



84 Cleveland Street,
London W1T 6NG

HERITAGE & DESIGN STATEMENT

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A Heritage Statement has been prepared to inform the possibility of making external change to the building in the form of railings to ground floor on the west side. As the property is in a Conservation Area certain concerns will be applied by Camden. This initial heritage and visual impact assessment has been prepared to provide greater understanding of the historic and architectural significance of the area. This early work creates the framework for the proposed design which forms the basis of this approach. The report indicates that change to the external area can be done in a way that preserves historic fabric, completes the building and enhances the Conservation Area.



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1.0 INTRODUCTION

1.1 Background

Our client wishes to introduce new historic railings into a street corner of Cleveland Street and Grafton Way, with the objective of integrating new design within the distinctive setting of Fitzrovia.

Our assessment, as presented here in this report, has demanded a level of understanding, ingenuity and sensitivity. The starting point of such an analysis was to define the qualities of the building itself at no 84 Cleveland Street and then to understand the setting within which the building sits. From this baseline we have been able to assess and determine the degree to which the proposals will impact on the visual and physical character of the street and in consequence, the Conservation Area

The Conservation Area appraisal describes the historic core and its relationship with the built-up area of Charlotte Street and Cleveland Street as a whole. It summarises the general function the townscape performs in relation to the built-up area. We note that since this assessment was carried out there has been a rise in development along the street with some new building and remodelling of existing spaces in evidence.

Examination of the character of this part of the Conservation Area has been conducted in order to assess the degree of visual impact, the proposed new railings would have on the immediate and wider setting, its neighbours and the Conservation Area as a whole. The results of these evaluations find that there are sufficient grounds to justify an additional finely grained structure in this already well occupied part of the street. We note as well that the erection of railings is reversible and can be taken away by later occupants should aesthetic needs and matter of security change.

Some of the principle objectives of the scheme which have shaped the design include:

- Support the character of Charlotte Street Conservation Area and Fitzroy Conservation Area
- Protect and enhance the architectural significance of 84 Cleveland Street, a former Pub
- Enhance the spatial relationship of the east west route along Fitzroy Square
- Contribute to the southerly view of Post Office Tower as seen from the north of Cleveland Street.
- Add to the already diverse mix of front boundary treatments, and by reflecting that which already exists in the north side of no 84, create some continuity:

The site is located within the Charlotte Street Conservation Area (CSCA) and Fitzroy Square Conservation Area (See Figure 1). Cleveland Street was designated a Conservation Area on 20 November 1990 and is part of the Charlotte Street Conservation area (adopted July 2008). The Conservation Area appraisal is relevant as the site falls within the setting of these 'designated' heritage assets. The historical background of Fitzrovia is briefly assessed in order to understand its development.

The assessment evaluates the existing character of the Conservation Area so as to determine the degree to which the proposed has referred to the streetscape, built form and surrounding open areas that contribute to the quality of Cleveland Street.

There are many important listed buildings in the Conservation Area, including terraced houses, blocks of flats, a former hospital and a former Victorian workhouse. The BT Tower complex was London's tallest building when it was completed in 1960 and it remains a major London landmark.

The area's spatial character derives from the densely developed grid pattern of streets and development is predominantly four storeys and set back from the street by a small basement area, creating a strong sense of enclosure.

The predominant building type is the townhouse as part of a terrace; public houses are generally in corner locations at junctions and decoratively treated, with several retaining interesting Victorian decoration.

1.2 Policy Understanding

The NPPF requires local planning authorities to identify areas of 'special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' and then to pay 'special attention to the desirability of preserving or enhancing the character or appearance of those areas'. This information helps understand the impact of a proposal on a heritage asset so as to avoid conflict between the heritage asset's conservation and any aspect of the proposal (**129, NPPF**).

At a regional level the London Plan (**July 2011**) provides the London wide context within which individual boroughs must set their local planning policies. The policy encourages development that (i) identifies values, conserves, restores, re-uses and incorporates heritage assets, where appropriate, and (ii) conserves heritage assets and their setting.

Local (Core Strategy)

Section 38 (6) of the 2004 Planning and Compulsory Purchase Act requires that planning applications are determined in accordance with the development plan, unless material considerations indicate otherwise. The Local Plan was adopted by Council on 3 July 2017 and has replaced the Core Strategy and Camden Development Policies documents as the basis for planning decisions and future development in the borough .

The development plan comprises policies to promote high quality places whilst also conserving Camdens rich heritage. The proposals will be assessed against whether it conserving Camden's heritage and enhances the Conservation Area.

The Charlotte Street Conservation Area Appraisal and Management Plan (**2008**) is a material consideration and will be used by the council to test new development against the protection of its character and setting. The Council pays particular attention to design matters when considering planning applications, to ensure that the character of the area is enhanced and protected.

Development management policies require proposals to preserve listed buildings and enhance the special character and appearance of the Conservation Areas and their settings. Development that makes a positive contribution to the boroughs local character will be encouraged, whilst new developments within a Conservation Area and within the setting of a listed building should be of a high quality contextual design so that it conserves the significance of a structure or a place.

In Policy D1 (regards design quality), **the** council require extensions and modifications to existing buildings to be of the highest architectural and urban design quality, taking opportunities to improve the quality and character of buildings and the area and the way it functions. Modifications to existing buildings should be visually subordinate to the main building, allowing the form of the main building to be clearly seen and reinforce the integrity of the original Building.

In regard to D2 (Heritage assets), the intrinsic value of the borough's high quality and significant historic environment is one of its greatest assets. Any change should not detract from the existing qualities of the historic environment.

The railings and basements along the majority of frontages are an important facet of the character of the area. The Council will resist the loss of original railings and infilling of basement lightwells where this forms part of the area's character.

1.3 The Proposal

The property is a building on the east side of Cleveland Street, abutting the corner to Grafton Way. A building first existed on this site before 1872 when it was a public house. In 1856 it was known as 27 Cleveland Street.

No 84 Cleveland Street used to be the Bromley Arms. The pub closed in around 2002 and was converted to office use. The present building retains much of its former Victorian appearance and proportions.

More recently the former Bromley Arms has been revived and the 5 storey (including basement) building has been converted into 4 apartments. It is sited on the edge of one of London's beautiful squares in Fitzrovia. In historic times, railings were an important part of a buildings outward function and appearance and they added greatly to the quality to the Georgian squares which characterise this part of London.

The elevation at no 84 is important for its blank expanse of brick wall and the blind window on the first storey. There is a chamfered window of glass that presents a narrow corner to the building. This complements well against the tile work which is manifest on either side. The hanging sign of the former brewer still hangs is an important part of the building's heritage.

The proposal involves the installation of cast iron railings on the side of Flat 1, 84 Cleveland Street, to ensure better security and to improve the appearance of the front elevation of his property. At the moment the north side of the building on Grafton Way has railings and all the other Georgian houses on Grafton Way also have historic railings to the front.

This Heritage Assessment underpins a 'conservation-led' approach to change at the building so as to provide an external feature in keeping with the needs of a refined and sophisticated user. We also refer to the public benefits derived from improving this space.

2.0 HISTORIC & ARCHITECTURAL CONTEXT

2.1 Location and description

No. 84 Cleveland Street is located on the corner of Cleveland Street and Grafton Way, a short distance to the southwest of Fitzroy Square Garden. The property is within the Fitzroy Square Conservation Area, on its western edge.

Cleveland Street marks the boundary with the City of Westminster. The terraces along the east side of Cleveland Street are predominantly three storeys in height, with more four storey elements to the south of Grafton Way. Grafton Way runs perpendicular to Cleveland Street and forms the south-east side of Fitzroy Square. The western end of Grafton Way similarly contains mainly four storey terraced properties in a similar style to 84 Cleveland Street.

The property is five storeys high, constructed from yellow stock brick with white painted timber sash windows. On the ground floor is a historic public house façade (which was altered when the public house was converted to office use in the 1970s) with distinctive glazed tiles, green painted window frames and tiled signage.

2.2 Summary History of Fitzrovia area

Pre 1750

Prior to the middle of the eighteenth century the land within the conservation area was mainly agricultural land on the edge of London within the demesnes of Manor of Tottenham (Tottenham Court). The land, recorded as being owned by the Canons of St Paul's Cathedral in the Domesday Book, had a succession of owners as the balance of power changed through the centuries.

Following the Restoration, it was seized by the Crown and leased to the Earl of Arlington (1667), who passed it to his daughter and her husband, Henry Fitzroy (Earl of Euston and Duke of Grafton). On **John Roque's 1746** Map of London, the line of Tottenham Court Road can already be seen bearing the same name.

Rathbone Place, running north from Oxford Street had been developed in the 1720's following the example of development on the Cavendish Estate to the west. This was followed by other developments in this area including Windmill Street which was first laid out in the mid-1720s. The street was named after a windmill that once stood at the northern end of Rathbone Place next to a reservoir.

1750-1800

The construction of New Road (Euston Road) in the 1750s to by-pass Oxford Street, saw the start of expansion of suburban London northwards. Development progressed rapidly with the majority of development occurring between 1750 and 1770. By the 1770's development had covered most of the area to Chitty Street on land previously known as Walnut Tree Field. It was at this time that the street pattern of the conservation area had been established.

Unlike the larger estates within Bloomsbury where standards of construction were enforced and development formally planned and laid out, development occurred in a more piecemeal fashion reflecting the various ownerships and individual landowners leasing plots to builders for development. The townhouse was the prevailing form of development, making efficient use of the land with generally spacious streets to the front and mews service streets to the rear.

Middlesex Hospital, which had been established in two former houses on Windmill Street in 1745 moved to its site on the west side of Cleveland Street by 1760 and a concert room was built in Tottenham Street (1772). A workhouse was built on Cleveland Street in the late 1770s and is now the Middlesex Hospital Annex.

1800-1900

By the turn of the 19th century, the area had become less fashionable with many of the wealthy occupiers moving to the west. The large grand houses were subdivided and rented out. The large rooms made good studios and, as a result, the area attracted many artists. The area continued to become poorer during the 19th century and a range of artists, artisans and craftsmen established businesses in the area, attracted by the low rents. Cabinet-making became particularly concentrated in the area with shops selling furniture along Tottenham Court Road, a pattern that continues today.

Shops to serve the increased population also appeared during the 19th and early 20th century, particularly along the peripheral streets. Interesting examples of which are in evidence along Warren Street, Cleveland Street and Whitfield Street.

Shops began to be inserted into the ground floors of the formerly residential townhouses during the 19th century and Goodge Street became established as a weekend fruit and vegetable market. The Prince of Wales Theatre was developed on the site of the concert hall in Tottenham Street and the Workhouse on Cleveland Street was enlarged in 1829.

Just before the turn of the 19th Century the area became of focus for migrants from around Europe including from France and Italy. Businesses, shops and restaurants were established by the incoming population adding to the mixture and variety of businesses in the area.

1900 onwards

Tottenham Court Road became a focus for the development of larger purpose built shops for furniture and other goods being made in the local area began to occur. The Prince of Wales was replaced by the Scala Theatre in 1902, which was demolished in 1969 and replaced by the current substantial block in 1974.

The name "Fitzrovia"¹ is understood to have been adapted in the 1930s, when people began using it to describe the area following gatherings of writers and other talented individuals at the Fitzroy Tavern. The area suffered from bomb damage during WWII leading to a pattern of larger scale development from the 1950's and 1960's.

Regards current redevelopment in the immediate area, at 101 Cleveland, planning permission was granted in 2016 November, for, demolition of existing building and redevelopment to provide a building of three landscaped blocks on the site of the former Middlesex Hospital.

2.3 History of No. 84

Cleveland Street is a road which has historically connected Goodge Street with the Euston Road. In 1851, the street plan was as it is now today with the importance of Fitzroy Square firmly drawn out to the side of Cleveland Street. In 1872 a public house had been built on the corner on the same foundations as current. The north side of the building fronts Upper Grafton Street and the western side edges onto Cleveland Street.

The plan defines additional areas to the building line as being present on all of the north side, around the corner to Cleveland Street and to the middle section of the Cleveland Street elevation. This demarcation was for front boundary treatment which is highly likely to have been for railings. All the other buildings to its sides has the same demarcation which signifies that there was an overall unity in the manifestation of the buildings at ground level to the street.

By 1895 this definition of front and side boundaries has disappeared from many of the buildings including no 84. Front boundary treatments in the form of lightwells and railings are still noted on the buildings on both sides of Grafton Street and all around Fitzroy Square, but they are no longer present on the buildings to the north or south of no 84. Only intermittent occurrences of front areas is seen in 1913 demonstrating a desire to fill in areas that would have formed invaluable seating areas to cafes.

In 1953, boundary treatments appear to the front of some buildings on the other side of Cleveland Street, particularly to no's 117 – 119, directly opposite. At some point in the 1970's the wedge of land to the immediate west of no 84 was levelled, leaving an expanse of land vacant between Clipstone Street and Carburton Street. Finally, it is not known when the lightwell at no 84 was filled, but a photograph from 1980 shows concrete bollards marking the boundary to the pavement.

¹ The area is named after Fitzroy Square which lies in the NE corner, which in turn is named after Henry Fitzroy, the illegitimate son of King Charles II and the Duchess of Cleveland. From this family we obtain the names of Warren Street, Fitzroy Street, Grafton Way and indeed Cleveland Street.



1980, concrete bollards at front of no 84

2.4 Conservation Area Context

Cleveland Street was described as an area of special architectural and historic interest when it was designated a Conservation Area on 20 November 1990. Cleveland Street is part of two conservation areas within the London Borough of Camden: the Fitzroy Square conservation area and the Charlotte Street Conservation Area. This double designation is rare and possibly unique.

Charlotte Street Conservation Area:

The Charlotte Street Conservation Area is situated in an area known as 'Fitzrovia'. The area was developed speculatively as a primarily residential area in a relatively short space of time with building progressing northwards across the area from the slightly earlier Rathbone Place, developed in the 1720s.

During the later 18th and 19th centuries the area declined in popularity as a residential suburb and became more mixed, attracting artists, craftsmen and immigrant communities who established businesses. Shops and public houses were developed or inserted into older buildings and a mix of smaller residential uses were put into the upper floors of buildings, cafes and small businesses established at ground level.

This varied mixed use character remains and contributes to the charm of the area today. The character is still strongly influenced by its initial development in the Georgian period as a residential suburb and the subsequent social and economic changes that have affected patterns of use and occupation of the buildings. This, and subsequent changes in architectural tastes and styles, is expressed in the changes to the physical fabric and current occupation of the area.

The speculative nature of the initial phase of development lead to the prevalence of repeated three and four storey townhouse forms across the area and a very dense street pattern. The repeated terraced forms of consistent narrow plots create a rhythm of elevational articulation, as seen in windows, storey heights and entrances.

The traditional pattern of frontages, with basements defined by railings has been retained in areas although infilling has occurred in places to enable the insertion of shopfronts.

In Fitzroy Conservation Area:

The Fitzroy Square Conservation Area is relatively consistent in its pattern of development. It has a Georgian layout of terraced streets grouped around a central square. In terms of townscape analysis, the Conservation Area has been divided into sub-sections of which the one called 'The Surrounding Streets' (Grafton Way, Conway Street, Fitzroy Street, Cleveland Street, Warren Street, Maple Street) is most relevant to no 84.

Warren Street, Cleveland Street and Maple Street define the northern, western and southern boundaries of the Conservation Area respectively. All buildings are occupied by a wide range of small scale retail, service, restaurant, office, community and residential uses - one of the defining characteristics of these streets. The mix of small scale uses, often within a single (independent) building, make an important contribution to the character and vitality of this part of the conservation area.

2.4.1 Architectural Character

In Charlotte Street Conservation Area:

The buildings of the Conservation Area record the prevailing architectural style of the period it was built, with the townhouse and mews being popular. Changes in architectural tastes and styles are also reflected, as many of the properties were re-fronted or altered during the 19th century, and in the 20th century there was much infill and re-development.

The Georgian townhouses are typically brick built in a yellow stock brick and are either four storeys fronting the main streets or less frequently three storeys fronting the narrower streets. The frontages are consistent with sometimes three vertically proportioned sash windows per floor, with the largest window openings at first floor decreasing in height on successive upper floors.

The preference for red brick at the turn of the 19th century and the first decades of the 20th century can be seen, as can the influence of the modern movement in the geometric Art Deco style of some of the office buildings on Cleveland Street. Stucco was increasingly used from the early 18th century, initially at ground floor level with rusticated stucco to mimic stone and from the 1820's more frequently across whole elevations.

From the late 19th century the use of terracotta and faience began to be seen, particularly on public houses. Other common elevation details include rubbed brick arches, the use of stone banding, delicate cast iron balconies and intricate fanlights.

The Quiet Commercial Streets sub-area:

These streets, which include Whitfield Street, Cleveland Street and Chitty Street, are characterised by a greater proportion of 20th century development and a predominance of larger scale plots and buildings with relatively few surviving buildings from the Georgian period.

The nature of the uses and limited levels of traffic make these streets quieter and less populated than other streets in the conservation area. They have a strong sense of enclosure deriving from the relatively narrow street width, continuous frontages of generally four or five storeys in height and a largely consistent, strong parapet line.

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, several office/commercial buildings with art deco/modern movement influenced frontages (24 - 32 Cleveland Street) is of note.

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 because of the closure of the hospital.

Important Buildings in Cleveland Street

No's 16-22 is a short row of terraced houses with an attached shop. At no 54 was Cleveland Hall which was built as a meeting place until the hall was converted into a mission hall for the West London Methodist Mission in 1890.

A terraced house with a shop are seen at no 68 (1780) and no 106 (1832-5). An important example of a terraced house (1790) is seen at no 139 and no 141, with the latter identified as the home of Samuel Morse, inventor of the Morse Code. Other groups of terraced houses, some with shops at no's 143-149 (1790-1800), illustrate the use of front boundaries for defining shop spaces at ground floor.

No's 45-49 is a distinctive block of flats (1911) in red brick with blue brick banding and stone dressings and a tiled roof in the Arts and Crafts free style. The building bears other unique features such as the verandas on all storeys with stone bottle on the first floor and iron railings on the second and third storeys.

The BT Tower complex was London's tallest building when it was completed in 1960 and it remains a major London landmark.

The frontage building of the former Cleveland Street workhouse later Middlesex Hospital annexe (c.1776) on the eastern side of the street at 44 was listed. Between 1778 and 2005 the building operated as a workhouse then a workhouse infirmary and more recently as a hospital. In 2010 it received consent for demolition and its replacement with a large mixed use building is currently on site at 101 Cleveland. The Cleveland Street Workhouse is of particular importance in light of the fact that Charles Dickens is known to have lived nearby in what is now 22 Cleveland Street.



No's 16-18



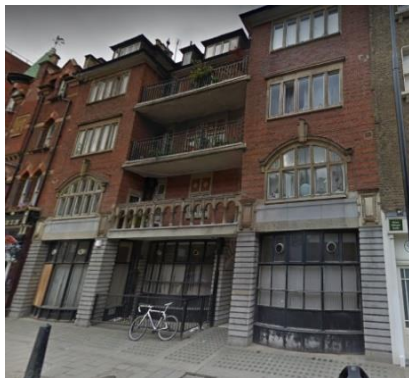
No 22



No's 52 – 54



No's 4-14



No's 45-49



No's 143-149



Figure 1: Listed buildings in Context

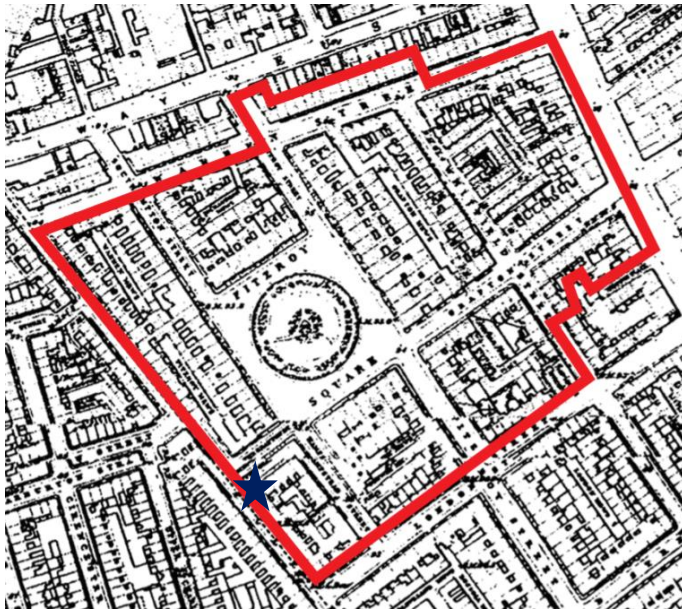


Figure 2: Fitzroy Square Conservation Area boundary

Architectural Character in Fitzroy Conservation Area:

The ‘Surrounding Streets’ Sub area

The Conservation Area boasts a sizeable number of buildings which are architecturally innovative of their period of development. The most notable and imposing group are the grade I listed, Adam-designed, terraces on the south and east sides of Fitzroy Square, with their stone fronted facades and classically influenced detailing and symmetry of elevational composition of the terrace as a whole. This is also reflected in the stucco terrace on the west side (grade II*) and in the remaining properties on the north side of the square.

The four-storey townhouses facing the square were designed in accordance with the classical principles of architecture and in the spirit of Palladianism, they give the impression of a single grand building of a symmetrical composition. The constituent elements are mostly three bays wide, whilst *railings define* the front of the plots adjoining the square and enclose a basement area.

The southern terrace of Fitzroy Square varies the treatment of projecting elements with a central arch and pilasters. The ground floors are rusticated with arched heads to the window and door openings. The majority of terraces are set back from the pavement to enable access and light to a basement area protected by *decorative cast iron railings*. There are a variety of *classically-influenced railing details including urns and spear heads*.

The slightly later northern and western terraces have a plainer elevational treatment and are listed grade II*. They are of the same scale and share similar common details such as the rusticated ground floor, arched ground floor openings and decorative railings at first floor level.

Where there are later 19th and 20th century insertions, their scale complements the original terraces. The heights of the terraces vary between three and four storeys and from street level chimneys are visible on the skyline.

Buildings that make a contribution to the Fitzroy Conservation Area

The appraisal comments on how the relatively narrow Cleveland Street, enclosed by largely four-storey terraces, retains much of its original character. It has significant consistency in terms of the architectural treatment of the terraces: the use of materials, parapets, basements and **cast iron front railings**.

Some of the terraces along the east side of Cleveland Street are three storeys in height with small attic windows within the mansard, although there are some four-storey elements (mainly south of Grafton Way). **Nos 66-84 & Nos 100-126** are considered to be groups that contribute to the character of the area, particularly No 106 which is listed for its shopfront. These blocks have a consistent elevational treatment and rhythm of fenestration and consistent plot widths. **No 84 is the former public house** considered to have distinctive turn of the twentieth century glazed tiles.

Although now entirely in residential use, no 84 is regarded in the Fitzroy appraisal as having a historic shopfront that contributes considerably to the character of the area and is an interesting reminder of its evolution since its initial development.



No's 72-80



No's 110-122



No 106



No 84



Cleveland Court



Glebe House

Cleveland Court is a five-storey red brick interwar mansion block with ground-floor shops at the junction with Grafton Way. It has Art Deco-influenced ornamental brickwork, together with white banding and canted bays. The entrance and staircase bay is accentuated by dramatic vertical planes of white concrete, and the balconies have decorative wrought iron screens.

Distractions:

There are a number of properties with out-of-keeping replacement windows, incorporating unsympathetic fenestration patterns, employing inappropriate materials, and in some instances fitted flush with the face of the brickwork. A notable example is No 120, a historic townhouse which has had unsympathetic uPVC sash windows fitted recently. There is potential for sensitive restoration of some shopfronts, although many contribute to the character of the area.

Glebe House is an out-of-keeping modern brown brick block with residential above shops. Sited to the north of the entrance to Fitzroy Mews, it is in complete contrast to **Cleveland Court**.

2.4.2 Railings

There is a notable character created by the consistent use of **cast iron railings** along frontages to separate the pavement from the basement lightwell. The details of the railings vary with an interesting variety of classically derived motifs (urns, trefoils, spears) and art nouveau and art deco detailing on later buildings.

Tottenham Court Road is notable for the variety of heights, building styles and materials along the frontage. The prevailing height is three and four storeys with a general pattern of vertically proportioned buildings on narrow plots and a well-defined parapet at roof level.

Along Goodge Street there is greater consistency in the scale of building frontages which are predominantly four storey, mainly terraced townhouses which have a strong parapet line and ground floor shopfronts; few of the frontage railings remain.

Along the '*Mixed use streets*', late 20th century buildings of a larger scale with plain utilitarian frontages do not contribute to the character of the area. A number (at the junctions of Goodge and Tottenham Streets) detract as a result of both their imposing mass and bulk within the street. The open basements of the former townhouses have been generally filled with the introduction of **pavement 'lights'**, although a few railings and basements provide a hint as to the original form of the street.

Windmill Street is another example of a street whose built character of four storey townhouses with ground floor shopfronts has been eroded by the dismantling of former railings.

Tottenham Street comprises mainly four storey townhouses with predominantly yellow stock brick frontages. Stucco decoration has been introduced to varying degrees along the street. Several of the frontages retain 19th century shopfronts although in places the railings remain.

Percy Street has a mix of shops and restaurants set in three storey townhouses, however a significant proportion of the frontages are distinctly Georgian in character with arched door heads, banding details and rubbed brick window heads. Many of the railings are retained and there are a number of semi-mature trees along the street. Of note along the street are decorative timber porches and door surrounds, incidences of tiled steps to the front doors and the decoratively re-faced building at no.4 with its unusual faience detailing.

In the '*Primarily Residential Streets*', there are mainly three and occasionally four storey yellow brick townhouses, mostly with stucco ground floors. There is one example of ground floor treatments on Scale Street where there is a consistent edge defined by railings.

Along Cleveland Street there is a mix of shop building and residential apartment blocks. The retail premises on the east side of Cleveland Street (between Grafton Way and Maple Street) generally do not have railings whilst the grand blocks on the west side to the north do (See section 3.3) . On the west side of no 84, the wall of the former pub bleeds into the street and there is no distinction between public and private space.

2.4.3 Spatial Character and Views

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.

Charlotte Street CA

The most notable views are to local landmarks, primarily the BT Tower (outside the conservation area), viewed when travelling north, which serves as a more recent reference point and aid to orientation.

Centre Point similarly is a feature of the view south along Tottenham Court Road. There are clear views of the BT Tower from Charlotte Street, Charlotte Place, Goodge Place and Tottenham Mews.

Fitzroy Square Conservation Area:

Fitzroy Square forms the principal focus of the area and has a strong, unifying effect. It is a well-proportioned space, enclosed by fine terraces of originally unified composition, with a circular central garden. There is a greater degree of enclosure to its northern side as a result of the continuation of the terraces along Fitzroy and Conway Streets.

As Fitzroy Square is pedestrianised and significantly quieter than the surrounding streets, the most notable views in the Conservation Area are gained into the Square from the surrounding streets, in which the mature trees are a particular feature.

The circular, grassed central area contains a number of mature trees which provide a focus to the space and soften and filter the views across the square. Recently restored railings separate the central grassed area from the surrounding concrete paved area provided as part of environmental improvement works in the 1970s by the Council.

3.0 DESIGN APPROACH

3.1 The setting of buildings

Charlotte Street CA is densely developed with a generally fine grain of terraced townhouses of mainly four storeys whose articulation and proportion reflect their Georgian origins. The immediate section of no 84 to is densely populated by buildings. Other buildings located on the junction of Cleveland Street and Fitzroy Square include the five storey red brick interwar mansion block on the opposite side of Fitzroy Mews. 101 Cleveland Street, which replaced a low-rise post-war row of shops, will introduce a new massing relative to the character of the area.



The character of 101 Cleveland will create a new horizontal and vertical rhythm on the western side of the space opposite no 84. The elevational design is largely based on the grid format as seen on the former hospital. The dark bricks refer to the historic buildings, whilst textured concrete and geometric window surrounds are modern. To the south of this vantage point the taller building of the Post office Tower give a definitive vertical dimension to the space.

As a corner site, no 84 naturally gravitates within three dimensions and is intimate with 2 distinct parts of the townscape; Cleveland Street and Grafton Way. No 96 Cleveland Street and no 71 and 80 Grafton Way presents the immediate built element to the setting of the north elevation of no 84. On the west side, the elevation of no 84 has a link to the linear movement of Cleveland Street and the largely unified scale of the buildings in a north and south direction from this corner.

101 Cleveland impression

Grafton Way is a short linear stretch that feeds into a historic system of streets around Fitzroy Square. It is of interest that the buildings to the north of the Grafton Way junction are of 5 storeys whilst those to the south are over 4 storeys.

The western end of Grafton Way has a four-storey late 18th century terrace (Nos 65-71, listed grade II) on the south side and a three-storey early-mid 19th century terrace (Nos 78 & 80, listed grade II) linking to the two-storey projection rear of No 32 Fitzroy Square. These are of immediate context to the north elevation of no 84.

Due to the position of 84 on the south side of Grafton Way, views are more open from the north end of Cleveland Street. So, when standing outside no 98, it is possible to make out the rounded corner of the building. It is possible to read the building as being in the foreground of the Post Office Tower that looms behind.

From the south of the site, there is nothing distinctive to mark out the building as being a former pub or even in its current use as flats. It is only when in close up such as outside no 78 that it is possible to identify the tiles on the ground floor and marking them out as a unique element of the elevation which defines its previous use.

The varied use of buildings for retail and residential purposes at ground floor level makes the area around no 84 a pocket that retains the character of the old historic quarter with some commercial ambience that blends neatly with the mixed flavour of the Conservation Area.

The location of the former pub, a former surgery on Grafton Way (now 32 Fitzroy Square) and the cleared Middlesex Hospital site demonstrate a historic context where habitation and social activity occurred around the area in the mid/ late 19th-century. The changes made in the post war period leaves the townscape with a greater degree of variety.

The urban grain is strengthened by the unity of the Fitzroy Square buildings and the terrace of the shops with residential above either side of the junction with Grafton Way. This group of buildings is recognised as an important contributor to the Conservation Area.

The corner site of no 84 is open and has a generous expanse of pavement between the elevation walls and the road. On its northern side, the site naturally relates to the orderly rhythm of the front railings and lightwells as presented on no's 71-81 Grafton Way.

The curved character of the existing building at ground floor level seeks expression to the narrow spherical shape which characterises the Post Office Tower behind it. Local views such as these are townscape qualities that make an important contribution to the character and appearance of the Charlotte Street Conservation Area.

Views within the conservation area create a sense of enclosure and enhance the sense of place and character of the area. The two movements of Cleveland Street in a north south direction offers a largely unified view that changes only when there is a small adjustment in the scale of buildings. This is seen in one place to the south of no 84 where at no 66 – 70, the building heights fall to three storeys. Also, to the immediate south of no 84, no 82 is also one storey lower.

In the wider local surroundings, tall visual marks such as Post office Tower fall within the panorama. Yet when 101 Cleveland is complete there will be another range of buildings visible to the west of the site.

The setting of no 84 is based on a number of spatial associations. For example, buildings that are in close proximity but not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

In this respect, the physical proximity of the terraces at Fitzroy Square and 22 Cleveland Street (Charles Dickens) for their historical and architectural significance is the most important receptor of change at the site. In addition, no's 31 – 42 Grafton Way, No 106 Cleveland Street and Nos 66-82 are also within the immediate context of the site and have a direct physical association.

3.2 Front Boundary Assessment

Along Cleveland Street there is a mix of shop building and residential apartment blocks. The retail premises on the east side of Cleveland Street generally do not have railings whilst the grand blocks on the west side above 101 Cleveland do. For the purposes of the assessment Cleveland Street is broken into 3 sections: Southwards from Greenwell Street; the junction with Grafton Way and from no. 84 in a southerly direction.

i) Southwards from Greenwell Street:

On the west side the overall character is given by the long apartment block of no 135 – 137, whose ordered elegance and powerful symmetry is enhanced by the lightwells and orb headed railings. Prior to this are more independent articulation of boundary's as seen at no's 141-139 and 143-145. The rest of the west side is devoid of any ground floor frontages due to 101 Cleveland, but it is known that ground floor shop fronts will comprise basic decoration.



No's 135-137



No's 141-139 and 143-145



No 147 - 149

On the East side at the upper end of Cleveland Street, there is a row of old houses (Nos. 92 to 126) going up to Cleveland House at the south corner of Warren Street. Most of these retain their old historic shop fronts which are set well back from the pavement, providing ample opportunity for external seating arrangements as suits a café. They are mostly three storeys in height and from 94 to 106 are three windows in width.

No. 122 has a modern shop whilst Nos. 124 and 126 retain their old fronts. No. 120 is the only house in this row that has not been fitted with a shop, and has on the ground floor an arched door, with fanlight. It has kept its old railings. Nos. 112 and 114 have modernized shop fronts, but the doorway of the latter is fitted with a dwarf iron gate with cast masks at the angles.

Railings are inserted in some cases and it is clear when looking at one group (114 – 120) of individual property's that they have been subject to different designs and have been probably been replaced (No 116a) at least once. With the exception of 120 (where there is no shop), these railings front the premises of a shop at ground floor with residential above.

Nos. 108 to 126 are narrower houses with two windows to each floor. Nos. 108 and 116 have late shops with the shop door and house door adjoining each other. Along the rest of this stretch in a southerly direction, lightwell and railings are not in evidence. Yet front areas take on different aspects with some (102) being flat to the street and others (100) have built up platforms to distinguish private from public space and define eating areas onto the street. No 106 has floor lights depressed into the surface of the front space, concealing an area never to have been excavated for a lightwell, but giving light into a basement area.

Nos. 94 to 98 were formerly old shops that have been rebuilt and converted. No. 106 possesses an elaborate bowed shop front, with old work apparently brought from elsewhere. There is a good door in the centre with pediment and pilasters with urns and carved enrichment. They are all three windows in width, with the exception of no. 92, at the north corner of Fitzroy Mews, which has only a single window to each floor, with an iron balcony to the first floor.



No's 120-122



No's 124-126, retained shop fronts



No 116, later shop with renewed railing



No's 118 – 120



No 106, bowed window



No 114, modernised shopfront

ii) Junction of Grafton Way

On the west side of no 84 the wall of the former pub blends into the street and there is no distinction between public and private space. This contrast with the buildings on Grafton Way, where the railings are located on the other side of the lightwell which leads down to the basement of the house.

These buildings on Grafton Way occupy narrow plots and are 2-window bays with the ground floor in stucco and the floors above in stock brick. The lightwells to each respective building follow a planned intervention sited between the respective entrance paths; the lightwell is effectively the width of the two sash windows below which they sit.

The railings form three complete sides around the lightwell opening and are attached to the outer perimeter of the door opening where they conclude. Their height is relative to the scale of the front door at around half the height and they barely reach the first quarter of the windows.

The railings on the north side of no 84 share the same front and side footprint, yet those of no 84 are covering a wider area, reflecting the differing use of the basement in former times when it was a public house. An entrance is formed within the railing at no 84 which again differs from those at 65 – 71 and demonstrates the necessity as a pub for access to storage in the basement.



No 84, Grafton Way elevation

iii) From no. 84 in a southerly direction

The railings terminate on the north side at the point before the wall turns into a corner. This reveals the rounded corner at ground level in its entirety, making its curved character contrast with the normal angled junction of walls above. The length of the western wall is given by 5 equally sized windows and a door at the southern end. Bricks are laid flat into the pavement surface to mark the nominal ownership line of the property and to draw an area which is in the physical curtilage of the building.

The significance of the former pub is demonstrated by the tiles below the windows and the pilasters which separate each opening. The fascia is consistent with the dimensions of the board that was here in earlier times.

With the exception of no 82, the stretch of buildings that form the block between the junction of Grafton Way and Maple Street are all four storeys. No's 66 – 70 are three storeys with an attic dormer set back behind railings at roof level, whilst no 64 has an interesting angled parapet wall on its open road side. It is interesting that the notion of a blank bay as seen on the Cleveland Street elevation of no 84 is replicated at the corner of no 64.

The buildings are generally built in London stock brick and are 2 or 3 windows wide. Doors are typically to one side and modern shop front have clearly been inserted into some fronts and most especially notable at no 68-72. No 76 has a rebuilt frontage with wide stucco blocks making the ground floor notably different to adjacent buildings. This building also differs in the use of the ground floor, as it is employed for office use rather than a shop.

No 78 has been refashioned in more recent times, as befitting occupation by the marketing agent for 101 Cleveland. Soft stock bricks mark the area to the bottom of the ground floor window leading to the basement and the doorway has classical elements given by the door being set back behind stone pilasters. This differs from the rounded door arch at no 76.

Both no 76 and 78 have spear head railings that extend the width of the front plot. They differ in that those at no 76 are raised on an impressive stone plinth, concurrent with the aspiration for Georgian status. It is detailed with end post and intervening U-bends in the main frame. No 78 is comparatively simple, with only lengths of iron sitting vertically and mounted into the concrete base of the raised platform in front of the shop. It lacks a gravitas and the attention given by a craftsman.

The same can be said of a later more modern set of railings that have been erected in front of no 74 too. Here, the painting in silver of the spear head to try and make it stand out, leaves it looking quite vulgar as a whole.

The buildings to the immediate south of no 84 all have raised platforms, in brick, stone and . These platforms help the respective businesses define their immediate function which is mainly cafés. Platforms are located in the absence of lightwells and provide a similar function to railings in defining public from private use.

With the exception of no 82 which has a curved platform edge to the pavement, all the other platforms are perpendicular at 90's to the pavement. They share a common front line to the pavement and allow for the placement of two or three tables.

An anomaly at the south end of this section is no 66 which has a concrete slab position in the place of a platform. This has an unruly effect on the street scene and does not provide a guide to effective design to the front of buildings. No 64 has a more appropriate use of materials to the front area of the building.

No 64 is, in the same way as no 84, a corner building that has a three dimensional importance in the street scene. The actual corner is given 'aesthetic' charm through the erection of 2 faux columns to the front. Beneath this impression, the rebuilt front is set back behind a platform constructed of what is now rather faded pink stone.

In comparing no 64 with no 84 it is noted that the former does not have the historic presence as no 84, and the reconstructed 'façade' is without architectural depth.



No's 64 – 70



No 76



No 78



No 74



No's 78-82, curved platform



No 66, concrete slab as a platform



No 64, Painted stone platform



No 84



No 64

3.3 Assessment of No 84

The Conservation Area appraisal would not concur with the Survey of London statement that ‘*The Bromley Arms* at the south corner of Grafton Way is a late building of no interest.’

The pub has a strong sense of openness deriving from the relatively wide street width and the wide apron in which the corner turns. The corner gives the pub an overall vertical character as it occupies 2 distinct street ends. This character is contiguous with the overall vertical nature of Cleveland Street as given by the continuous frontages of generally four storeys in height and a largely consistent, flush front building line.

The north side of the pub facing Grafton Way is narrower than the western wide, with 3 bays reflecting the narrow aspect of the two storey villas on its eastern side at no's 65-71 Grafton Way. The width of the western elevation of no 84 is illustrated through 5 bays of which the two bays towards the corner are blind.

The visual prominence of the building on a street corner elevates its importance in the townscape. This importance is currently only half complete as the railing on the north side create connection with the adjacent villas. Whilst the lack of railings on Cleveland Street demean the sense of boundary treatments seen to the south of the building

The above analysis shows that there has been much interpretation in the design of front areas; with different buildings exercising a balance between an authentic architectural look whilst being relevant to a current occupants needs.

On Cleveland Street, many of the shops and restaurants do not have a lightwell, although they have a basement. Due to the growing need for the front area for customers many of the lightwells were closed, including that of no 84 – now the only apparition of the basement is floor lights depressed into the surface or platforms that have been built over.

3.4 Design Precedence

Referring to local examples there is an opportunity to replicate the railings as seen in the locality so as to erect a new set that are exactly the same as all the other houses. The railings will be continuation of the existing ones on the other side of the building and so it will surround the whole facade. This will offer the building a more compete composition and refer to the importance of the ground floor elements in their earlier setting, where railings were the norm.

There is a notable character already created by the consistent use of cast iron railings along frontages to separate the pavement from the basement lightwell. The details of the railings vary with an interesting variety of classically derived motifs, with art nouveau and art deco detailing on later buildings. The observations made of the railings in Cleveland Street shows that there are some historic groups to which railings were a part of the order, especially on Grafton Way and no's 110 - 122 Cleveland Street. Although some have been replaced, there is still a certain rhythm and logic in the style that is used in many of the railings.

On Grafton Way, the railings on the north side are a mix of trefoils (No 78-80) and spearheads (no 76) whilst on the south side the iron poles are simple and not decorated with a header. The same lack of ornamentation applies to the railing at no 84.

Elsewhere and typically in the examples of later buildings with railings on Cleveland Street, more individual taste is shown in the choice of railings. This less uniform manner of shop front railings seen in Cleveland Street is a method of design which the applicant at no 84 would not wish to replicate.

Instead, the objective for the scheme is to refer to the high end quality of the railings seen on Grafton Way. In the case of the street boundary of no 84, the applicant is aware of the general mix seen in Grafton Way, with trefoils and spear headed railings on the north side and plain railings on the south.

The preferred option is to replicate that which is seen to the north of no 84 and indeed, to the east as predicated by the railings at no 65 – 71. These reference points give an indication as to the width and height of the stone plinth on which the new railing would be cast. The examples also provide an insight into the correct dimensions of the iron poles and the probable height at which the iron horizontal bar at the top should be formed. The length of the new street fronting set of railings would be measure according to the realisable part of the wall of which it should be attached.

The design process for the proposals is to carry out the work within the red-line envelope of the property. This will include the removal of the planters and the insertion of fine metal post/ bars in a way that does not detract from the historic significance of the building. This ensures that the core building retains its character and the property can be altered suitably to provide a more rounded aesthetic experience.

The proposals have taken the dimension of the existing front railings to Grafton Way as its principle for the design, plan and layout of the new space on Cleveland Street.

The proposals will retain all elements of the existing building whilst casting iron railings on the line which currently defines the separation between private and public space. Currently three planters are located in the space between the wall and the line of the pavement, forming a default division. Basically, the works will accommodate much better landscaping within the demesne of the existing building.

The new railings will be arranged and constructed in such a way that they can be removed at any time in the future by another tenant/ owner. No changes are planned to the outside such as to the windows, tiles or doors thereby causing no disruption to the significance of the building.



No 78, Grafton Way Trefoil railings



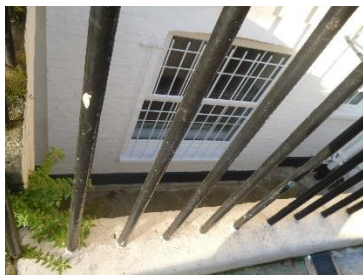
No 76, Grafton Way Spearhead railings



No 69 Grafton Way



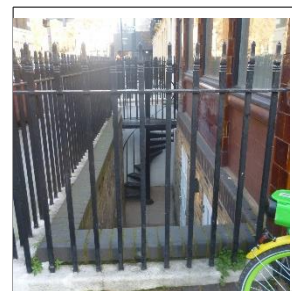
No 84 Grafton Way



No 69 Grafton Way



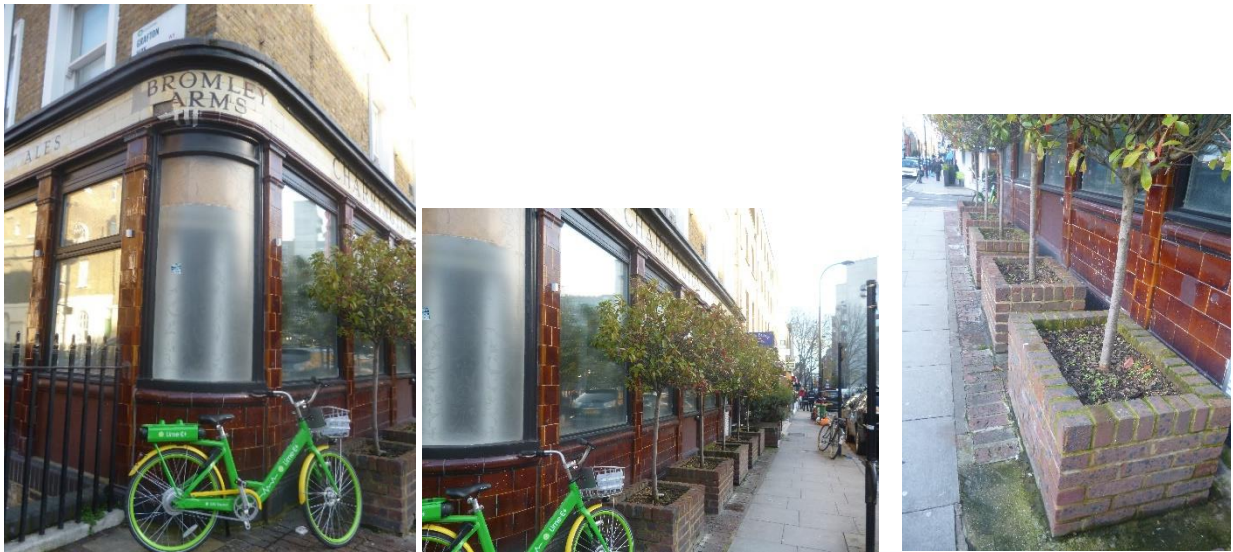
No 84 Grafton Way, basement



No 84 Grafton Way, side of railings



Schematic



Heritage features

3.5 Heritage and Design considerations (See Appendix 1 for style guide)

Precedence: Referring to local examples there is an opportunity to replicate the railings as seen in the locality so as to erect a new set that are exactly the same as all the other houses. The railings will be continuation of the existing ones on the other side of the building and so it will surround the whole facade.

Impact on Conservation Area: As the building is not listed the benefits of a new railing that replicates that on the corner of Grafton Way should be seen as considerable. Indeed, by being of the same height and materials to its other half and indeed to the villas on the south side of Grafton Way, it would be in keeping with the character of the conservation area (Policy D2).

The new will improve the appearance of the property by sensitively relating it to the scale, proportions and architectural style of the building and surrounding facades.

The railings will be visible on a scale comparable to adjacent buildings and its overall materiality has been conceived so it does not impact on the primary significance of the adjacent more significant buildings. Rather than distorting an appreciation of the conservation area, the railings will beautify it.

Preservation: The installation of railings on the Cleveland Street side of the pub will reflect the historic character of the local streets and reflect positively on the importance of this pub in historical times as a centre of social activity and recreation. Although the needs that brought the pub into existence have changed in the modern day it is a welcome opportunity to embrace the architectural qualities of the building and introduce railings that will preserve this character.

No 84 has genuine historic character which has been retained over the years despite the internal modification required to convert it to flats. The railings will relate to this Victorian appearance both in design and materials and the work would be carried out by an expert craftsman.

Importantly, the existing ground floor elevations will be retained ensuring protection of those features which reflect the historic use of the property as a Public House including large windows and signage.

Regards the **impact on the setting** of the other buildings in the area, the railings will not be out of place nor detract from an appreciation of the groups of villas that typify Grafton Way. They will not compromise the legibility and craftsmanship of the railings seen at the north end of Cleveland Street particularly at no's 110-122.

With **respects to views**, there are two important sightlines which are taken from Cleveland Street. The first is when standing on the opposite corner to no 84 where the Post Office Tower is seen looming over the space; the second is when standing on the other side of Cleveland Street facing Grafton Way. In this view the villas of Grafton way unfold and the southern extent of Fitzroy Square is apparent in the mid-range.

The introduction of new railings on the west side of no 84 will have no impact on either of these views and if anything, will add greater finesse to the street scene. It will be exactly the same as the existing railing to the north of no 84 and it will allow the building to be seen as a complete whole at ground floor level.

In addition to aesthetic reasons there is an overriding practicality and concern for security involved in the scheme (See Planning Statement). The red pavement is within the boundaries of the building and in addition to preserving the character and heritage of the building and Conservation Area, the applicant has a right to protect legal boundaries.

The conversion of the pub to a flat was based on the presumption that at a later date it would be possible to introduce some reversible refinements to the outside of the building. Planters have acted as a buffer between the public and private realm for a number of years, but still are a concern when it comes to loitering and refuse control. With railings in place on the west side of no 84 there will be little doubt to what constitutes private space.

3.6 Heritage Impact Summary

The character of historic buildings and their contribution to the townscape can be severely diminished through insensitive alteration or extension, or through neglect and dilapidation. In the case of no 84 there have been little alterations to the external parts of the building, meaning that historic features such as the chamfer corner, signage and tiles, have been preserved.

The applicant has put forward a practical solution to effectively utilise the external space of the old building, thereby allowing it to be viable for long-term social/ residential objectives whilst realising the historic and architectural qualities of the building. The alterations have been designed so as to realise the heritage value of the building in a way that promotes its significance rather than causes harm to it.

The intention to erect place railings that have the same physical and visual qualities as those on the north side of no 84, will allow better preservation of the historic building. The railings will engender a greater connection of the pub as a social hub in Victorian times with the surrounding residential buildings whose elegance is partly attributed to their railings. It is fitting that there is an opportunity to recreate an elegant reference to a part of the Conservation Area's character on this corner building.

Railings will give greater continuity around the building and therefore enable better preservation of the features which make the building important. This will in turn allow the building to continue to present its role as a part of an evolving and changing historic quarter when it was first conceived. It too, in the current day, is witness to the major changes happening in its direct context over the road at 101 Cleveland.

The proposed design and layout has been prepared considering the defining character of the building and the constraints and opportunities imposed by its position on the corner of Grafton Way, adjacent some important historic buildings. Consideration is also made of the retained structure and features.

The proposal realises an opportunity for making changes that relate to the historic, spatial and architectural importance of the property. This will require the improvement to the overall formation of external space in relation to 21st century standards and in response to the pressures for residences to have security and protection.

The design of the new elements (iron posts and bars) considers the current size, scale and manner of those on the north side and the space to which they relate. Such works will improve the external boundary area and bring it up to modern security standards, whilst giving the building a more complete layout and preserve the character of remaining historic features on the walls.

Given that the significance of the ground floor is brought about by the chamfered corner with inset glazing and the tiles, the proposals are not considered to materially damage the historic or architectural interest of the building.

By adding a new section of railings, the scheme carefully builds a strong historic narrative to this building. Indeed, the unification of the two different street fronts of Grafton Way and Cleveland Street creates one joined up aspect which has a better form than the current incomplete corner elevation.

It should be noted that should future owners wish to take away the new section of railing then the line of the former bricked up pavement area will be available to follow should it be desired at a future time.

4.0 HERITAGE IMPACT ASSESSMENT

4.1 Assessment of Significance and Setting

Policy guidance towards planning indicates the importance of evaluating the historic environment in making development decisions. It states in the NPPF that:

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 (Nppf 185).

The Government's objectives for planning in the historic environment are to deliver sustainable development by ensuring that policies and decisions concerning the historic environment:

- *recognise that heritage assets are a non-renewable resource;*
- *take account of the wider social, cultural, economic and environmental benefits of heritage conservation;*
- *recognise that intelligently managed change may sometimes be necessary if heritage assets are to be maintained for the long term.*

Assessments of significance are recognised as being critical when ascribing value to individual heritage assets, as well as to small groups of buildings to neighbourhoods and places. The idea of 'significance' is at the core of objectives given by English Heritage, 'Conservation Principles, Policies and Guidance' (2008).

Significance is a collective term for the sum of all the heritage values attached to a place, be it a building an archaeological site or a larger historic area such as a whole village or streetscape. The English Heritage document Conservation Principles (2008) identified four key values ascribed to heritage assets and emphasised the importance of understanding these values to define the significance of a place.

This assessment considers these four values:

- *Evidential value: the potential of a place to yield evidence about past human activity.*
- *Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present;*
- *Aesthetic value: the ways in which people draw sensory stimulation from a place.*
- *Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.*

In addition, context and setting play an important part in understanding the significance of the place, as often expressed by reference to visual considerations. The protection of views is related to the protection of setting and is often considered to be like a work of art in its own right.

It is recognised that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain aspects or elements could accommodate substantial change without affecting the significance of the asset. This concept is reinforced by the government's objectives, which include "intelligently managed change" and which seek to ensure that decisions are based on the nature, extent and level of significance of heritage assets.

Change is only considered to be harmful if it affects an asset's significance. Understanding the significance of any heritage assets affected and any contribution made by their setting is therefore fundamental to understanding the scope for and acceptability of change.

At no 84, there is scope for affording greater protection to the aesthetic value of the elevation. It stands as a unaltered element of the buildings history as a public house and as a place which stood in an important part of the local town. Its significance is raised due to its location facing the high status buildings of Fitzroy Square on one side and the more working class aspects of Cleveland Street (such as the shops, workhouse and hospital) on the other side.

4.2 Heritage Assessments

The NPPF constitutes the government's current national guidance and policy regarding development within the historic environment. The NPPF is a material consideration that must be taken into account in planning decisions and in this respect, it includes a clear policy framework for local planning authorities and decision makers. It reiterates that planning law requires applications to be made in accordance with the development plan unless material considerations indicate otherwise.

The NPPF advises of the desirability of any development for,

"sustaining and enhancing the significance of heritage assets and putting them to viable uses "consistent with conservation."²

It goes on to say that:

"great weight should be given to the asset's conservation... as these assets are irreplaceable resource."³

Development in the context of the Charlotte Street Conservation Area and Fitzroy Square Conservation Area means that a combination of factors such as the quality of design and setting of the buildings or their historic significance need to be assessed.

² NPPF 185

³ NPPF 193/ 184

In addition to the individual quality of No 84 itself, there is the factor of the relationship of any new structures with the existing context (the terrace of Grafton Way and the Square of Fitzroy Square), the quality of the spaces between them and the vistas and views that unite or disrupt them.

It is the grouping of the houses along Fitzroy Square and the less regular composition of Cleveland Street that gives the corner site at no 84 its distinctive character. It is important that the new should not impact on the rhythm of buildings on Grafton Way nor disrupt the mixed character of Cleveland Street.

The relationship with the townscape and the quality of the front boundary treatments are features which can add to or detract from the quality of the setting. In respects to No 84 the western elevation is directly in the range of buildings to the south (i.e. 74 – 78) which already have railings to their front boundary's.

The local plan states that new development will be permitted where it is sympathetic in terms of character, built form (its proportion, scale and materials) and layout and have a positive effect in relation to the general and appearance of an area.

Railings are a direct reference to such decorative elements seen in the locality and they will be designed and formed to respect the status of the older railings seen on Fitzroy Square and Grafton Way. This approach relates well to the adjacent group of terrace buildings, allowing the new feature on Cleveland Street to be seen in relation to the quality buildings. When seen, the new railings will be entirely connected to the terrace at Grafton Way to its side.

The railings are of a modest size and the materials and shape have finesse, thus encouraging the onlooker not to focus solely on the iron frame but to experience it in relation to the main body of the building and its wider setting. Its integration in terms of design and size with the existing railings to the front of Grafton Way allows the building to be appreciated and encourages it to be placed within the wider spectrum of street and the Conservation Area.

4.3 Local Plan assessments

Development Management

Urban design and local character, railings to existing buildings and alterations affecting conservation areas are all important considerations for the scheme.

Camden Planning Guidance (CPG) on Design (March 2019) was prepared to support the policies in the Camden Local Plan 2017 on boundary walls, fences and railings. As a distinguishing part of a boundary treatment, railings should be considered together with the potential for elements of soft landscaping.

In the proposed, the boundary treatment will help delineate public and private areas, thereby make a contribution to the quality of continuity and enclosure as seen throughout the street scene. The railings are also important for providing site security and privacy. In line with the policy recommendation, the design, detailing and materials of the railing will be prominent and therefore provide a strong positive contribution to the character and distinctiveness of the area.

As the boundary treatment is in a conservation area (4.57), the works will preserve and enhance the existing qualities and context of the site and surrounding area.

With respect to **Policy D1 Design**, the railings are influenced by local context and character, with details and materials that are of high quality and complement the local character. Their erection will preserve and enhance the historic environment and heritage assets in accordance with **Policy D2 Heritage**.

The railings integrate well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognizable routes and contributes positively to the street frontage.

It is important that they add to the security for residents and are designed to minimize crime and antisocial behavior. They will make a positive contribution to public realm and they will preserve strategic and local views taken in the area. High quality landscape design is incorporated through the planting of trees and other soft landscaping, thereby reflecting the high standard of accommodation for which no 84 has become.

The railings relates to the character and proportions of the existing building, as well as the prevailing pattern, density and scale of surrounding development. The railings add to the composition of the elevation, expressing a design that relate to its new consented use as apartments.

The durability and visual attractiveness of the railing materials has been considered along with their texture, colour, tone and their compatibility with existing materials seen in Grafton Way. The design should be welcome as it takes account its surroundings and preserves what is distinctive and valued about the local area. The design has been evolved in collaboration with the Conservation Area Appraisals and it refers to the manifold evidence of railings as being a strong contributor to the character of Cleveland Street and Fitzroy Square and the streets between and around.

With regards **Policy D2 Heritage** this statement has identified the special character or appearance of the two Conservation Areas and acknowledges how they have been referred to in the design of new. The proposed responds to its context, local character and history whilst at the same time promoting an innovative approach to design that should reinforce local distinctiveness.

The scheme takes into account that the Conservation Area retains many examples of historic elevations which are important to preserve. The proposal makes a positive contribution to the heritage assets, retaining and enhancing the setting of listed buildings.

The character and appearance of a conservation area can be eroded through the loss of traditional architectural details such as historic windows and doors, characteristic elevations and boundary treatments. It is important that the objective for preventing damage to the elevation through putting up railings, will limit the potential for loss of this architectural quality.

The new railings will be formed in the same material to that on Grafton way. using examples on neighbouring houses to inform the design. In keeping with D1, the railings will be of the highest standard of design, and fully refers to the character, setting, context, form and scale of the front boundary's of neighbouring buildings, including the quality of materials used, natural features and landscaping.

The scheme pays attention to existing rhythms and uniformities of railings in the townscape, including the compatibility of materials and their texture, tone and colour. The underlying design rationale for the scheme at no 84 will make a positive contribution to views and vistas, and the wider historic environment and features.

The brief for no 84 has been developed with respects to promoting high quality places and conserving the Boroughs heritage. As the development respects local character and preserves and enhances heritage assets including historic gardens of Fitzroy Square.

In relation to D1 the scheme creates a positive relationship to the existing townscape and it relates to the scale and alignment of the existing street including its rear building area. The proposed relates well to the local context, is of a contemporary design and appropriate for its historic setting to the side of the Georgian group of buildings on Fitzroy Square.

Materials are of a high quality and complement existing development. Additions to one side of this building is compatible with the special characteristics of the area. The railings work well with important local and strategic views in terms of setting, scale and massing.

The railings are of exceptional design quality and should be permitted as it will have a positive effect on the architectural integrity of the group of buildings as a whole; as it forms a congruous element in the character area. In this respect the scheme relates well to adjacent buildings and to the surrounding townscape on the grounds of its scale, quality of materials and height.

The integrity of existing detail and the scale of the features on no 84 are to be retained and reflected in a positive light by the railings, so that it does not compromise the grain and scale of the conservation area.

The proposal promotes high quality design that makes a positive contribution to the overall environment. The new structure pays full regard to the characteristics of the Conservation Area as it gives a high priority to the objective of preserving or enhancing the character or appearance of the area.

4.4 NPPF assessments

The NPPF constitutes the government's current national guidance and policy regarding development within the historic environment.

The purpose of the planning system is to contribute to the achievement of sustainable development. The policies in paragraphs 18 to 219 of NPPF, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system.

The Conservation Area Appraisal identifies the cultural heritage values of the settlement. It describes the area's history, fabric and character with an understanding of its origins, how and why it has changed over time and the form and condition of its constituent elements and materials. Mapping and assessment demonstrates how the past has shaped the present landscape.

Section 16 of the revised NPPF deals with conserving and enhancing the historic environment in paragraphs 184 to 202. The NPPF places much emphasis on heritage "significance", defined 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. Significance derives not only from a heritage asset's physical presence, but also from its setting."

The effects of any development on a heritage asset therefore need to be assessed against the four components of its heritage significance: its archaeological, architectural, artistic or historic interest.

Paragraph 189 makes it clear that the level of detail should be i) proportionate to the importance of the heritage asset and ii) no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset.

The purpose of the planning system is to contribute to the achievement of sustainable development. The policies in paragraphs 18 to 219 of NPPF, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system.

According to paragraph 200, local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance. The following paragraph recognises that not all elements of a Conservation Area will necessarily contribute to its significance.

Of relevance to the proposal Paragraph 201 states:

'Loss of a building (or other element) which makes a positive contribution to the significance of that Conservation Area [...] should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or world Heritage Site as a whole.'

Applying this to the building at 84 Cleveland Street it follows that the greater the degree of change to an area deemed to be significant or contributory to significance, the greater the potential for harm and the need to proportionately justify that harm.

In respects to NPPF the following criteria for assessment are important in establishing the credibility of the proposal:

- Impact on significance (187, 188 and 189)
- Suitable design (110, 124, 125 and 126)
- Conservation of heritage assets (20, 185, 192 and 193)
- The setting (190, 194 and 200)

IN RELATION TO PARAGRAPH (187, 188 and 189): the significance of the heritage assets affected and the contribution of their setting to that significance

In the setting of No 84 there are two types of heritage asset; the Conservation Area and the listed buildings of Fitzroy Square. The section on development of the area and Conservation Area Context give information to help understand the significance of the heritage asset.

No 84 is a building whose relative significance rests in its architectural value, as an example of a pub building that formed a part of the Victorian street scene in this part of Camden.

As an old building the changes that have already taken place to the interior through the conversion to an office and then more recently to apartments, means that it has lost much of the architectural significance on the inside.

The expansion of the basement under the road is perhaps the greatest sign of change to the volume of the building. On the outside however, the present building retains much of its former Victorian appearance and proportions.

Currently its appearance is compromised by the smoked windows on the ground floor which leave a less than positive impression on this section of the street. When looking at the Cleveland Street elevation there is a variation in brickwork at the northern section and there is evidence of a blind window which may have been filled in. This has the effect of detracting from the symmetric quality of the other buildings in the row to its south.

Its relationship to the surroundings is important and in particular the visual connection the Cleveland Street elevation has in relation to the terrace from no's 62 - 84 and its appearance adjacent to no 84 Cleveland Street on its north side facing Grafton Way.

In its current form, its relationship to these heritage assets is neutral and only adds to the essential character of these buildings through its Victorian pub frontage on the ground floor. The railings of no's 65 - 71 create a fitting termination to the elegant horizontal spread of the terrace that leads into Fitzroy Square.

No 84 has an irregular boundary treatment in views taken of the building, with the Square in the background. The Cleveland Street side of no 84 appears as an elevation without definition in the panorama taken from the other side of the road looking along Grafton Way. It does not balance with the relative elegance of the adjoining front boundaries on Grafton Way, which are an overwhelming element of the Conservation Area and help define the entrance to Fitzroy Square.

The proposals relate to the context on Grafton Way which is characterized by the rhythm of the front boundary. The proposals also pick up on the many examples of railings seen in the stretch of Cleveland Street to the south of no 84.

Design in this location has been specifically crafted to cause no detrimental effect on the historic quality of the Fitzroy Square environs to which the subject site is associated. The building is sited within the buildings of Cleveland Street and occupies a position on a much changed edge, roughly half way along the street. In this respect it will not interfere of the view taken of Post office Tower in a southerly direction but rather will help channel the viewpoint down the street.

In conclusion, the new railings design will improve the visual quality of the heritage asset, enhancing the quality of a road and having no negative impact on the relationship of Cleveland Street and Fitzroy Square.

IN RELATION TO PARAGRAPHS (110, 124, 125 and 126): The consideration of design should include scale, height, massing, alignment, materials and use.

The design interprets the form of railings found in the adjacent buildings, with the simple metal post and beam being incorporated into the new. The applicant is disposed to make a choice of three types of style to top the posts as trefoils and spear headed railings are seen on the north side and plain railings on the south side of Grafton Way.

The proposal is not expected to have any material effect on the character or appearance of the conservation area or host building. External alterations to install the railings would not cause any loss of residential amenity in terms of light, privacy, or visual intrusion.

In addition, the proposals will work with the elevation of the building, with the brickwork, green tiles and chamfer corner continuing to be seen. This will be regarded by Camden as an improvement to the historic and architectural integrity of the street scene.

The scheme responds well to the architectural integrity of surrounding buildings at ground level. The building will remain an expression of the mid-late Victorian period, tempered by a change made to the external area which will continue the historical narrative of this part of Camden.

A proposal of this quality will make a positive contribution to the character and local distinctiveness of the historic environment. The proposals to create a set of railings is configured in such a way that it will not protrude on this fundamentally public space.

IN RELATION TO PARAGRAPHS (132 & 134): *Weight given to the significance of a designated heritage asset and its conservation*

Significance can be harmed or lost through development within the setting of a heritage asset. As the buildings on Fitzroy Square are listed and in the Conservation Area the proposals on both these buildings and the setting have been carefully evaluated.

By assembling an elegant frame in the context of no 84 the scheme can adopt some of the significant materials found in the wider area in order to seek greater harmony to the composition. This ultimately will help bridge the gap at ground level of the rather empty looking west elevation as current into a well-designed part of the historic landscape.

The benefits derived from seeking greater balance through the new railings are positive. The proposed will create a form of lightweight structure to the main building. The setting of the building in relation to the grander buildings on Grafton Way and Cleveland Street will be improved through the new addition, improving the structure and visual quality and helping unify the land, buildings and boundary features on this open space within the Conservation Area.

The conservation benefit of the proposal effectively sees imagination in the design process and how the new relates to historic features of the exterior and to the surrounding context of the Conservation Area. This aims to minimise conflict and bring greater clarity to the front of a building in a road that forms an important route in Camden.

IN RELATION TO PARAGRAPHS (190, 194 and 200): On consideration of setting

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

The character of no 84, just set off the busy Euston Road, has a reasonable sense of enclosure because of the even topography and the scale of buildings on both sides of the roads (When 101 Cleveland is complete).

The proposed dimensions of the railings is in line with the historic scale and size of those seen fronting villa buildings in Fitzroy Square, terrace buildings in Grafton Way and shop buildings in Cleveland Street. The location and materials are all designed to be in relative scale and keep the proportion faithful to the historic and architectural hierarchy imposed by adjacent buildings and the known precedent for railings.

The new structure will act to enhance the areas character and be appropriate to the setting, whilst also helping strengthen this part of Cleveland Street. This will have the effect of improving the setting of the front elevations on the east side of the street, as well as forming an attractive addition to the building when seen from the front.

4.5 Policy Summary

Paragraph 195/196 of the NPPF requires any harm to the designated heritage asset to be clearly and convincingly justified. Local Plan policies referred to above state that proposals to change a building will only be permitted where the character and appearance or setting of the building would be preserved or enhanced.

In consideration of the policy assessments, the installation and design of a new built element contributes positively to the character, distinctiveness and significance of the host building and the wider historic environment. The proposed offers a solution for improving external appearance of no 84 to provide a meaningful development of the space based on an interpretation of the building's and areas character.

In respects to the weight given to the heritage significance, the work proposed to the exterior has fundamentally recognised the integrity and value of the remaining historic fabric. So, the preservation of such features is a key part of the set of proposals created for enhancing the building and bringing it into the 21st century.

4.6 Heritage Benefits of the proposed design

The proposed actively seeks to preserve those elements of the setting that make a positive contribution to the asset, such as the elevations of no 84, the character of the adjacent Georgian terrace and views along Grafton Way into Fitzroy Square. It does this through helping to enhance the significance of the setting (the heritage asset) through the placement of an elegantly styled set of railings.

In addition, the proposals to maintain the chamfer corner and the green tiles, with the west facing elevation being protected, will improve the historic and architectural integrity of the composition. At the same time the scheme provides a chance for improving the appearance of the west elevation with surrounding railings that provide an interpretation of the Georgian type.

A number of potential heritage benefits that weigh in favour of this scheme, including:

- It enhances the significance of a heritage asset and contribution of its setting.
- It makes a positive contribution to sustainable craftsmanship and indeed, highlights the artistic merit and historic integrity of the original building.
- It refers well to the front boundary of the north side of no 84 and the adjacent terrace that distinguishes Grafton Way.
- The organization of a structure to the external space helps reveal the significance of the heritage asset in a modern setting and therefore enhances enjoyment of it and the sense of identity and place.
- The scale and detailing are carefully arranged, so as to respect the dimensions and materials used in the Conservation Area.
- The changes are an appropriate design that relates to its context and makes a positive contribution to the appearance, character, quality and local distinctiveness of the historic environment.
- It does not detract from other evidential, historic, aesthetic or communal heritage values.

In respects to the Local Plan the scheme relates well to the distinctive local character of the area and adjacent buildings and is designed to create a safe, inclusive and attractive environment that will enhance Camden's rich and diverse heritage. The analysis has shown that the new development is appropriate and compatible in terms of size, scale, massing and design. It is important to note that it also protects the open spaces and views which are so critical to the character and setting of area.

In respects of National Policy, the degree of the harm caused to the historic environment is minimal and is not compromised when balanced against the wider design, public realm and community benefits.

It does not intrude on the views of buildings that contribute to the townscape on this section of Cleveland Street. Instead, as a small but important part of the wider urban landscape, the changes proposed will help to enhance this part of Camden in a 21st century setting

This statement concludes that the proposed redevelopment would be an appropriate response to this building, particularly as a result of its design, which is based on a respect for the architecture, and its use of materials, which make a unique statement within the locality.

The proposed development will meet the key objectives of Conservation Area Appraisal, in ensuring the design approach causes no harm to the character and appearance of the area.

4.0 CONCLUSIONS

Given that the significance of no 84 is brought about by the succession of development around the original plan form, the new design is not considered materially to damage the historic or architectural interest. Indeed, by referring to the surrounding pattern of railings to the front of buildings, the scheme carefully works within the historic narrative of this building and others that create the character of the Conservation Area. The additions to the external fold of the building will enhance the visual character of the building, as it will help balance up the proportions and create a harmony at ground level.

All changes will be unified within the setting of Cleveland Street and the historic setting of Fitzroy Square.

As the Conservation Area is the important receptor of change, the character of Cleveland Street and Fitzroy Square Conservation Areas has been assessed and the predominance of front railings along these roads creates a pattern which the new at no 84 Cleveland Street refers to. It is shown that the new design is suitable and in scale and the appearance does not harm the character of the heritage asset.

The conclusion from this Assessment is that a proposal can be made that represents an imaginative and appropriate response to its setting in the context of Fitzroy Square and Cleveland Street and more especially to the subject site of no 84.

We have assessed the significance of the site and understand that its historical context is defined as one of change.

The subject site is in a strategically important section of Fitzrovia, defining a junction in the road that leads into Fitzroy Square, whose many buildings are grade 1 listed. Currently, the two road edges of no 84 (Cleveland Street and Grafton Way) are diverse spaces with their front boundary definition not forming a coherent physical connection.

The scheme responds well to the architectural integrity of surrounding buildings that have railings, whilst also creating better structure that completes the set of railings started on the north side of no 84. The new railings will be formed of historically accurate materials by a craftsman; they will not obscure the importance of the earlier compositions on Grafton Way nor on the listed buildings in the wider context. Rather, it knits together their significance and creates a building that connects to the group.

The railings height will reflect the scale of the distinctive listed buildings and the new exterior will act to enhance the area's character and be appropriate to the setting, whilst also improving the appearance of no 84. The scheme will engender vast improvement to the setting through the new boundary treatment, giving visual structure to what is currently a neutral side of the building. This will enhance the setting for the important buildings to its side on Grafton Way and help to 'nourish' the visual appearance of buildings along Cleveland Street.

The proposals will see the site connect positively with its surroundings to create a safe and inclusive place through the use of good design principles including layout, form, scale, materials and orientation, and sustainable construction.

The proposal will display results in a building which, whilst of some distinction, will bring about greater harmony with neighbouring properties and others that have heritage value.

Appendix 1: Design codes for new railings



69 Grafton Way



65 Grafton Way



80 Grafton Way



78 Grafton Way

EXAMPLE OF PROFESSIONAL CRAFTSMEN:

Arc Fabrications

Steel Gate and Railings in Clapham, SW London



These are railings and accompanying gate that ARC manufactured and fitted in 2016 for a customer in Clapham, south-west London. They are mild steel railings with cast finials.

The railings are made from 40mm x 8mm flat top and bottom bar. 16mm round vertical bars were fitted with 100mm centres.

The posts are made from 40mm x40mm box section.

The gate was also manufactured from 40mm x 40mm box frame, with 16mm round vertical bars and cast finials on top.

The gate and railings were Primed in the workshop with grey zinc-phosphate primer, then painted with a first coat of black paint in the workshop.

Then after fitting, a final coat of gloss black was applied onsite.