

17 Charterhouse Street Heritage Statement August 2017



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1.0 Introduction

1.1 Purpose of report

This report has been prepared by Alan Baxter Ltd for Burke Hunter Adams LLP in connection with the project to extend and refurbish the office complex at No. 17 Charterhouse Street. Alan Baxter's role is to provide heritage advice in support of the project.

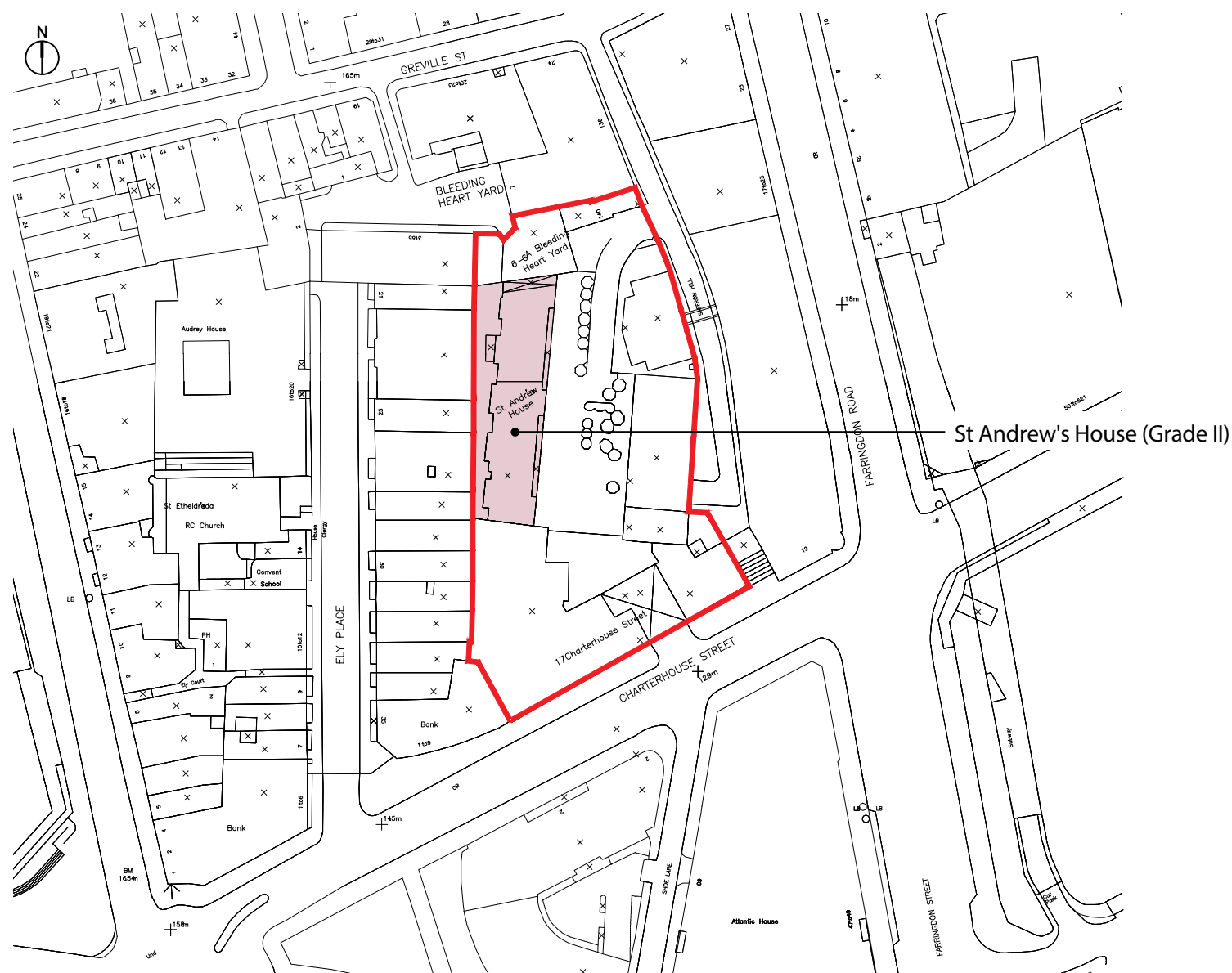
1.2 Site and designations

The application site is No. 17 Charterhouse Street, a large office complex that returns along Saffron Hill. It incorporates two vehicle entrances, one on each street. The site includes a Grade II-listed building, St Andrew's House (see list entry, Appendix 1) and is within the Hatton Garden Conservation Area in the London Borough of Camden (see map, Appendix 2). The site is also subject to the London Views Management Framework within the London Plan.

1.3 Notes on methodology

It is the nature of existing buildings that details of their construction and development may be hidden or may not be apparent from a visual inspection. The conclusions and any advice contained in this report – particularly relating to the dating and nature of the fabric – are based on our research, and on observations and interpretations of what was visible at the time of our site visits. Further research, investigations or opening up works may reveal new information which may require such conclusions and advice to be revised.

This report does not deal with archaeology. The Historic Environment Record has been consulted and the key map is reproduced at Appendix C.



Site plan

2.0 History of the site

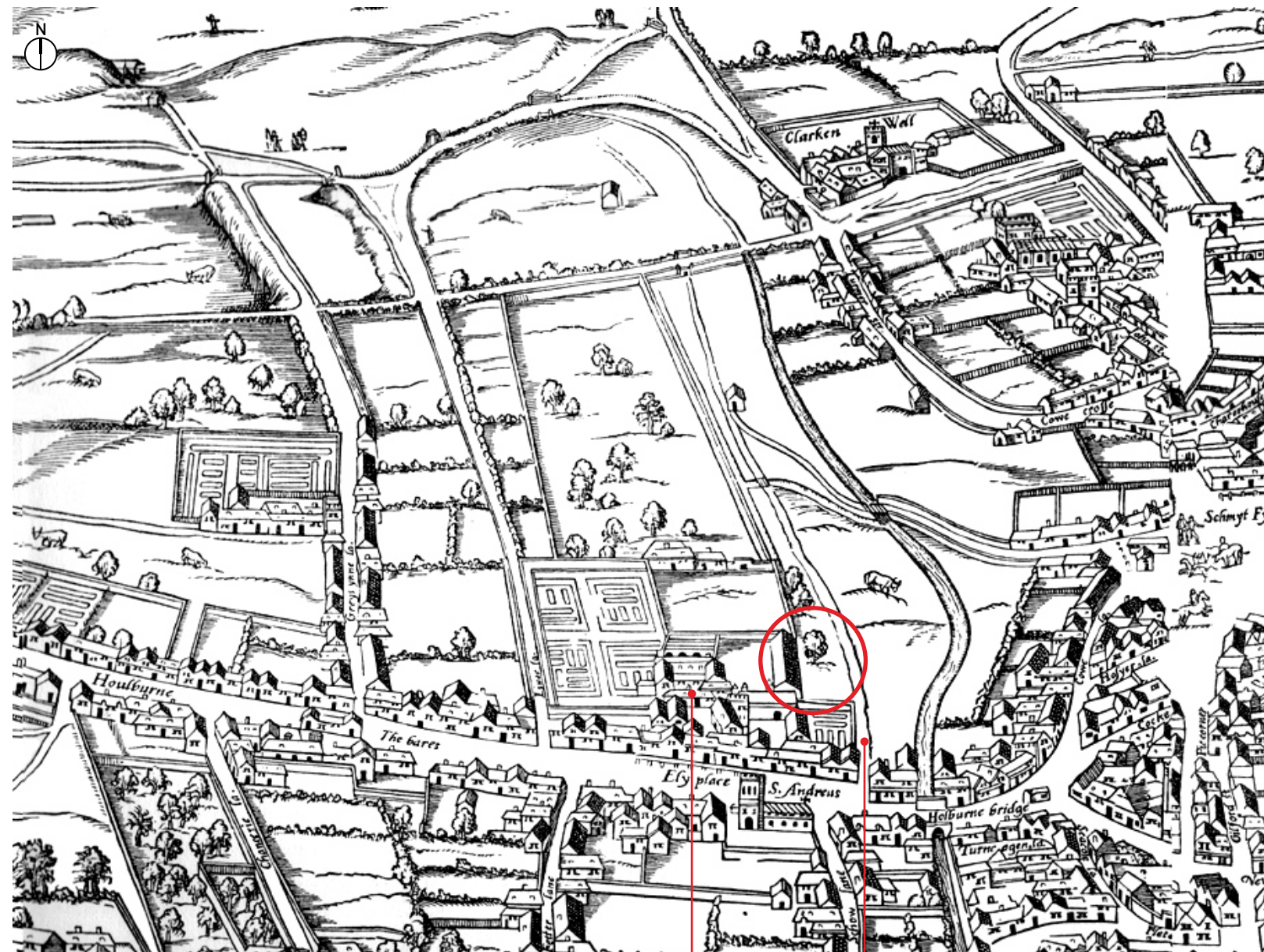
2.1 Introduction

The form of the site is unusually complex, both in terms of its plan and in terms of changes in levels. This is a direct result of the site's long history going back to the medieval period. The purpose of this chapter is to explain how the site arrived at its present form.

2.2 Early history

The curved alignment of the building along Saffron Hill derives from the medieval history of the site.

The route known as Holborn was created in the Roman period which was largely uninhabited at that time. In the medieval period the area developed as a small but prestigious suburb where grandees built large courtyard houses. One of these was Ely House, the London residence of the Bishops of Ely, built c. 1286. The chapel survives today as the Church of St Etheldreda, Ely Place (Grade I). The Agas map of c. 1558 shows Ely House on the edge of built up London with fields to the north.



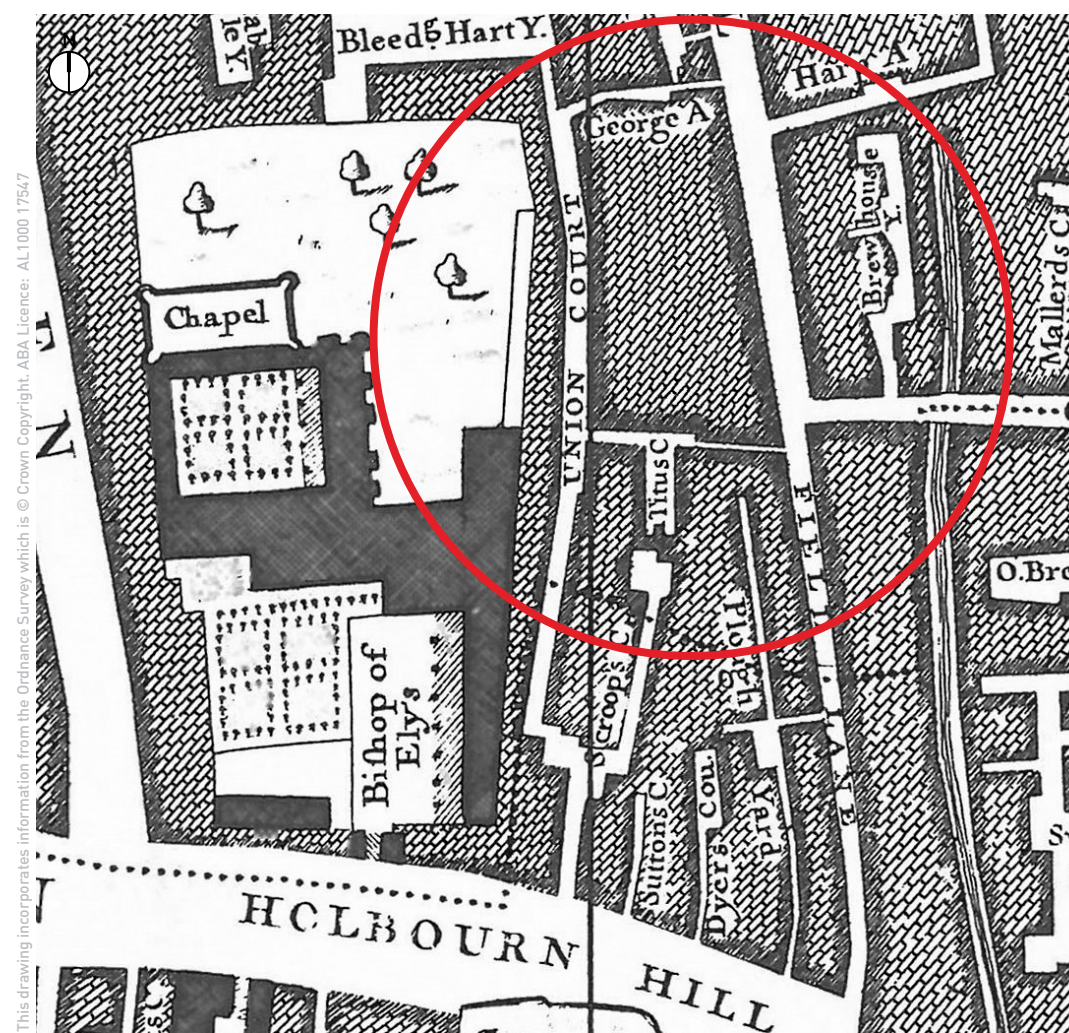
The Agas map, c. 1558, showing Ely House in the fields.
The red circle shows the approximate position of the application site.

Ely House

Field Lane

In the seventeenth century the underbelly of this district, east of Ely House, was a network of narrow courts and alleys clustered around Field Lane (now Saffron Hill). The dense street pattern is recorded on maps of 1676 and 1740. Later views show closely spaced timber-framed houses, those on the east side of the lane backing directly onto the River Fleet. As London grew, the river became a noxious sewer and added to the district's notoriety as a slum.

The first organised urban development came in 1654 when the Ely House lands were laid out with a regular grid of streets centred on Hatton Garden. Courtyards were provided for stabling, including what is now Bleeding Heart Yard. However, this development excluded most of Field Lane and therefore the older, more intricate street pattern persisted in what is now the application site.



Rocque's map, 1740, showing small courts and alleys on what is now the application site



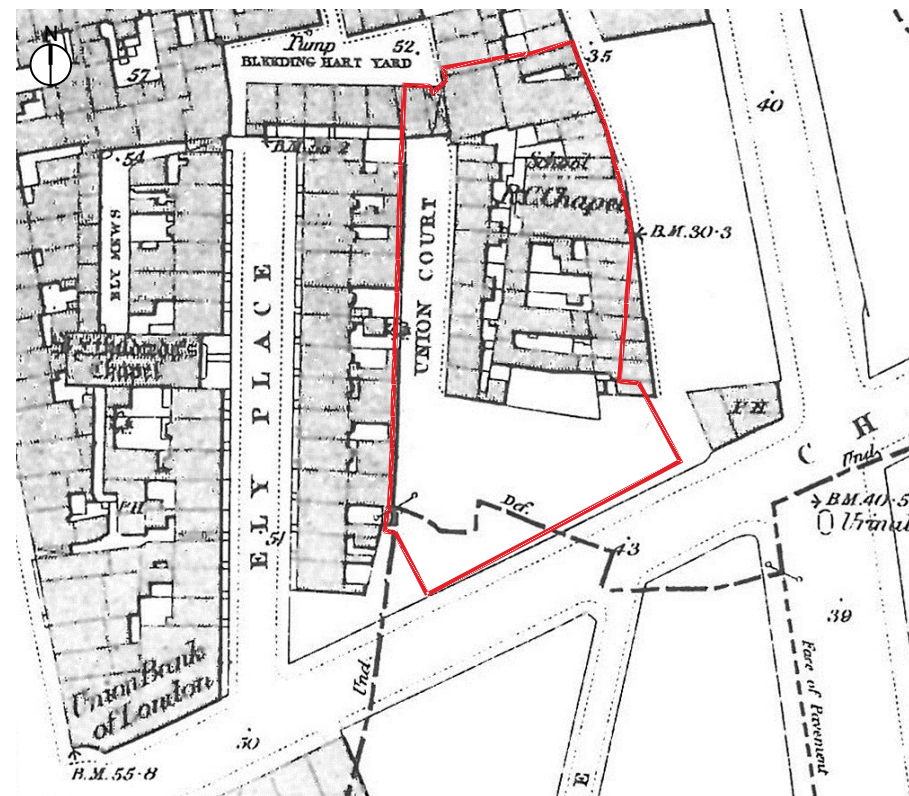
Field Lane looking north, c. 1850 by T. H. Shepherd (British Museum)

2.3 Victorian improvements

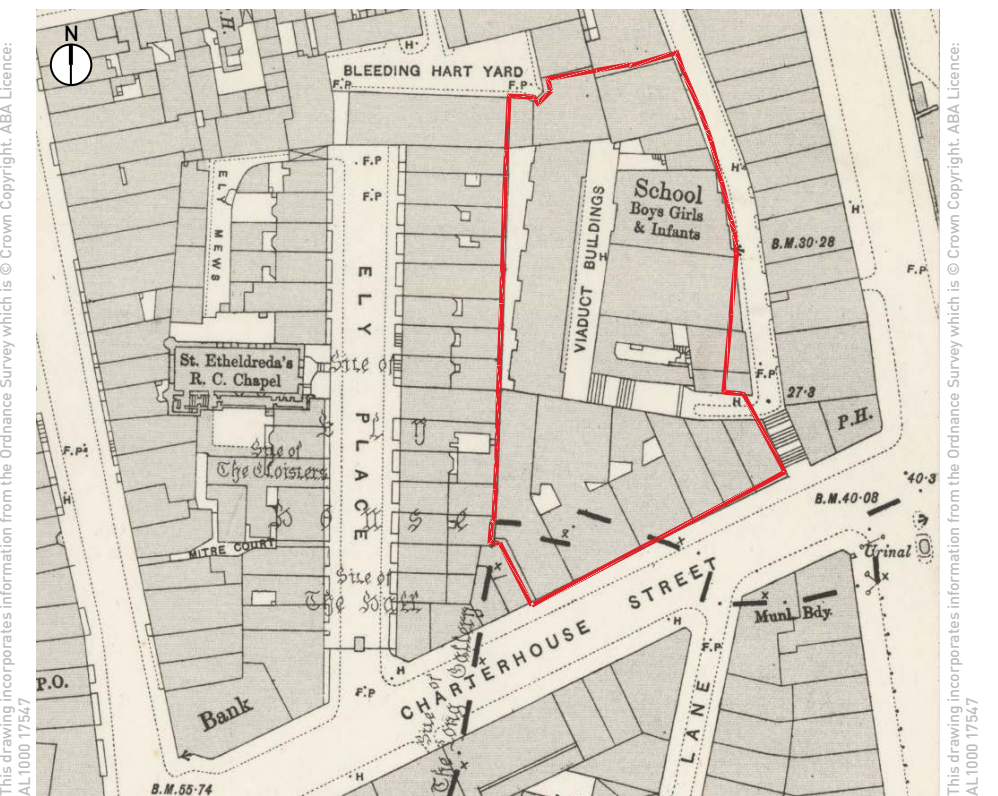
The regular line of Charterhouse Street and its steps down to Saffron Hill are the result of a major Victorian infrastructure project. This phase also saw the construction of St Andrew's House (Grade II; see overleaf).

The slums around the River Fleet were cleared to create Farringdon Street (now Farringdon Road) in 1841-56 (the River was culverted under the road). This was the beginning of a series of interlinked projects that continued into the 1890s. The slums were cleared to improve transport links by road and rail, in connection with the rebuilt Smithfield Market.

Within this context Charterhouse Street was built 1869-75, at the expense of the City of London, as a route to the new Smithfield Market (begun 1866). The new road network was built at a higher level in order to bridge the hilly topography of the river valley. As a result, Charterhouse Street was given a flight of steps down to Saffron Hill, which was cut off at that point (it had formerly continued southward). Further steps were provided in the courts leading up to St Andrew's House, which, owing to the valley topography, was built higher than Saffron Hill yet below the level of Charterhouse Street.



1873 Ordnance Survey, during reconstruction



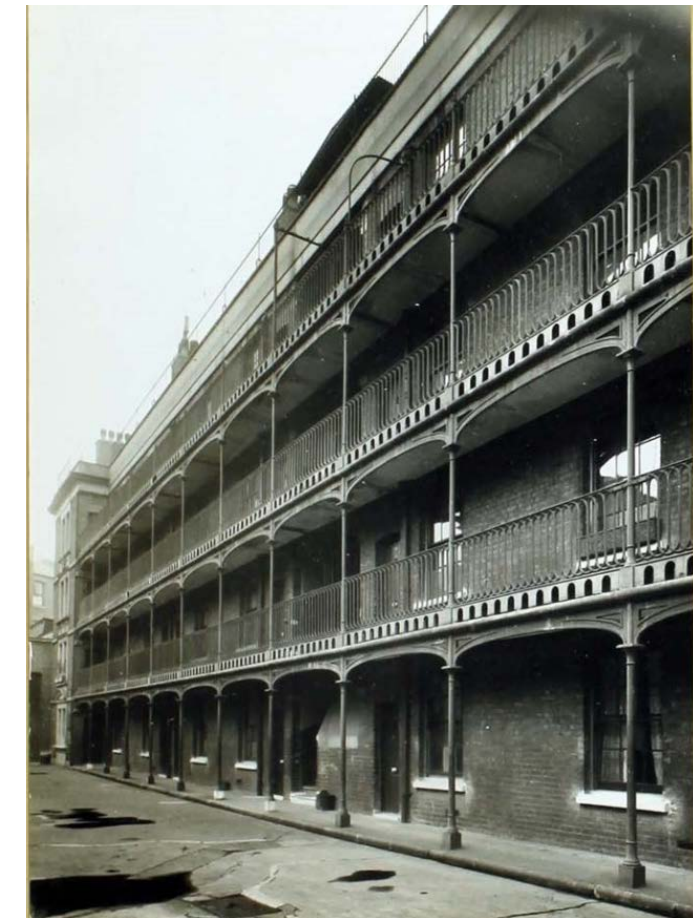
1895 Ordnance Survey

St Andrew's was built in 1875 by the City of London as 'industrial dwellings', i.e. low-rent housing for artisans. Its design is similar to the earlier Corporation Buildings on Farringdon Road (1865, dem. 1970). Both buildings were designed by the City Architect Sir Horace Jones, who borrowed ideas from private blocks built by the Improved Industrial Dwellings Company. The City of London thus became the first local authority to build social housing.

Fronting Charterhouse Street was a mix of commercial and industrial buildings of the kind built also on Farringdon Road. These large, sturdy, brick and stuccoed blocks of four storeys were detailed in a coarse, classical style that is typical of the period. Their townscape effect can be appreciated in a photo taken in 1941 after a bombing raid – the adjoining buildings united by an even grid of rectangular windows, stepping down the hill toward Farringdon Road.



1947 aerial view of the application site, with Charterhouse Street in the foreground (Britain from Above)



St Andrew's House in 1943 (Historic England)

2.4 Diamond Trading Company established

The use of the site by De Beers for diamond trading goes back to 1934.

De Beers was founded in 1888 by Cecil Rhodes with the financial backing of Alfred Beit and the Rothschild banking dynasty. In 1890 Rhodes founded a syndicate of Hatton Garden diamond traders. This was a group of ten merchants who agreed to buy De Beers' entire diamond production, mined in South Africa. In 1927 De Beers was taken over by Ernest Oppenheimer, the founder of the Anglo American mining company (with J. P. Morgan), who grew the business into an effective global monopoly on diamonds. Then, in 1934, De Beers established the Diamond Trading Company at 17 Charterhouse Street to develop further the activities of the syndicate. It became the world's premier centre for sorting rough diamonds, a status it retained throughout the twentieth century.

By the Second World War, the Diamond Trading Company occupied buildings on both sides of Charterhouse Street. In 1940-41 the south side of the street was badly damaged in bombing raids, prompting a temporary move to Berkshire.



Charterhouse Street in 1941 following a bombing raid (De Beers)

2.5 Post-war rebuilding

The present buildings on the site date from the 1970s, with an extension of 2004. These facilities were purpose-built for the requirements of diamond sorting.

In the early 1970s De Beers elected to build a new headquarters at 17 Charterhouse Street, taking in adjacent sites including St Andrew's House. Nineteen-seventies planning documents in the De Beers Archive record the 'special design problems' and 'need for more space than for normal offices' that diamond sorting activities present.

The result was a highly bespoke building, erected in 1976–79 to the design of Chapman Taylor, a prolific practice that later specialised in shopping centres. It was originally linked to another building on the south side of Charterhouse Street via a covered bridge, designed in a high-tech style with its structure exposed (dem. c. 1990s). It also incorporates a roof-top helipad and, behind the Charterhouse Street elevation, a driveway leading to a vehicle turntable. All these features were designed for the secure movement of diamonds.

The exterior of the building is articulated as a series of narrow bays, defined by projections and recessions. Tall oriel windows with bronze cladding to the upper storeys contrast with narrow slit windows in textured, roach bed Portland stone at ground floor, imparting a fortress aesthetic. The detailing employs the faceted forms typical of 1970s architecture, for example as used earlier on Chapman Taylor's No. 204 Great Portland Street (1972; demolition consented 2017). The vehicle gates and the window grilles over the Saffron Hill steps were given bespoke metalwork.

As part of the development, the courtyard in front of St Andrew's House was enlarged and given new landscaping in connection with a vehicle ramp from Saffron Hill (see photo, p.10). In 1982 the south end of Saffron Hill and the flight of steps were stopped-up under the Highways Act, reverting to the site owner.

The northern part of the building along Saffron Hill was extended in 2004 to a fully-glazed design by Aucketts (see p.13, photos F and G).



View from Holborn Circus, 1980s (De Beers archive)



View from Charterhouse Street, showing narrow window in place of the bridge



View from Holborn Circus, 2017



Chapman Taylor's No. 204 Great Portland Street (1972; demolition consented 2017)

3.0 Significance

3.1 Criteria for Assessing Significance

Assessing significance is the means by which the cultural importance of a place and its component parts are identified and compared both absolutely and relatively. The purpose of this process is not merely academic. It is essential for effective conservation management: the identification of areas and aspects of higher and lower significance, based on a thorough understanding of a place, enabling proposals to be developed that safeguard, respect, and where possible enhance the character and cultural value of a place. An assessment of significance is an essential step towards identifying areas of a building where only minimal change should be considered, as well as locations and actions where change might enhance the understanding and appreciation of a site's significance.

The significance of important historic buildings is also defined by their statutory designation on the National Heritage List for England. This is the legal mechanism that identifies significant historic places in order to protect them.

The analysis of significance in this report has been undertaken using terminology and criteria from the NPPF, which places the concept of significance at the heart of the planning process. Annex 2 of the NPPF defines significance as:

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic.

Historic England's *Conservation Principles, Policies and Guidance* (2008) includes a methodology for assessing significance by considering 'heritage values'. Ultimately, the difference between this and the NPPF amounts largely to one of terminology; the intellectual approach used to analyse and understand significance is the same. The NPPF terms are used here with Historic England's equivalent heritage values given in brackets for reference.

Based on the NPPF (Annex 2) Glossary, the following elements of significance are defined thus:

Archaeological interest ('evidential value'):

An interest in carrying out an expert investigation at some point in the future into the evidence a heritage asset may hold of past human activity. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places and of the people and cultures that made them.

Architectural and artistic interest ('aesthetic value'):

These are interested in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest in other human creative skill, like sculpture, collections and furnishings.

Historic interest ('historic value' and 'communal value'):

An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide an emotional meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

The assessment of significance will normally involve the consideration of all of these values and the balance between them will often vary from case to the next. From them, an overall level of significance can be determined, as well as the relative significance of its component parts.

3.2 Designations

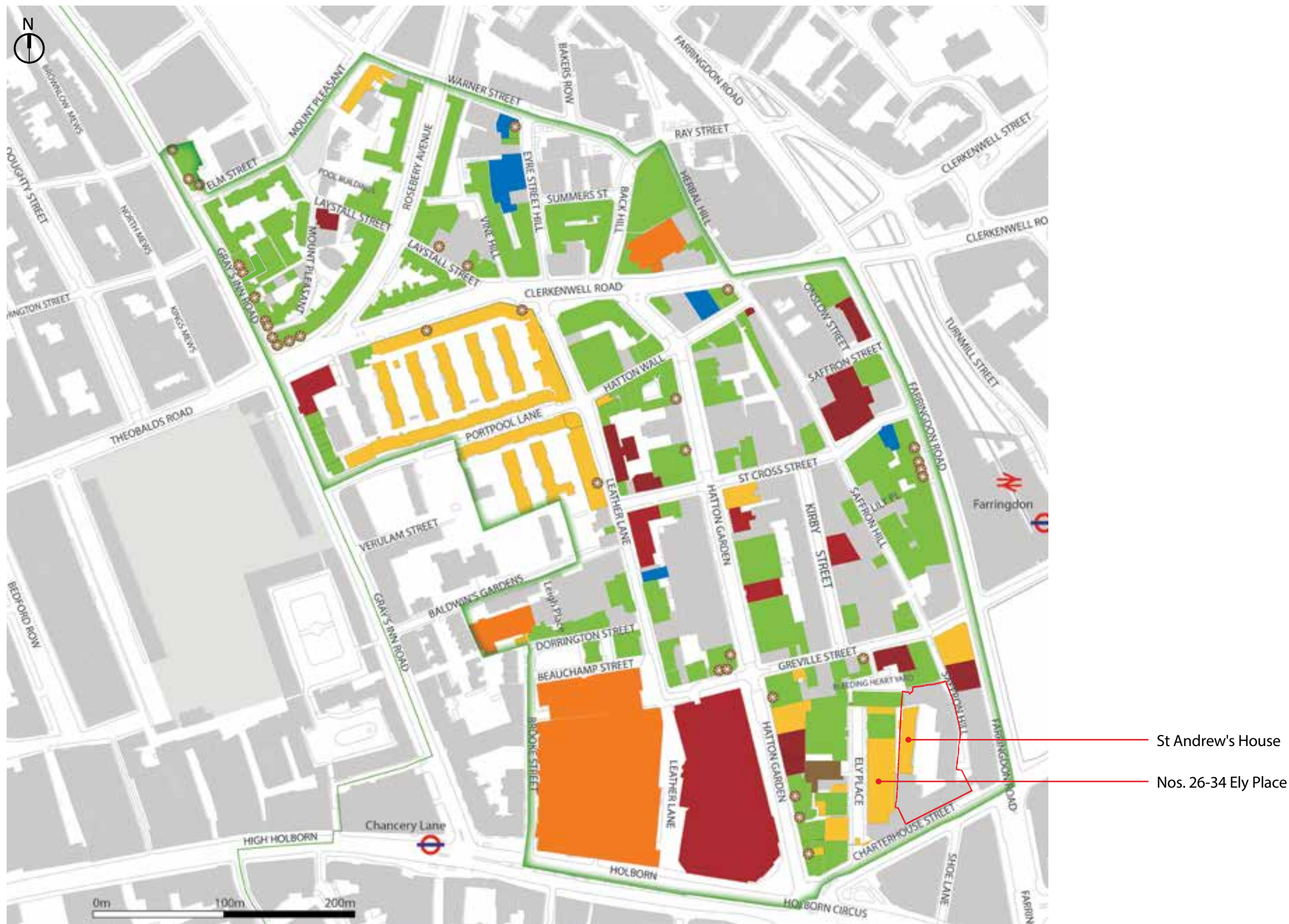
The plan overleaf shows the relationship of the site to the Hatton Garden Conservation Area, including its listed buildings. The application site includes the Grade II-listed St Andrew's House.

Nos. 26-34 Ely Place

The application site forms part of the setting of the Grade II-listed Nos. 26-34 Ely Place. These are significant examples of Georgian terrace houses, built in 1773 on the site of Ely House. Nos. 26-30 were rebuilt in the post-war period with facsimile façades toward Ely Place and as one large office building toward the rear.

- Grade I listed
- Grade II* listed
- Grade II listed
- Building that makes a positive contribution
- Building that makes a negative contribution
- ✱ Shopfront of merit
- Vacant or under-used site

For up-to-date information on listed buildings, consult the National Heritage List for England database

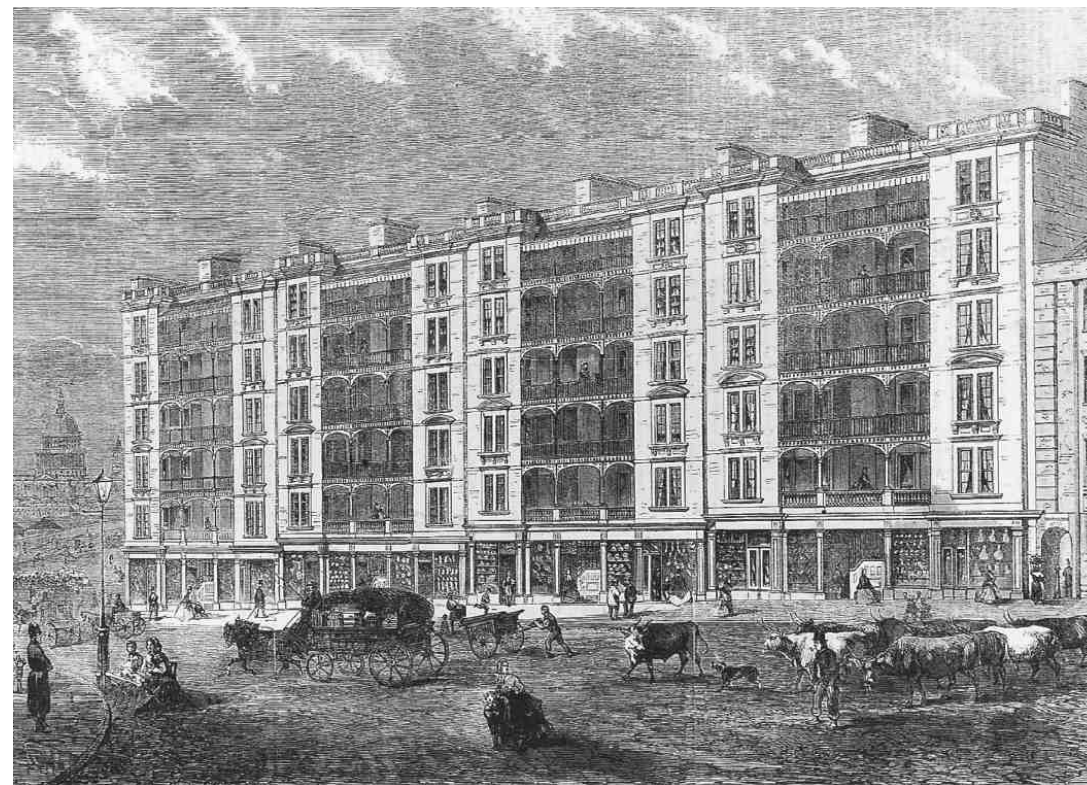


Designations map from The Hatton Garden Conservation Area Appraisal and Management Strategy Consultation Draft, 2016. The red line (added) approximately indicates the application site

3.3 Significance of St Andrew's House and its setting

St Andrew's House, built in 1874, is significant as an early example of local authority flats. It was designed by the City Architect Sir Horace Jones. Its form and layout is based on Jones's earlier Corporation Buildings on Farringdon Road, which was the first example of council housing in the whole of England (1865, dem. 1970) (Temple 2008: Chap.13).

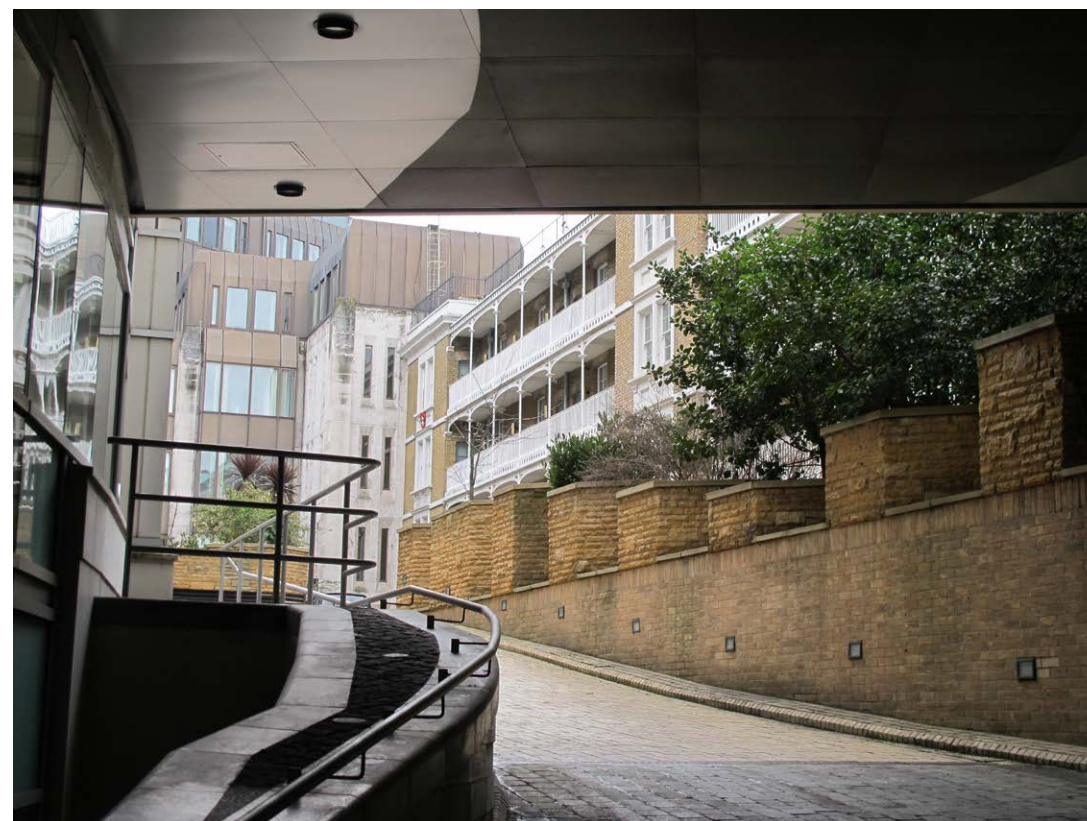
The vertical design of St Andrew's House was a response to a dense, overcrowded district. Its position in a built-up courtyard therefore makes a positive contribution to its significance, echoing its original setting. Alterations made to the courtyard as part of the 1970s development detract from the building's significance, particularly the vehicle ramp and the incongruous hard landscaping in coursed rubble stone, which fails to relate to the listed building in any meaningful way.



Corporation Buildings, Farringdon Road, 1865 by Alfred Allen and Horace Jones (Survey of London)



St Andrew's House in 1943 (Historic England)



St Andrew's House, 2017 from the gate on Saffron Hill, showing 1970s hard landscaping

3.4 Character and appearance of the Conservation Area

The Hatton Garden Conservation Area Statement (1999) is to be replaced in Summer 2017 with the Hatton Garden Conservation Area Appraisal and Management Strategy. The character of the Conservation Area is summarised in section 5.1 of the Consultation Draft (November 2016) as follows:

The Hatton Garden Conservation Area derives much of its character from its robustly detailed industrial, commercial and residential buildings of the late nineteenth to mid twentieth centuries. Also in evidence are a few Georgian terraces and a large number of unexceptional late twentieth-century buildings... All of these buildings occupy a historic and intricate network of streets that becomes gently hilly in places, adding another dimension to the character. On top of these features, the activities, sights and smells of the Area add a richness to the way it is experienced, particularly in the bustling street market of Leather Lane and around the Hatton Garden jewellery quarter.

Sections 3.2 and 3.3 emphasise the heterogeneity of the area, which is essential to its character:

The character of the Area is varied, with no single period, style or use predominating. Yet, there is a conspicuously high proportion of Victorian former warehouses and twentieth-century commercial buildings, and a smattering of Georgian houses, all of which are the direct result of the history of the Area. Today there is a mix of uses, especially commercial and residential.

Part of the character comes also from the activities associated with the Area, especially those connected to the jewellery trade, concentrated along Hatton Garden and its side streets. This has given rise to a lively street scene of small jewellery shops which are busy throughout the week, including at the weekend when the rest of the Area is quieter. Leather Lane hosts a lively street market during the week which is thronged at lunchtimes thanks to its popularity with office workers.

As further emphasised in Section 5.21 of the Consultation Draft, 'the jewellery, gold and diamond businesses around Hatton Garden contribute to the unique character and appearance of the Area.'

Section 5.14 of the Hatton Garden Conservation Area Statement (1999) states that 'there is a degree of enclosure in most streets and the appearance of high urban density. This is particularly the case in the narrower streets where taller buildings dominate, such as in Leather Lane, Saffron Hill and Vine Hill.'

Section 5.10 states the following:

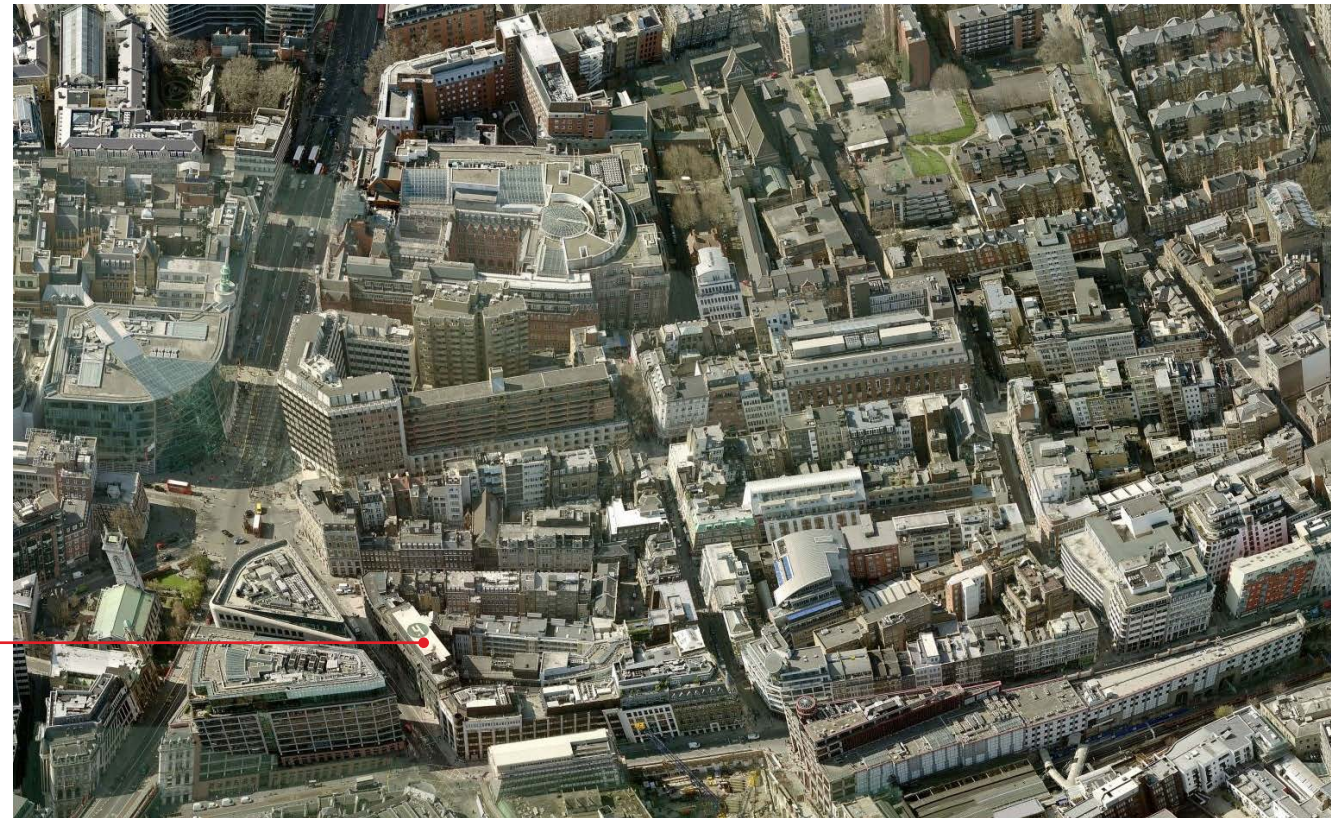
The character and special interest of the Hatton Garden area is defined largely by the quality and variety of buildings and uses... It is often the case that buildings of different periods, architectural styles and functions exist together in the same street, creating contrasts in scale and character. Subsequently, where alterations have taken place, they usually respect the established character of the adjacent buildings as well as that of the street.



Hatton Garden, showing the heterogeneous townscape

A key aspect of the Conservation Area is the change from larger and taller buildings near the main route of Holborn, to a more mixed and smaller scale further north (see aerial photo). No.17 Charterhouse Street effectively forms part of the parade of larger buildings along Holborn.

Application site



Aerial view of Conservation Area, showing larger buildings toward the Holborn end (left)



Hatton Garden Conservation Area. View from Holborn looking north along Leather Lane

3.5 Contribution made by the site to the Conservation Area

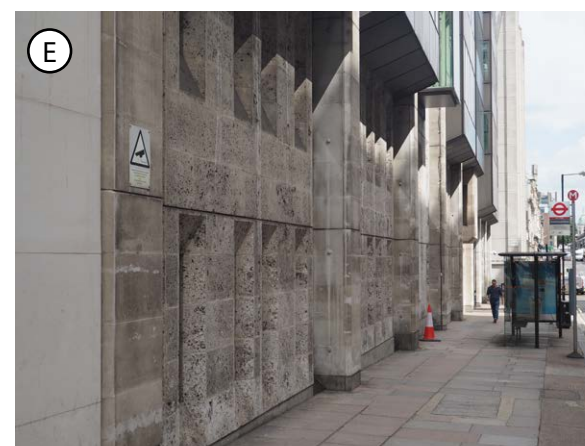
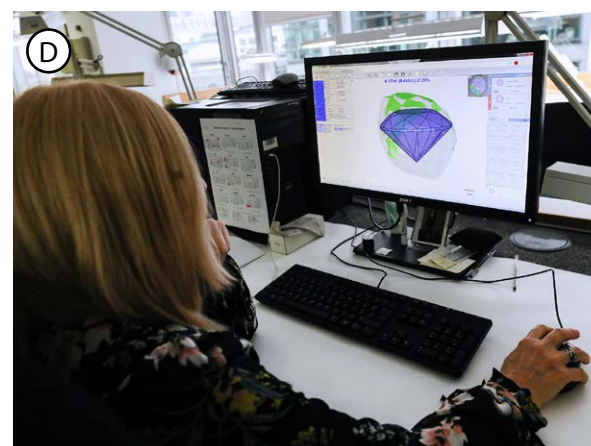
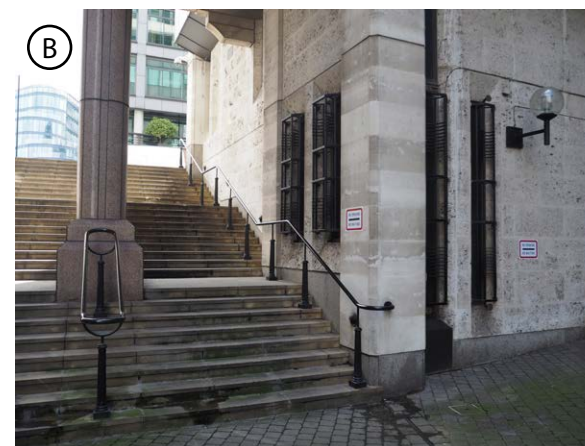
No. 17 Charterhouse Street dates mainly from the 1970s and is one of the larger and taller buildings in the Conservation Area. The principal elevation is in roach bed Portland stone with bronze window panels above. Overall, the contribution of the building is neutral because it balances positive and negative aspects as set out below.

Aspects that make a positive contribution:

- (A) The building is articulated as a series of narrow, projecting bays, creating visual interest and variety and helping to break up the large mass
- (B) The flight of steps from Saffron Hill to Charterhouse Street represents an interesting incident in the townscape that is characteristic of this Conservation Area (cf. Onslow Street and Vine Hill)
- (C) The textured, faceted stonework echoes the mining and diamond activities with which the site and the Hatton Garden district are associated
- (D) The use of the site for diamond-related activities relates positively to the long-established diamond district of the Hatton Garden Conservation Area

Aspects that make a negative contribution:

- (E) The vertical emphasis and use of narrow, slit windows gives the building a fortress aesthetic which is distinctive yet fails to relate to the special character of the Conservation Area, which is characterised more by its ground-floor showrooms and buildings of a more traditional character
- (F) Along Saffron Hill, the building is at odds with the prevailing character and there is an abrupt transition with the brick warehouses adjacent to the north
- (G) Overall, the design of the building fails to acknowledge the fundamentally different characters of Charterhouse Street and Saffron Hill



4.0 Policy context

4.1 National legislation and policy

4.1.1 National Legislation: Planning (Listed Buildings and Conservation Areas) Act 1990

The overarching legislation governing the consideration of applications for planning consent that affect listed buildings is contained in the Planning (Listed Buildings and Conservation Areas) Act 1990. Sections 16(2) and 66(1) of the Act require local planning authorities, in considering whether to grant listed building consent, 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.

4.1.2 National policy and guidance

National Planning Policy Framework (NPPF)

In March 2012 the National Planning Policy Framework (NPPF) was published, and replaced all previous Government planning policy. Section 12 covers the historic environment. The policies most relevant to the proposals are:

126. *Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:*

- *the desirability of new development making a positive contribution to local character and distinctiveness; and*
- *opportunities to draw on the contribution made by the historic environment to the character of a place.*

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

131. *In determining planning applications, local planning authorities should take account of:*

- *the desirability of new development making a positive contribution to local character and distinctiveness.*

137. *Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.*

Conservation Principles: Policies and Guidance (Historic England, 2008)

Historic England's aim in this document is to:

set out a logical approach to making decisions and offering guidance about all aspects of the historic environment, and for reconciling its protection with the economic and social needs and aspirations of the people who live in it.

Para 138 offers overarching guidance for new work or alteration. It advises that new work or alteration to a significant place should normally be acceptable if:

- a) *there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place;*
- b) *the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed;*
- c) *the proposals aspire to a quality of design and execution which may be valued now and in the future;*
- d) *the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals, or the proposals are designed not to prejudice alternative solutions in the future.*

Historic Environment Good Practice Advice in Planning Note 2 – Managing Significance in Decision-Taking in the Historic Environment (Historic England, 2015)

This advice note provides information to assist owners and other interested parties in implementing historic environment policy in the NPPF; this includes assessing the significance of heritage assets. It points out that development proposals that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with knowledge and understanding of the significance of the heritage assets they may affect.

Historic Environment Good Practice Advice in Planning Note 3 – The Setting of Heritage Assets (Historic England, 2015)

This advice note supports the implementation of policy in the NPPF. This document sets out guidance on managing change within the settings of heritage assets including archaeological remains and historic buildings, sites, areas and landscapes. It contains advice on the extent of setting, its relationship to views and how it contributes to significance. It also sets out a staged approach to decision-taking.

NPPF Planning Practice Guidance: Conserving and Enhancing the Historic Environment (2014)

The aim of the Planning Practice Guidance (PPG) is to support implementation of the policies set out in the NPPF. The section 'Conserving and enhancing the historic environment' was last updated in April 2014.

The PPG reiterates that the appropriate conservation of heritage assets forms one of the core principles underpinning the planning system. In reference to development proposals, it is the degree of harm to the asset's significance rather than simply the scale of the development that should be assessed. It explains that significance derives not only from a heritage asset's physical presence but also from its setting, which is defined as 'the surroundings in which an asset is experienced [which] may therefore be more extensive than its curtilage. All heritage assets have a setting irrespective of the form in which they survive and whether they are designated or not.'

The PPG highlights that the public benefits that may follow a development could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Para 7). It adds that benefits 'do not always have to be visible or accessible to the public in order to be genuine public benefits.'

4.2 The London Plan

In July 2011, the Mayor published an updated spatial strategy for London, the London Plan. Subsequent amendments to this plan include: Early Minor Alterations, to bring the 2011 London Plan up to date with changes to government policy; Revised Early Minor Alterations (2012); the Further Alterations to the London Plan (2015) which was published as the updated 2015 London Plan in March 2015; the Minor Alterations (MALP); and March 2016 amendments. The following policies are relevant to the application;

4.2.1 London Plan: Policy 7.4 (local character)

Strategic

A. Development should have regard to the form, function, and structure of an area, place or street and the scale, mass and orientation of surrounding buildings. It should improve an area's visual or physical connection with natural features. In areas of poor or ill-defined character, development should build on the positive elements that can contribute to establishing an enhanced character for the future function of the area.

Planning decisions

B. Buildings, streets and open spaces should provide a high quality design response that:

a. has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass

b. contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area

c. is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings

d. allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area

e. is informed by the surrounding historic environment.

Paragraph 7.13 states the following:

The social, cultural, environmental and economic relationships between people and their communities are reinforced by the physical character of a place. Based on an understanding of the character of a place, new development should help residents and visitors understand where a place has come from, where it is now and where it is going. It should reflect the function of the place both locally and as part of a complex urban city region, and the physical, economic, environmental and social forces that have shaped it over time and are likely to influence it in the future.

4.2.2 London Plan: Policy 7.6 (architecture)

Strategic

A. Architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.

Planning decisions

B. Buildings and structures should:

a. be of the highest architectural quality

b. be of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm

c. comprise details and materials that complement, not necessarily replicate, the local architectural character

d. not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings

e. incorporate best practice in resource management and climate change mitigation and adaptation

f. provide high quality indoor and outdoor spaces and integrate well with the surrounding streets and open spaces

g. be adaptable to different activities and land uses, particularly at ground level

h. meet the principles of inclusive design

i. optimise the potential of sites

Paragraph 7.22 states the following:

A building should enhance the amenity and vitality of the surrounding streets. It should make a positive contribution to the landscape and relate well to the form, proportion, scale and character of streets, existing open space, waterways and other townscape and topographical features, including the historic environment. New development, especially large and tall buildings, should not have a negative impact on the character or amenity of neighbouring sensitive land uses.

4.2.3 London Plan: Policy 7.7 (location and design of large and tall buildings)

Strategic

A. Tall and large buildings should be part of a plan-led approach to changing or developing an area by the identification of appropriate, sensitive and inappropriate locations. Tall and large buildings should not have an unacceptably harmful impact on their surroundings.

Planning decisions

B. Applications for tall or large buildings should include an urban design analysis that demonstrates the proposal is part of a strategy that will meet the criteria below. This is particularly important if the site is not identified as a location for tall or large buildings in the borough's LDF.

C. Tall and large buildings should:

a. generally be limited to sites in the Central Activity Zone, opportunity areas, areas of intensification or town centres that have good access to public transport

b. only be considered in areas whose character would not be affected adversely by the scale, mass or bulk of a tall or large building

c. relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level;

d. individually or as a group, improve the legibility of an area, by emphasising a point of civic or visual significance where appropriate, and enhance the skyline and image of London

e. incorporate the highest standards of architecture and materials, including sustainable design and construction practices

f. have ground floor activities that provide a positive relationship to the surrounding streets

g. contribute to improving the permeability of the site and wider area, where possible

h. incorporate publicly accessible areas on the upper floors, where appropriate

i. make a significant contribution to local regeneration.

4.2.4 London Plan: Policy 7.8 (heritage assets and archaeology)

Strategic

A. London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.

B. Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.

Planning decisions

C. Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

D. Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

E. New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation.

4.3 London Borough of Camden Local Plan (July 2017)

4.3.1 Policy D1 Design

The Council will seek to secure high quality design in development. The Council will require that development:

- a. respects local context and character;*
- b. preserves or enhances the historic environment and heritage assets in accordance with "Policy D2 Heritage";*
- e. comprises details and materials that are of high quality and complement the local character;*
- f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;*
- m. preserves strategic and local views;*

The Council will resist development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Paragraph 7.2 states the following:

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:

- character, setting, context and the form and scale of neighbouring buildings;*
- the character and proportions of the existing building, where alterations and extensions are proposed;*
- the prevailing pattern, density and scale of surrounding development;*

- the impact on existing rhythms, symmetries and uniformities in the townscape;*
- the composition of elevations;*
- the suitability of the proposed design to its intended use;*
- inclusive design and accessibility;*
- its contribution to public realm and its impact on views and vistas; and*
- the wider historic environment and buildings, spaces and features of local historic value*

4.3.2 Policy D2 Heritage

The Council will preserve and, where appropriate, enhance 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 and locally listed heritage assets.

Designated heritage assets

Designated heritage assets include conservation areas and listed buildings. The Council will not permit the loss of or substantial harm to a designated heritage asset, including conservation areas and Listed Buildings, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a. the nature of the heritage asset prevents all reasonable uses of the site;*
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;*
- c. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- d. the harm or loss is outweighed by the benefit of bringing the site back into use.*

The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm.

Conservations areas

Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'.

In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas.

The Council will:

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area*

Listed Buildings

Listed buildings are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'.

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

- k. resist development that would cause harm to significance of a listed building through an effect on its setting.*

Paragraph 7.45 states the following:

In order to preserve or enhance important elements of local character, we need to recognise and understand the factors that create that character. The Council has prepared a series of conservation area statements, appraisals and management plans that assess and analyse the character and appearance of each of our conservation areas and set out how we consider they can be preserved or enhanced. We will take these into account when assessing planning applications for development in conservation areas. We will seek to manage change in a way that retains the distinctive characters of our conservation areas and will expect new development to contribute positively to this.

4.3.3 Hatton Garden Conservation Area Appraisal and Management Strategy (consultation draft, November 2016)

Although the new appraisal has not yet been adopted it contains a series of management guidelines, which includes guidance on new development, design and plot widths:

9.9 New development will generally be subject to planning permission. It should be seen as an opportunity to enhance the Conservation Area through high quality design that respects the historic built form and character of the area and local views. Important considerations will include the building lines, roof lines and bay rhythm of adjacent properties. The prevailing heights are generally of 3-6 storeys, which will be considered the appropriate height for new development. Plot widths are also particularly important. In the past, these have often been amalgamated into larger plots, damaging the 'urban grain' and character of the Area. Therefore, new development should preserve the visual distinction of existing plot widths and, where possible, reinstate some sense of the visual distinction of lost plot widths.

5.0 Heritage impact assessment

5.1 Introduction

This chapter assesses the heritage impact of the proposals on the significance of the designated heritage assets based on the understanding of their significance outlined in this report (Chaps. 2-3) and in the context of relevant policy (Chap. 4). The heritage assets are:

- Hatton Garden Conservation Area
- St Andrew's House (Grade II)

5.2 Summary of the proposals

The proposals are to extend and remodel the existing building to create a new headquarters for Anglo American and De Beers that meets current office and sustainability standards. Internally, this involves making new openings and connections to solve the existing circulation problems. Externally, the building will be re-clad and re-glazed to remove the asbestos in the window bays and to admit more light into the office floors. Materials will include Portland stone.

5.3 Impact on Conservation Area

As set out in Chapter 3, there are positive and negative aspects of the existing building's relationship with the Conservation Area. These will be addressed in turn:

A: The building is articulated as a series of narrow, projecting bays, creating visual interest and variety and helping to break up the large mass

These themes are sustained in the proposed remodelling of the façade. The proposed elevations to Charterhouse Street and Saffron Hill are articulated as a series of narrow bays defined by vertical stone strips set between projecting metal window frames.

B: The flight of steps from Saffron Hill to Charterhouse Street represents an interesting incident in the townscape that is characteristic of this Conservation Area

The flight of steps will be retained.

C: The textured, faceted stonework echoes the mining and diamond activities with which the site and the Hatton Garden district are associated

The existing textured, faceted stonework will be retained along Saffron Hill. The proposals on Charterhouse Street are to replace the stonework with new Portland stone, continuing the use of faceted openings to the new windows.

D: The use of the site for diamond-related activities relates positively to the long-established diamond district of the Hatton Garden Conservation Area

The raison d'être of the proposed development is to enable Anglo American and De Beers to continue operating on their historic site. The new building will continue to be used for diamond-related activities, making a key contribution to the diamond district of the Hatton Garden Conservation Area.

E: The vertical emphasis and use of narrow, slit windows gives the building a fortress aesthetic which is distinctive yet fails to relate to the special character of the Conservation Area

The proposals strike a balance between retaining aspects of this distinctive architectural language while also providing a more open and active street frontage. As proposed, the Saffron Hill frontage will retain its fortress-like slit windows and distinctive, bespoke metalwork. On Charterhouse Street the proposal includes new versions of the distinctive slit windows at ground floor, but with a transition to wider windows flanking the new main entrance, which itself is fully glazed. Here, the increased animation of the street scene will have a positive impact on the Conservation Area.

F: Along Saffron Hill, the building is at odds with the prevailing character and there is an abrupt transition with the brick warehouses adjacent to the north

The proposals for Saffron Hill include the removal of the detracting bridge, which will have a positive impact, increasing views within this part of the Conservation Area. The proposal to add a single storey to the upper floor on the Saffron Hill elevation will have a negligible effect on the character of the Conservation Area. At present, the narrowness of the lane combined with the height of the buildings creates a canyon effect, and this will remain the case.

G. Overall, the design of the building fails to acknowledge the fundamentally different characters of Charterhouse Street and Saffron Hill.

The retention of the fortress-like ground floor to Saffron Hill compared with the changes along Charterhouse Street to create a more open frontage there will now give a sense of the difference in character between these two routes.

5.4 Impact on designated views

The application site falls within several key viewing corridors that are designated under the London View Management Framework. There will be no impact on these views because the maximum height of the building will remain the same (the tallest element is the south range on Charterhouse Street). The proposed roof extensions are within the overall envelope of the building and will therefore not affect the views.

5.5 Impact on the listed buildings

The proposal to reduce the width of the central courtyard will enhance the setting of the Grade II-listed St Andrew's House. This is because, historically, it faced a narrower court than at present (see Chaps 2-3). This will be achieved by building a simply-detailed steel and glass structure within the courtyard. This will be only two storeys high and will therefore have the effect of creating a more appropriate and intimate setting for the listed building. The simplicity of the new glass and steel façade will provide a neutral foil for the more richly treated façade of St Andrew's House. Another benefit will be the removal of the 1970s landscaping which at present detracts from the setting of the listed building.

The proposals will have no heritage impact on the Grade II-listed Nos. 26-34 Ely Place. As there is no increase in overall height, the appreciation of the listed buildings from Ely Place will not be affected. The proposed re-cladding of façades facing the rear of Nos. 26-34 will not change anything that is significant about the setting of the listed buildings.

5.6 Conclusion

In summary, the proposals will preserve the character of the Hatton Garden Conservation Area. The design sustains those aspects of the existing building that make a positive contribution to the Conservation Area, including the vertical emphasis and the use of Portland stone. The changes to the ground floor elevation to make it more open and animated should be beneficial in providing a more welcoming and active frontage on the important thoroughfare of Charterhouse Street.

The Grade II-listed St Andrew's House at the heart of the development will be retained. Its significance will be enhanced through changes to its setting that will create a more appropriate, intimately scaled courtyard, based on its historic setting. The simple, modern treatment of the proposed two-storey structure will provide a foil for the more richly treated façade of St Andrew's House.

Anglo American and De Beers have been closely associated with the Hatton Garden diamond district since 1890 and with the site at 17 Charterhouse Street since 1934. The most important and far-reaching benefit of the project is that the proposals will allow them to continue on this site into the future, making an important contribution to the communal value of this distinctive quarter of London.

6.0

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Appendix A

List description

ST ANDREWS HOUSE

List Entry Summary

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

Name: ST ANDREWS HOUSE

List entry Number: 1356864

Location

ST ANDREWS HOUSE, SAFFRON HILL

The building may lie within the boundary of more than one authority.

County: Greater London Authority

District: Camden

District Type: London Borough

Parish:

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 08-Mar-1999

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: LBS

UID: 473100

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

TQ 3181 NW SAFFRON HILL (South West side) 798-1/102/1890 St Andrew's House 11/01/99

GV II

19 flats, some now in office use. Built in 1875 by Corporation of the City of London, architect Horace Jones. Stock brick with some rendered details, flat roof. Symmetrical plan of 4 storeys with attic over centrepiece. One-bay centrepiece and two-bay end wings, with between them on each side and each floor six bays set behind galleries of cast-iron with exposed four-centred beams. All windows with glazing-bar sashes, those to centre and ends in stucco surrounds. The badge of the Corporation on the end wings. INTERIORS: altered and a lift inserted. HISTORICAL NOTE: this block, originally known as Viaduct Buildings, is the oldest surviving public housing in London and one of the oldest in Britain. This is the survivor of two blocks built by the Corporation, whose design owes much to Sydney Waterlow's model dwellings for the Improved Industrial Dwellings Company. This design is more lavish than was generally adopted by the IIDC, particularly in its use of cast-iron. Waterlow was a member of the City's Common Council and the Inspiration behind this development.

Listing NGR: TQ3148881735

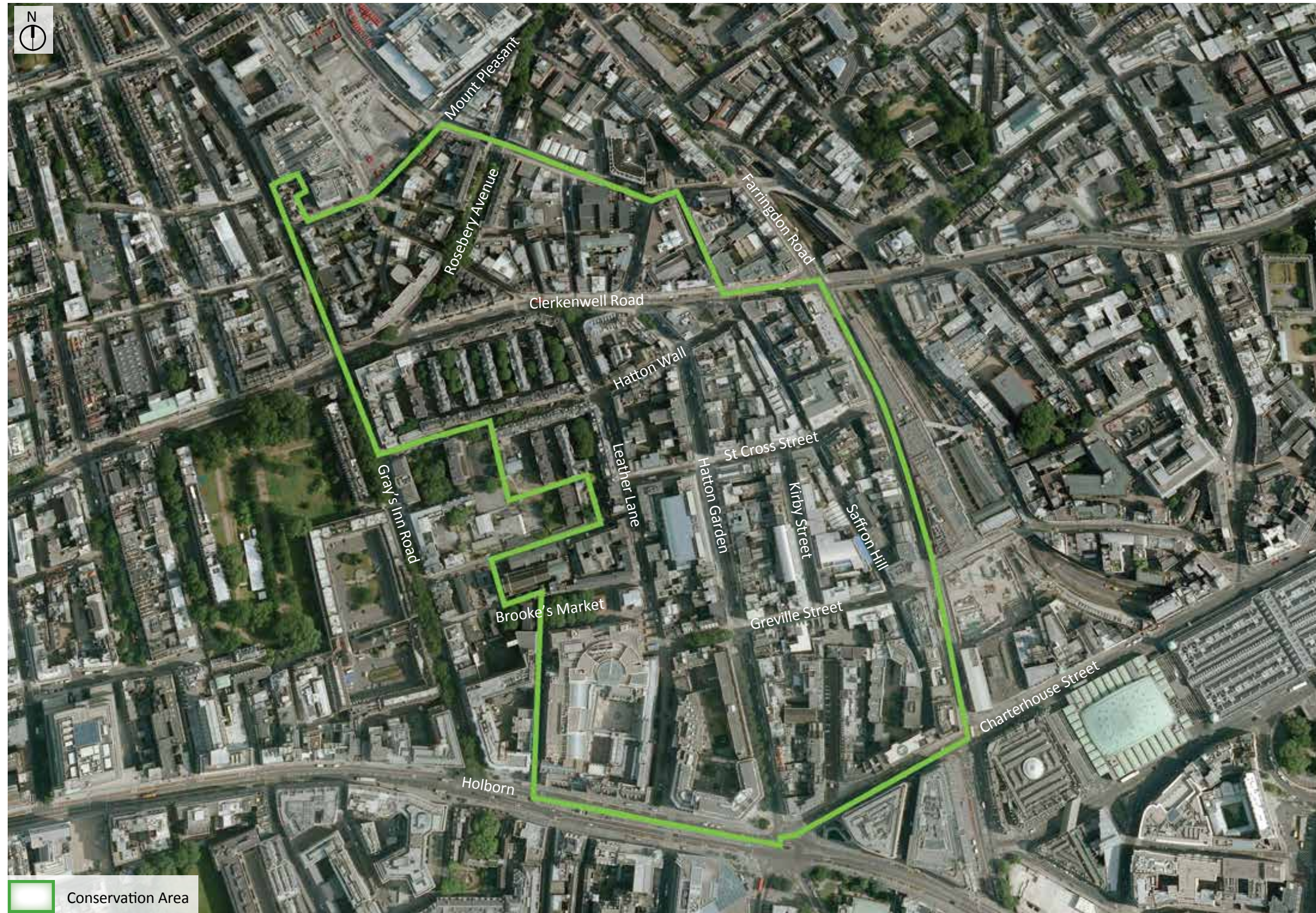
Selected Sources

Legacy Record - This information may be included in the List Entry Details

National Grid Reference: TQ 31492 81736

Appendix B

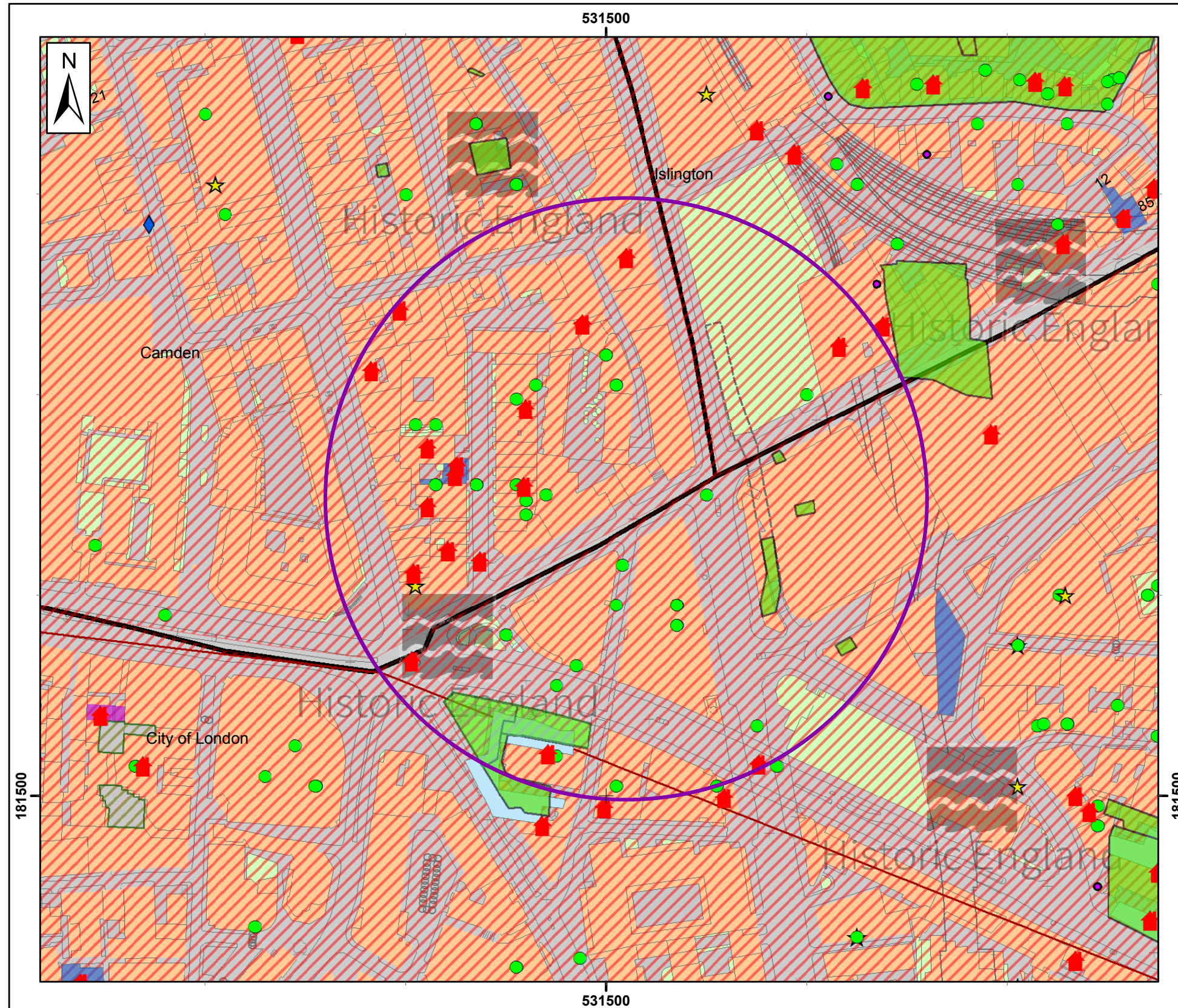
Conservation Area map



Boundary of Hatton Garden Conservation Area (from the Hatton Garden Conservation Area Appraisal and Management Strategy Consultation Draft, 2016)

Appendix C

Historic Environment Record key map



GLHER Report 13493
 17 Charterhouse Street, EC1
 TQ 31510 81648
 Radius: 150m

9 August 2017

- Archaeology
- ★ Archaeological Find Spot
- ◆ Building ■ Listed Building
- ★ TDP & TAS
- Maritime Archaeology
- Registered Parks & Gardens
- Scheduled Ancient Monuments
- ▨ World Heritage Sites
- ▨ Archaeological Priority Area
- Event Location
- Event Location (Not fully recorded on the GLHER database)
- Requested Search Area

Scale (at A4): 1:2,500

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Notes:
 Any Listed Building information shown on this map extract is provided solely to indicate the location of the listed building(s) and does not attempt to indicate the curtilage or the full extent of the listing(s). Any archaeological priority area(s) shown on this map extract are those used by the Historic England archaeological advisors and there may be minor differences when compared to the relevant borough UDP or LDF.



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Alan Baxter

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Reviewed by Susannah Homer

Issued August 2017

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