Cleveland Street and a short distance away.

- 2.10. These conditions attracted the attention of the Workhouse Visiting Society in 1858. This was instigated by Louisa Twining, of the Twining's Tea family, an active campaigner for poor law reform. This led ultimately to the Workhouse moving to a new building on a site owned by the Strand Union in Edmonton in 1873.
- 2.11. Along with publicity of similarly desperate circumstances in other institutions, popular outrage led to the passing of the Metropolitan Poor Act and the creation of the Metropolitan Asylums Board in 1867. From 1873 the vacated Cleveland Street building was taken over by the Central London Sick Asylum District for use as an infirmary. This subsequently also moved out to North London – to Colindale around the turn of the 20th century.
- 2.12. It was during this time that the wings and buildings to the rear of the original four storey building were replaced by the two pavilion ward blocks that survive, in external form, today. These mark the change of use of the property to the Central London Sick Asylum Infirmary, and Hospital records refer to a foundation stone being laid for the “Cleveland Street Asylum” in 1874. The OS extract from 1898 shows the outline of these two wings. There is some suggestion that Florence Nightingale was involved in the design of these wards, but this was more likely to have been related to the general development of this form of accommodation rather than being specific to the Cleveland Street site.
- 2.13. The 1898 plan shows a further extension at the rear, on the central axis of the original building, which may have been a kitchen, dining hall or chapel. Subsequent OS maps show that this structure survived until the late twentieth century.

- 2.14. The 1898 map is also the first indication of the North House and South House, both of which survive in modified form, and the replacement of small gatehouses in front of the main building with a more continuous central boundary structure, now lost.



1898 Ordnance Survey extract

- 2.15. North House and South House replaced in part or in whole the infirm wards and the workshops, respectively, that existed in 1870. This development is likely to have required the disinterment of graves on the site.
- 2.16. The premises remained in use as an infirmary until 1923, under a succession of guardian bodies, when it was sold to the Middlesex Hospital. The Middlesex Hospital refurbished the building for use as temporary in-patient accommodation to facilitate the reconstruction of its dilapidated main site to the west. The layout of ground floor wards is shown in the drawing at Appendix 6 and in the photograph below.

- 2.17. Once the rebuilding of the main site was complete the Annexe became the hospital's outpatients department. The layout of this is shown in a 1935 plan associated with further internal alterations. It remained in such use until the outpatients department closed in 2006 and transferred, with the combination of the Middlesex and University College hospitals, to the new site in Euston Road.



Refurbished pavilion ward of Middlesex Hospital Annexe in 1926

- 2.18. Further changes were required following blast damage during the World War II London Blitz. The upper parts of the listed building were repaired/rebuilt and the roof was replaced with a steel truss-supported structure which also allowed greater height to the floor below.

The wider area

2.19. The area within which the history of the Middlesex Hospital Annexe had unfolded also experienced various periods of change. The area was developed rapidly in a piecemeal fashion between the 1750s and 1830s on land owned mainly by the Baron Southampton in the north and the Duke of Grafton to the south. Development of what became known as Bloomsbury began to the east of Tottenham Court Road and met the expansion northwards from Oxford Street. This growth had enveloped the Workhouse site by the turn of the nineteenth century.

2.1. By the end of the eighteenth century the area shown in the Rocque's map extract had been developed, as shown in the 1801 OS extract above and the Horwood map of the 1790s, below. The layout of the mainly residential area was an irregular grid, within which individual plots were developed incrementally by a variety of builders.

2.2. Although the general style of building followed the popular Georgian neo-classical style, there was much variety in the scale, detail and quality of individual plots. Housing was almost exclusively provided in terraces of varying lengths, on narrow, deep plots. Houses were mainly two, three or four storey, some with basements.

2.3. The initially high status of the area subsequently slipped as improving communications and the demand for space and clean air pushed wealthier residents further from the central London. The area attracted new arrivals to London, tradespeople and a nascent bohemian influence. Some of the original terraces of smaller houses were replaced with commercial and industrial uses and residential tenement and mansion blocks.



Extracts from Horwood map 1790s

- 2.4. The immediate area surrounding the former workhouse is a good example of this evolving character. The only other development of the late eighteenth century surviving is the truncated terrace of 51 to 55 Cleveland Street on the west side of the road.
- 2.5. To the north of this is a late-Georgian mansion block *Regent's Residence* at 57-59. To the south is the early twentieth century (1911) block of flats in arts and crafts style (listed in 1987 at Grade II). To the south of this on the north corner of Foley Street is the late Victorian neo-Gothic King and Queen Public House (also listed at Grade II at the same time).

- 2.6. The block to the south of Foley Street, opposite the former Workhouse is fronted to the west by the six-storey 1930s red brick Courtauld Institute building. Behind this, facing Foley Street is the Grade II listed All Souls Church of England primary school, built in 1908 in neo-classical style, Both of these buildings replaced earlier terraced housing. Beyond this block, to the south of Riding House Street was the site of the main former Middlesex Hospital. The hospital was rebuilt in the 1920s to replace the eighteenth and nineteenth century buildings that had become increasingly dilapidated and outdated as its scale and importance increased. These buildings have now been comprehensively redeveloped or adapted, primarily for residential use, with blocks rising to 11 storeys.
- 2.7. In the block to the south of the Middlesex Annexe earlier residential and industrial buildings were replaced in the 1930s by 30 and 32 (Middlesex House) and in the 1960s by Arthur Stanley House in Tottenham Street.
- 2.8. Tottenham Mews, running north towards the Middlesex Annexe site from Tottenham Street retains some nineteenth and early twentieth century development on its east side. Originally built for industrial and warehousing uses, these are now being adapted to residential and office use. The west side of Tottenham Mews was probably in industrial use from the outset but is occupied at present by a two-storey twentieth century temporary structure, currently vacant and subject to plans for redevelopment.
- 2.9. To the east of Tottenham Mews this block faces Charlotte Street with an interrupted and truncated terrace of seven early nineteenth century four storey houses flanked by later development. . The south-east corner of this more distant block has recently been redeveloped for primarily residential use.

- 2.10. To the east of the Middlesex Annexe the block facing Charlotte Street was redeveloped in the 1970s with the nine-storey Astor College providing student accommodation.
- 2.11. To the north the seven-storey Wellcome Sainsbury medical research facility, completed in 2015, replaced the Middlesex Hospital's 1960s medical school. This rises slightly higher than Astor College with an extensive and distinctive external sheath. These northern and eastern buildings reflect the generally large scale redevelopment that has taken place in the north western part of what is now known as Fitzrovia that is outside the designated Conservation Area.

3. Heritage assets and historic significance

Strand Union Workhouse

- 3.1. The main structure of the original 1778 building survives and the west (front) and north elevations retain much of their original layout and appearance. Most, if not all, original windows have been replaced and openings modified. Some brickwork has been replaced, all has been repaired, and it is likely that the upper parts have been rebuilt at some stage. The extent of these changes is concealed by later accretions and the weathering and staining of the exterior. Further analysis of the age and condition of external fabric and features will be undertaken prior to development.
- 3.2. The south elevation was altered in the late nineteenth century; at the time the existing rear wings were added, to incorporate a sanitation tower. It was further modified in the twentieth century to accommodate the second lift shaft. The east (rear) elevation has been substantially altered to accommodate and connect with the pavilion wings built in the late nineteenth century.

- 3.3. Subsequent further alterations are associated with the occupation of the building by the Middlesex Hospital from the early twentieth century. Earlier rear extensions and free standing buildings on the site including warehouse and laundry, chapel, and workshops were demolished to make way for these elements.
- 3.4. The roof of the 1775 building has been replaced with a steel truss roof following bomb damage during WWII. The slate-clad roof of the north pavilion wing was also recovered with asbestos cement sheets at this time.
- 3.5. The interior of the listed building has been much modified. The floors remain in their original positions but have been reinforced with steels spanning between the front and rear walls to accommodate heavier loadings and reinforce the structure. Internal walls have been removed and new partitions installed.
- 3.6. As a result, the internal layout and use is difficult to discern from what remains. The original building had two staircases (see 1876 plan after 2.7 above), reflecting the segregation of male and female inmates.
- 3.7. The original southern (male) stairwell was removed to accommodate the sanitation tower. The original north stair well survives, but the staircase is likely to be a nineteenth century replacement, as the list description suggests. It matches closely the staircase in the late nineteenth century south pavilion wing.
- 3.8. The nineteenth century pavilion extensions have themselves been much modified over time, first to accommodate the temporary wards that facilitated the reconstruction of the Middlesex Hospital, and then their adaptation to outpatient use.

Illustrative value

- 3.9. As a consequence, the **illustrative** heritage value remaining within the existing building is limited. The interior arrangement and fitted elements relate mainly to the building's final years as an outpatients building and make a minor contribution to its historic significance.
- 3.10. The surviving stairwell within the former workhouse is of greater significance as it illustrates the historic male/female division of the building. The stairwell and the surviving internal walls provide some evidence of the original layout of the workhouse.
- 3.11. Historic England, in response to the request for immunity from listing stated that:
 - In the context of C19 hospital design however, it is not an early example of an infirmary built on the pavilion principle, nor is it notable for its design. Workhouse infirmary architecture was generally plainer and more utilitarian than that of other institutions, reflecting its Poor Law status, and relatively few are listed. These particular examples are architecturally modest by any standards and the interiors considerably altered, while surviving fittings such as the stairs in the north and south blocks are standard for their time. The site's principal claim to interest lies in the C18 former workhouse, as recognised in its recent inclusion in the list. The remainder of the buildings fall quite clearly below the standard required for listing.
- 3.12. While these asylum extensions did not meet the criteria for listing, they retain some historic significance as being illustrative of a historic form of hospital design and practice and of nineteenth century development within the Charlotte Street Conservation Area.

- 3.13. While this significance cannot not be disregarded, there are elements of both elsewhere in the area, and it is not as rare, and therefore not as significant, as the unique illustrative value of the surviving parts of the original workhouse.
- 3.14. The siting of the listed workhouse within its original boundary and the proportions of the plan and the west elevation illustrate clearly the dimensions of the larger part of original institution, apart from the eastern wings replaced in the early nineteenth century.
- 3.15. The formal, severe aesthetic was typically employed for institutions of this period. The four-storey format is unusual and is illustrative of the demands placed on providing such accommodations in a rapidly urbanising location. Although much-modified and repaired the building is an illustrative of a rare form of development and one of only three workhouses surviving in London.

Associative value

- 3.16. Records helpfully explain the importance of some of those who were associated with the Workhouse, in particular Dr Joseph Rogers, medical officer from 1856 to 1868. His efforts not only improved the extremely poor conditions and health of inmates at the time, but also reinforced moves being made more widely to improve conditions of such institutions generally. This strong **associative** heritage value is gained entirely from documentary records, rather than the surviving fabric, but this associative value is an important element of their historic significance.
- 3.17. The impetus that conditions at the Strand Union Workhouse; the dedication of Dr Rogers gave to the forming of the Workhouse Visiting Society in the 1850s; and the efforts of reformers such as Louisa Twining; add to this associative heritage value.

- 3.18. There is circumstantial evidence that the Strand Union Workhouse was inspiration for the description of workhouse conditions by Charles Dickens in *Oliver Twist*. Dickens as a child lived at what is now 22 Cleveland Street, just south of the junction with Tottenham Street and less than 100 metres away. If proven this would add to the site's associative heritage value.
- 3.19. Thomas Hardwick II, The architect of the early nineteenth century changes to the Workhouse, was an influential figure of the time, and was associated with further influential figures, including JMW Turner who worked for a time in his offices. While his input to the evolution of the workhouse was subsequently replaced, the record of his contribution adds something to the associative heritage value of the building's history. Advocates for the heritage of Florence Nightingale have suggested that she was involved in the late nineteenth century development of the Cleveland Street infirmary pavilion wings. While she was influential in the adoption of this form of accommodation, there appears to be no evidence that she was directly involved in plans for this site.
- 3.20. There are other significant figures and events associated with the Middlesex Hospital, but not specifically the Middlesex Hospital Annexe, which, as its name suggests, played a generally subsidiary role from the 1920s onwards.

Aesthetic value

- 3.21. The architecture and decoration of the original building was typically plain. The fact that this was likely to have been a deliberate element of the design, however, provides some **aesthetic** heritage value. The generally classical proportions of the building reflected those which predominated at the time it was built, and reflected the character of the residential area growing up around it.

- 3.22. This is of greater illustrative than aesthetic heritage value. Records suggest that a carved stone plaque was fitted above the main entrance of the original building. This would provide some additional artistic aesthetic value and if it proves to have survived once later accretions are removed, it will be incorporated in the final scheme.

Communal value

- 3.23. The history of welfare and health care provided by the Workhouse, the later infirmary and the Middlesex Hospital as institutions has influenced the character of the surrounding area over more than two centuries. In serving the local and wider community over this is time they gained some **communal** heritage value, which was reflected in the campaign to recognise this historic significance when the redevelopment of the main site was approved. The statutory protection of the Annexe has secured the memory of this communal heritage value.

Charlotte Street and Charlotte Street West Conservation Areas

- 3.24. These are divided by the boundary between Camden and Westminster Councils that runs down Cleveland Street, but they provide equivalent protection for the historic aspects of the area surrounding the Middlesex Hospital Annexe. Both have character appraisals: that for the Camden side adopted in 2008, and that for the Westminster side in 2002.
- 3.25. These documents adequately describe the history and distinctive character of the area to the south and west of the Middlesex Annexe, which was incorporated into the Charlotte Street Conservation Area in 1999. This character is summarised in *para 3.4* of the Camden document:

The area's spatial character derives from the densely developed grid pattern of streets and limited open space. Development is predominantly four storeys and set back from the street by a small basement area creating a strong sense of enclosure. The sense of enclosure is intensified on narrower streets.

As the photograph below shows, the area around the Workhouse, marked, does have a strong sense of enclosure, although the general height is considerably more than four storeys.

- 3.26. The reference in the document to the Workhouse is limited to the description in *para 6.22* of the character of Cleveland Street:

Of interest, in addition to the fragments of development from late 18th and early 19th centuries are a late 19th century mansion block (4-14 Cleveland Street) with interesting brick and terracotta detail in the facades, a number of office/commercial buildings with art deco/modern movement influenced frontages (24-32 Cleveland Street is of particular note) and the decorative frontage of Kirkman House (Whitfield Street).

The Middlesex Hospital Annex on Cleveland Street retains buildings that were developed through the 18th and 19th century as part of a workhouse although they appear to be much altered.

- 3.27. The appraisal was carried out before the application for, and subsequent listing of, the Strand Union Workhouse, but after the extension of the Conservation Area to include the Workhouse in 1991.
- 3.28. The historic significance of the surviving Workhouse is addressed in the preceding section of this appraisal, but it also contributes to the character of the Conservation Area in the way that it has influenced the subdivision and development of the grid block within which its site lies, and its visibility within the street scene of Cleveland Street.



View across northern limit of Charlotte Street CA from the south showing approximate extent of site (blue) and position of listed building (red)

- 3.29. In this, the presence of the later three-storey ancillary buildings on either side of the listed building; North House and South House, and the twentieth century wall and railings that enclose the frontage, form a significant historic feature in views up and down Cleveland Street, and in views from the west along Foley Street in Westminster. Together they have **aesthetic** heritage value, derived mainly from the design of the wall and the decorative ironwork of the railings, but greater **associative** and **illustrative** heritage value in representing one of the earliest and most distinctive developments in the area. These values are associated with the main street frontage in the Conservation Area.
- 3.30. Although the building was served the local and wider community for many years, it was not a public building with open access, and there have never been public views, other than glimpses, of the nineteenth century wings at the rear.

- 3.31. Historic views from surrounding properties are of little historic significance today as all the historic buildings with which it shared a common boundary have been replaced.
- 3.32. The access to rear gates to the site from what is known as Bedford Passage is shown on the earliest plan of the site. This has never been a public route through the site, and public views are restricted to the sanitation tower of the southern pavilion wing and the east end of the South House.
- 3.33. The **communal** heritage value of the site, as part of the historic development of health and welfare-related uses in the area adds to the distinctiveness of both Conservation Areas. Although the main Middlesex complex has now been replaced, medical research and related activities are still concentrated in the area, and the former Workhouse and its later extensions are a symbol of the origins and evolution of this activity.



'Bedford Passage' from Charlotte Street

- 3.34. The site is also located within the settings of listed buildings on the west side of Cleveland Street. These buildings all post-date the original Workhouse, and so it is an important element of their historic setting in an area that has been subject to extensive change. In views along Cleveland Street, the section immediately north of Foley Street, including the Grade II Listed King and Queen public house and 45-47 Cleveland Street, together with the unlisted but largely original block of Georgian houses from 49-55 provide, with the Workhouse to the east, a sense of the original character of the street. The alignment of Cleveland Street is part of the original layout of the area.



Listed buildings on west side of Cleveland Street

4. The planning policy context

NPPF

- 4.1. Section 12 of the National Planning Policy Framework (NPPF, 2012) sets out national policies regarding the historic environment. As required by paragraph 128 of the NPPF, this Statement provides an assessment of the historic significance of heritage assets on the site, and those in the vicinity of the site, in the setting of which the proposed development may be considered to stand (Section 3 above). It uses information drawn from previous studies of the site by KM Heritage and Donald Insall Architects (*op cit*), the extensive research carried out by Historic England summarised in the list description, and the Conservation Area Character Appraisals prepared and adopted by LB Camden and the City of Westminster. The information presented here is “sufficient to understand the potential impact of the proposal on their significance.” It has been prepared by Steven Bee BA MRTPI, Planning and Heritage consultant and former Director of Planning and Development of English Heritage.
- 4.2. Paragraph 131 of the NPPF sets out the criteria that should be addressed in determining planning applications:
- *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*
- This Statement provides an evaluation of the significance of local heritage assets and their contribution to historic character of the area.

- 4.3. Paragraph 135 of the NPPF requires the effect of development on the significance of non-designated heritage assets to be taken into account in determining an application. These are identified in the Character Appraisals of the two Conservation Areas covering the locality, and are addressed in the following section.

London Plan – LVMF

- 4.4. The applications site stands within the protected vista identified in the GLA London Views Management Framework from Parliament Hill Fields (Assessment Point 2A.2) to the Palace of Westminster. The extract below shows that the Astor College building sits below the threshold of the protected view. As the proposed development is no higher than this adjacent building, it will not penetrate the view cone and will thus cause no harm to this protected view.



Extract from LDF Appendix D p 257 – Astor College indicated

LB Camden Policies

- 4.5. Objective 1 of the Camden Core Strategy promotes: *a sustainable Camden that adapts to a growing population*. Bullet 5 commits to promoting: *...high quality, sustainable design and physical works to improve our places and streets and preserve and enhance the unique character of Camden and the distinctiveness of our many conservation areas and our other historic and valued buildings, spaces and places*.

This Statement identifies local evidence of the unique character of the Charlotte Street Conservation Area and assesses the impact of the proposed development on it.

- 4.6. Objective 3A of the Core Strategy promotes a: *...Camden community where people lead active healthy lives*. Bullet 1 of 3A commits to promoting and protecting: *...the high levels of amenity and quality of life that make Camden such a popular place to live*.

The contribution of the sensitive redevelopment of the site to the amenity and quality of life of the immediate area is taken into account in this Statement's evaluation of its impact.

- 4.7. Core strategy policy CS14 – *Promoting high quality places and conserving our heritage* – is particularly relevant in the context of this Heritage Statement:

The Council will ensure that Camden's places and buildings are attractive, safe and easy to use by: a) requiring development of the highest standard of design that respects local context and character; b) preserving and enhancing Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens; c) promoting high quality landscaping and works to streets and public spaces;

d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible; e) protecting important views of St Paul's Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views.

14.7 High quality design also takes account of its surroundings and what is distinctive and valued about the local area. Camden is made up of a diversity of areas, each with their own distinctive character, created by many elements such as architectural style and layout, social and economic history, landscaping and mix of uses – as summarised in the description of Camden's character below. As Camden is a densely built-up borough where most development involves the replacement, extension or conversion of existing buildings, taking account of context and local character is particularly important.

The Council will therefore expect the design of buildings and places to respond to the local area and its defining characteristics and reinforce or, if appropriate, create local distinctiveness.

14.9 Camden has a rich architectural heritage with many special places and buildings from throughout Camden's history (see map 6). 39 areas, covering much of the borough, are designated as conservation areas, recognising their special architectural or historic interest and their character and appearance. We have prepared conservation area statements, appraisals and management strategies that provide further guidance on the character of these areas. We will take these documents into account as material considerations when we assess applications for planning permission and conservation area consent in these areas.

14.11 We have a responsibility to preserve and, where possible, enhance our heritage of important areas and buildings. Policy DP25 in Camden Development Policies provides more detailed

guidance on the Council's approach to protecting and enriching the range of features that make up our built heritage.

- 4.8. Subsequent sections of this Statement address the manner in which the proposed development has preserved and Protected the primary heritage asset – the former Strand Union Workhouse – and taken into account the character of the Conservation Area within which it stands and the settings of other heritage assets. The site is situated within the protected view corridor of the Palace of Westminster from Primrose Hill (View 4A.2 as defined by the GLA's London View Management Framework). The highest point of the proposed development is below the minimum height determined by the London View Management Framework.

- 4.9. Policy DP24 sets standards for 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.

- 4.10. Policy DP25 focuses on conserving Camden's heritage:

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. Archaeology The Council will protect remains of archaeological importance by ensuring acceptable measures are taken to preserve them and their setting, including physical preservation, where appropriate. Other heritage assets The Council will seek to protect other heritage assets including Parks and Gardens of Special Historic Interest and London Squares.

- 4.11. Section 3 of this Statement has identified the elements that contribute the historic significance of the application site, the surrounding Conservation Areas and the settings of other heritage assets in the vicinity. Section 5 of this Statement explained and justifies the impact of the proposed development on this historic significance, in the context of the other obligations that the development is expected to address.

- 4.12. Pre-application discussions with Council officers have addressed these matters, in particular considerations *f* (alterations to a listed building) and *g* (development within its setting). The principle of adaptation of the listed building for residential use and the redevelopment of the rest of the site has been accepted. Officers' concerns and suggestions regarding the nature, scale and content of the proposed development have been taken into account in successive iterations of the scheme by the design team.

Charlotte Street Conservation Area Assessment

- 4.13. Paragraph 6.22 of the Council's 2008 Assessment refers to this character of this part of the Conservation Area:
Of interest, in addition to the fragments of development from late 18th and early 19th centuries are a late 19th century mansion block (4-14 Cleveland Street) with interesting brick and terracotta detail in the facades, a number of office/commercial buildings with art deco/modern movement influenced frontages (24-32 Cleveland Street is of particular note) and the decorative frontage of Kirkman House (Whitfield Street). The Middlesex Hospital Annex on Cleveland Street retains buildings that were developed through the 18th and 19th century as part of a workhouse although they appear to be much altered.

Paragraph 6.24 of the Assessment continues:
Along Cleveland Street there are a variety of different building types, although the majority contribute to the character of the street. The listed Georgian townhouses at nos. 16-22, which once had shops and commercial uses at ground level appear to be suffering some vacancies, potentially as a result of the closure of the hospital. The condition of these buildings will need to be kept under review, however, the redevelopment of the Middlesex Hospital site is likely to generate demand for ground floor commercial uses in this area.

4.14. The Assessment was published before the former Workhouse was listed in 2011, in response to interest in the importance of the site stimulated by previous proposals for the comprehensive development of the whole site. As a consequence of the renewed interest in the site, the historic significance of the Workhouse and its subsequent uses is now understood and appreciated better. The historic significance of the listed building is now accepted by all parties as a positive contribution to the character of the Conservation Area. This is reflected in the subsequently adopted Fitzrovia Area Action Plan.

Fitzrovia Area Action Plan

4.15. The Fitzrovia Area Action Plan (FAAP) was adopted as a Local Plan in March 2014, superseding land use and site allocation proposals made in the 2006 Unitary Development Plan. The principles of the FAAP include:

New development should respond positively to the prevailing form of nearby buildings and frontages in terms of scale and grain, particularly listed buildings, and buildings, spaces, and other features identified as making a positive contribution to the conservation areas. New built form should reflect the area's human scale, its sense of enclosure and be built to define the traditional street block.

4.16. The masterplan for the Howland Street section of the FAAP identifies principles guiding redevelopment of the Bedford Passage opportunity site, These principles include:

Development or re-use of buildings around the listed Middlesex Hospital Annex / former Strand Union Workhouse should be sensitively designed and provide a complimentary setting to the listed building in terms of scale, height, form and architectural detailing. Buildings which contribute positively to the setting of the listed building should be considered for retention.

4.17. Obligations set out in the masterplan for the provision of an east-west pedestrian link, public open space and affordable housing obligations are addressed elsewhere in the application documents. With specific reference to the historic significance of the site, the masterplan requires that:

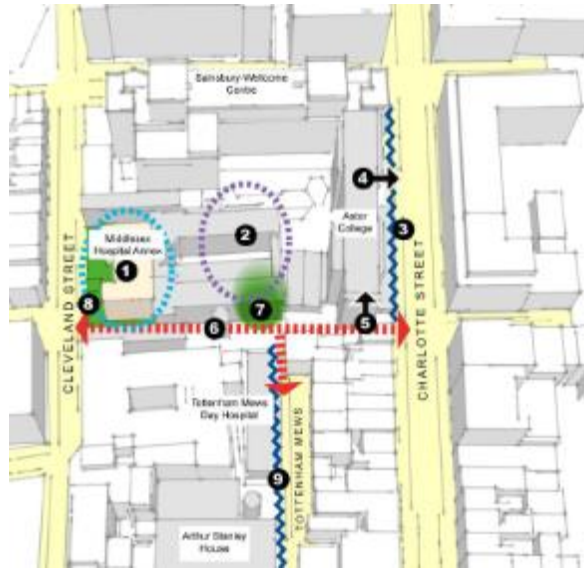
Development should respect the listed element of the site, in terms of appropriate building heights and maintaining separation between the listed building and new blocks.

Development should preserve the significance of those elements which make a positive contribution to the Charlotte Street conservation area and enhance the character of the area.

Buildings which contribute positively to the setting of the listed building should be considered for retention.

Development should be of a height which does not harm the strategic viewing corridor from Parliament Hill to the Palace of Westminster.

The application scheme retains the listed building and other, unlisted frontage buildings on the site facing Cleveland Street. It also retains most of the existing boundary wall of the site along Cleveland Street, apart from a section to be removed to accommodate a firepath. The development does intrude into the protected view of the Palace of Westminster. The height and separation of the new development, relative to the listed building has been maximised to the extent possible given other constraints.



Extract from the Howland Street area Bedford Passage opportunity site diagram

5. Impact of the development on heritage assets

- 5.1. This section assesses the impact of the proposed development on the listed building, the setting of the listed building and the setting of the Charlotte Street Conservation Area and other heritage assets.

The Workhouse - interior

- 5.2. The listed building is no longer suitable for the health and welfare uses for which it was originally built and was later adapted. The retention and repair of the surviving building requires substantial investment to restore fabric insensitively repaired in the past and secure its long term future.

- 5.3. Residential use is generally accepted to be an appropriate alternative use, and market housing the only reasonable use given the cost of the refurbishment and adaptation required.
- 5.4. As Section 3 of this Statement has explained, the interior of the building has been adapted over time to meet the changing requirements of the Workhouse, the Asylum Infirmary and the Middlesex Hospital Annexe. All original internal arrangements have been changed and original finishes replaced. The external symmetry remains but this has been lost internally, in particular with the loss of the south staircase, which was relocated to the south pavilion wing in the late nineteenth century.
- 5.5. The proposed conversion will restore some of the original symmetry of the internal layout and will keep to a minimum the further loss of what may be original fabric. The layout has been arranged to maximise the utilisation of floorspace while retaining the original north stairwell with its nineteenth century staircase.
- 5.6. The internal lift will be removed and replaced with an external lift to meet modern standards and regulations. The new lift tower will also accommodate smoke hatches to reduce the need for further interventions in the original building.
- 5.7. The access and services core is located, with the external lift, in the north east corner of the building. This uses space that, with the retention of the original stairwell, could not reasonably be used for residential accommodation. The main route to this core will be via the original main entrance at the ground floor front of the building.
- 5.8. A secondary access will be available via the original doorway to the original stairwell on the north elevation; this will not provide level access. Access to the two flats to be provided on the ground floor will be from the main entrance, via the ground floor lobby.

- 5.9. The illustrative heritage value of the Workhouse interior was compromised many years ago as it was adapted for different uses. The surviving original internal walls will be retained, with some new openings. The associative heritage value – as a remnant of the Workhouse system, and the relationship with key people - will remain as long as the building stands, and will not be compromised by the further adaptation.

The Workhouse - exterior

- 5.10. The exterior of the listed building has been much-modified over time. Demolition of the pavilion wings, which are not suitable for reuse and which compromise the optimum development of the site as a whole, will expose parts of the building that for the first time, as these wings replaced shorter original wings of the original building. On the south elevation, the removal of the original stairwell allowed the attachment of a sanitation tower to the original building, and this was subsequently supplemented by a lift tower and associated access landings at each level.
- 5.11. Both of these non-original structures will be demolished. All areas of newly exposed exterior wall on the east and south elevations will be infilled with brickwork to match what remains of the original brickwork as closely as possible. This and all existing brickwork to be repaired will be laid and pointed using lime mortar. The extent of repair and replacement will be the subject of further specialist investigation that may be covered by an appropriate planning condition.
- 5.12. Although the list description suggests that some windows may be original, the building survey suggests that all have been replaced at some time. The existing nineteenth century windows to the north stairwell, and the existing ground floor on the west side of the north elevation, will be retained and refurbished.
- 5.13. Elsewhere, new double-hung sash windows will be fabricated to fit all original openings, fitted with double-glazing within the glazing bars. The Council's Conservation Officer has confirmed that this is acceptable in principle, and may be covered by a planning condition.
- 5.14. The mid-twentieth century roof structure will be replaced with a new structure behind the existing parapet line with a slightly different profile and height. This will allow the roof space to be used to provide additional accommodation for the upper residential units. This will introduce a minor change to the profile of the roof in some views of the exterior of the building from ground level as shown in the verified views. New conservation rooflights will be installed to align with the original openings below. Photo-voltaic panels will be installed on the flat central section of the roof to enhance the energy performance of the restored building. These will be hidden in public views by a rolled lead ridge line on either side of the flat roof section as suggested by the Council's Conservation Officer. The changes will be modest in the context of the general refurbishment and restoration of the building.
- 5.15. New high level windows will be fitted at basement level on the south elevation to provide light to the basement as suggested by the Conservation Officer, and a new opening at ground floor level on the east side of the south elevation will be installed to match that on the north elevation (see drawing E_LB_03-04 and P_GA_LB_B1).
- 5.16. The existing portico in front of the main entrance on the west elevation will be demolished. The proposed new entrance doors and porch are designed in an appropriate period style. The final design of these will be subject to any further evidence following initial demolition works of the original. This may be covered by a planning condition.

- 5.17. There are historic references to a carved stone plaque over the entrance, and a foundation stone for the later works. These will be incorporated if they are uncovered. Commemoration of the building's history will be incorporated in the detailing of the new elements to be introduced, and in the landscape of the public area around the building.
- 5.18. The new lift to serve the listed building has been positioned externally, on the advice of officers, to allow a more efficient use of internal space. New openings into the building will be created within the area of repaired and replaced brickwork in this part of the rear elevation.
- 5.19. The restoration of the original appearance of the Workhouse in the main public views will strengthen its illustrative heritage value as an eighteenth century example of such an institution in an urban context. Its aesthetic heritage value will be respected in the treatment repair and adaptation of the exterior. Its communal and associative heritage value will be secured for the long term through the restoration and reuse of the building.
- 5.20. The exposing of the truncated southern east wing of the original building will allow the opportunity to represent, in the form of the new brickwork, the dimensions of the original east wing of the workhouse, and the outline of the late nineteenth century pavilion wing that replaced it. If, as demolition proceeds, evidence of the intervening early nineteenth century wing can be discerned, this too may be incorporated in the form of this brickwork. This will be subject to further detailed design work and may be covered by a planning condition.

Other retained buildings and structures

- 5.21. The nineteenth century North and South Houses which flank the listed building will be retained and also converted to residential use. The interiors will be re-arranged and modified accordingly.

- 5.22. The existing early twentieth century boundary wall will be retained in large part and restored to enclose private amenity space for the flats in the listed building and North House.
- 5.23. Structures between the buildings will be cleared and the area landscaped at ground and lower ground floor levels, incorporating access to the side entrance to the listed building. This will enhance the setting of the buildings and their contribution to the historic character of this part of Cleveland Street.

New development

- 5.24. The construction of a new building to the rear of the listed Workhouse will fulfil the obligations imposed on the site as part of the wider redevelopment of the UCLH and Middlesex Hospitals to provide 30 affordable dwellings. The FAAP also requires public open space and the creation of a public pedestrian route extending Bedford Passage to connect Charlotte Street with Cleveland Street, through the site, and ultimately to connect with Tottenham Mews to the south.
- 5.25. Meeting these obligations while respecting the setting of the listed building represents a significant challenge, particularly as the affordable housing requirement predates the listing of the Workhouse.
- 5.26. The depth of the site, and the density and height of adjacent development will also shade the lower parts of any new building, making them unsuitable for residential development at the density required.
- 5.27. The new development requires the complete demolition of the nineteenth century pavilion wings. While these have some illustrative heritage value, the historic significance of this is lower than that of the listed building to be retained and restored.

- 5.28. The retention of these wings would preclude development of the site as a whole as they could not accommodate the quantum of development required for a viable project. Their loss is therefore necessary to retain the more significant elements of the site.
- 5.29. In endeavouring to reconcile the various aspirations for the site, the new building is separated from the rear of the listed building by an area of public open space that will extend that of the new pedestrian route (see below). Parts of the rear of the listed building will be newly exposed to this space which will provide access to the dwellings in the new building. This access will be linked to the new lift tower for the listed building and close this space on its northern side. A glazed link will separate the new build and lift tower from the historic building, helping the appreciation of its Planting will be planted in front of this elevation to add variety and soften this space while maximising the utility of the ground floor public space.
- 5.30. The new development rises to eight floors to accommodate the floorspace necessary to meet obligations and ensure viability. The higher parts are kept to the north-east corner of the site where public views of the listed building already have buildings of a similar height in the background. This part of the new building will be visible in the narrow view Cleveland Street between North House and in longer views from Foley Street to the west.
- 5.31. The new building will be faced in masonry at all levels, with the upper levels in a lighter brick to soften its impact in these views. Glazed areas will be restricted and set in deep reveals to reduce glare. Openings will also have a vertical emphasis to acknowledge the character of the listed building.
- 5.32. The lower, southern part of the new building will follow the alignment of the south elevation of the existing south pavilion wing to minimise encroachment on new public views to be created, and will be set back at its western end to open views of the rear of the listed building.
- 5.33. The new building will have some impact on appreciation of the illustrative heritage value of the listed Workhouse, in that it will be visible, in some views, rising behind it. The impact of this is reduced by the existing scale of development in the background of such views, to the extent that any harm could be only be considered less than substantial, and mitigated by the public benefits of the development as a whole.

Bedford Passage

- 5.34. This new route through the site will extend the historic short mews off Charlotte Street. The space will be hard surfaced with traditional materials to replicate the character of similar routes elsewhere in the vicinity. This will ensure that with the public space that leads off it to the north, at the rear of the listed building, a useful amount of space can be provided that will allow leisure use as well as a convenient new pedestrian route.
- 5.35. The new route will allow public access to this site for the first time. It will allow new public views of the rear and south elevation of the listed building. The alignment of the new building frames the view from the east, and the set-back of its south west corner opens up the view of the listed building as it is approached.
- 5.36. The link and space created will reflect the character of similar narrow public routes that supplement the main street grid of the original layout of the area. Local examples are Colville Place, Percy Mews and, Bourlet Close.



Percy Mews, Colville Place and Bourlet Close

The Charlotte Street Conservation Area and other listed buildings

5.37. The Conservation Area was designated in 1984 and extended in 1999 to include the Middlesex Hospital Annexe, at that time unlisted. The restoration of the listed building and its boundary will enhance the character of that part of Cleveland Street in which it stands. It will similarly enhance the setting of the two listed buildings opposite.

5.38. The Workhouse predates all other existing buildings in the area. The building and the institution was not intended to particularly visible, and its presence was not intended to enhance the setting of the buildings around it. The association between the Workhouse and the area around it is therefore historically incidental. Together they illustrate the historic evolution of the area from the mid-eighteenth century. This has continued, and the immediate group represent the prevailing character at the beginning of the twentieth century.

5.39. The new building behind the Workhouse will be hidden in most views, but will be visible in views along Foley Street and in close glimpsed views between existing buildings in Cleveland Street. It will be most prominent in the view between North House and the Workhouse and the view from the corner of Foley Street and Cleveland Street, within which the upper parts will be visible above the central section of the roof of the listed building. The new building will also be visible from the upper floors of surrounding buildings. The highest parts of the new building are set as far as possible on the site to the east of the listed building to minimise their impact on public views from the Conservation Area. The upper parts are faced in light shaded brick to further reduce this impact.

5.40. While the building will be clearly visible in some views, it is no higher than existing buildings in the background to these views and so the cumulative impact will be modest. The intrusion of the building into historic views has been kept to a minimum consistent with the other requirements of the development. The harm this may be considered to cause to the setting of the Conservation Area and listed buildings, including the Workhouse, should be considered less than substantial in the context of para 134 of the NPPF, and balanced by the public benefits of the proposal as a whole.

6. Conclusion

- 6.1. The historic significance of the Middlesex Annexe site is well-recorded, and was formally recognised in 2011 when the surviving parts of the former Strand Union Workhouse, excluding its later extensions and additions, was listed.
- 6.2. Its significance derives mainly from its illustrative and associative historic heritage value, with more modest aesthetic heritage value.
- 6.3. The transfer of its later functions to the new UCLH NHS Foundation Trust hospital led to its closure in 2006, since when it has been identified as an opportunity site as well as a building at risk on Historic England's Heritage at Risk Register.
- 6.4. A number of plans for the reuse and redevelopment of the site have been put forward over the past decade, all previous ones having failed through lack of viability or unacceptable impact on the principal heritage asset.
- 6.5. The proposals supported by this Statement provide an appropriate balance of restoration and adaptation of the listed building, and re-use and redevelopment of the remainder of the site. This will require substantial demolition, but those parts to be demolished hold the least historic significance and are the least visible within the Charlotte Street Conservation Area. Without their demolition, development that will secure the future use of the site, and the restoration of the listed building, will not be viable. The former Workhouse would thus remain on the Heritage at Risk Register, with an uncertain future.
- 6.6. The listed building has been much altered since its construction in the late eighteenth century. Late nineteenth century and twentieth century alterations and extensions have replaced earlier adaptations. The proposed residential use of the listed building allows the retention and restoration of most of the surviving original fabric and the further adaptations required will reveal more of this than it obscures, as twentieth century internal alterations are removed.
- 6.7. The external appearance of the listed building will be restored close to its original appearance, subject to resolution in consultation with LB Camden of the appropriate treatment of later external repair and reconstruction work. The replacement of the non-original roof with an outline and cladding closer to the original involves a modest increase in the height and the installation of new rooflights, but the overall impact on the original appearance will be modest.
- 6.8. All existing openings will be retained. Those that have been closed will be reopened, and a small number of new openings will be created consistent with the overall symmetry of the original arrangement. New windows will be provided to most openings, constructed to the original pattern but with high performance double glazing and draughtproofing. Where this performance is not required, for example in the original north stairwell, existing nineteenth century windows will be retained and refurbished.
- 6.9. New internal wall and ceiling linings will provide 21 Century standards of insulation, but will be kept to a minimum thickness, and set back from openings to avoid any impact on external views of the building.

- 6.10. The new building to be constructed to the rear of the listed building provides the minimum floorspace required to meet the housing requirements already imposed on the site and to secure viable development. The bulk and height necessary to provide this minimum is positioned to minimise its impact on the setting of the listed building and on views of the site from the Charlotte Street Conservation Area.
- 6.11. The facing materials used distinguish the new building clearly from the listed building and reduce the impact of the higher parts of the building in longer views.
- 6.12. The site sits within the protected view of the Palace of Westminster London Views Management Framework, but is within the maximum height threshold.
- 6.13. The public space to be created along the south side of the site will create a new public route between Charlotte Street and Cleveland Street, making use of the Bedford Passage cul de sac adjacent to Astor College and an existing private entrance at the rear of the application site. A new public entrance to this route from Cleveland Street will require the removal of part of the existing boundary wall.
- 6.14. The new route will be surfaced in traditional natural materials in keeping with the character of the surrounding Conservation Area and comparable pedestrian routes in the vicinity. Planting will be simple and designed to provide an attractive public space as well as a safe and convenient pedestrian route. The opportunity will be taken to introduce interpretation of the history of the site into the public space to enhance public understanding and appreciation of its history.
- 6.15. This public space will extend into the area between the workhouse and new building. This will provide an amenity area for residents and workers and open new public views of the rear of the listed building. The plan form of the southern part of the new building has been adapted to enhance these views. The public route will also allow subsequent connection to Tottenham Mews to the south, should current proposals for redevelopment there be implemented.
- 6.16. The interventions to the rear of the listed building, where later additions will be removed, will allow the historic phases of its development to be shown in the surface treatment of the infill.
- 6.17. The adaptation of the retained western elements of the site will allow the creation of a private garden for the residents in front of the listed building and between it and North House. This will be contained to the west by the existing wall and railings. This will be retained and where necessary restored. The original central entrance from the street will be reopened as the main access to the restored front entrance of the listed building. Although the existing buildings are not recognised as making a positive contribution to the Conservation Area in the Charlotte Street Conservation Area Statement, the retention and restoration of the wall and railings, the larger parts of North House and South House, and the listed building between them, will improve the character of this part of the Conservation Area.
- 6.18. While the new building will be visible in some street level views, its intrusiveness has been minimised by massing and careful selection of materials. It will sit in front of modern buildings of similar scale to the north and east and its additional impact will be modest. Any harm resulting to the appreciation of the historic significance of the listed building, or the character of the Conservation Area will be less than substantial, and outweighed by the public benefits of the proposed development.

Appendices

Appendix 1

Middlesex Hospital – the Cleveland Street Annexe

Donald Insall Associates Ltd, August 2006

Copy submitted as separate document

Appendix 2

Former Middlesex Annex (North and South Wings), 44 Cleveland Street: A request for a Certificate of Immunity from Listing

KM Heritage 28 January 2016

Copy submitted as separate Document

Appendix 3

Former Strand Union Workhouse (Middlesex Hospital Annex)

List Entry Number: 1242917 (Summary)

Historic England 2011

Copy submitted as separate document

Appendix 4

Charlotte Street Conservation Area Appraisal and Management Plan

LB Camden Adopted 24 July 2008

Submitted as separate document

Appendix 5

Charlotte Street West Conservation Area Audit

City of Westminster SPG Adopted 2002

Submitted as separate document

Appendix 6

Middlesex Hospital Cleveland Street Addition

Proposed ground floor layout

Young and Hall Architects 1926

See following page

