

53 NEW OXFORD STREET, WC1A 1BL

DESIGN ACCESS & HERITAGE STATEMENT



Prepared for:

ANDREWS AND BOYD CONSULTANTS

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1.0 INTRODUCTION

- 1.1 This report has been prepared by MVHC Ltd to accompany applications for planning permission and listed building consent for proposed works at 53 New Oxford Street in the London Borough of Camden.
- 1.2 In accordance with the National Planning Policy Framework (NPPF), as well as Camden Council Planning Policy requirements, this document provides information about the application site, its historic background, and analyses the significance and special character of the Grade II* listed house and its setting within Bloomsbury Conservation Area. It also provides an assessment of the impact of the proposals on the significance of identified heritage assets.
- 1.3 This document should be read in conjunction with drawings (“as existing” and “as proposed”) prepared by Andrews and Boyd Consultants and the Howard Cavanna structural engineer’s drawings.
- 1.4 The adopted methodology applied in the report is a production of the visual inspection and evaluation of the site, based on professional experience and a review of the literature and primary and secondary sources, including National Archives, Metropolitan Archives and other sources.
- 1.5 Replacement of existing pavement lights, stone repairs, structural strengthening of the sub-structure to pavement lights, and internal repairs to basement vaults. For further details, please see the architect’s and structural engineer’s drawings.

2.0 PLANNING POLICY FRAMEWORK

- 2.1 Where any development may affect designated or undesignated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard for their impact on the historic built environment. The proposals will be tested against the following relevant National and Local policies:
 - THE PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990
 - NATIONAL PLANNING POLICY FRAMEWORK (NPPF) 2021
 - NATIONAL AND STRATEGIC PLANNING POLICY AND GUIDANCE (NPPG)
 - HISTORIC ENGLAND’S GOOD PRACTICE ADVICE IN PLANNING NOTES 1, 2 and 3
 - THE LONDON PLAN (2021)
 - Supplementary Planning Documents/ Guidance:
 - Camden Local Plan 2017-2031 including policies D1 – Design, D2 – Heritage,
 - Camden’s Planning Guidance CPG1
 - Bloomsbury Conservation Area Appraisal and Management Strategy (2011)

3.0 SITE CONTEXT AND HISTORIC DEVELOPMENT

- 3.1 The subject site is located on the south–east corner of the junction of New Oxford Street and Shaftesbury Avenue. The site is also within sub-area 8 of the Bloomsbury Conservation Area.



Figure 1 - Aerial view of 53 New Oxford Street (marked in red).

3.2 STATUTORY LISTINGS

3.2.1 NEW OXFORD STREET 798-1/105/1206 (South side) No.53 James Smith and Sons, Hazelwood House, GV II*

"Shop with offices/workshop over on a corner site. Mid C19. Erected as part of the laying out of New Oxford Street under the supervision of Sir James Pennethorne, Surveyor of Works to the Crown. Stucco, channelled to 1st floor, 2nd & 3rd floor with long and short quoins which continue on corner as channelled stucco; 2nd floor, guilloche enriched band. Slate mansard roof with dormers. EXTERIOR: 4 storeys and attic. 5 windows, single window corner and single window right hand return. Fine ground floor shopfront, c1870s, mahogany with plate glass windows having inscribed painted glass battered stallboards, with brass fascia plates, and top panels. Battered cornice fascia of painted glass inscribed "Established 1830" above entrance, flanked by "James Smith & Sons"; surmounted by cast-iron trefoil pattern cresting with central painted glass pediment inscribed "Hazelwood House" flanked by numbers "53". Central recessed entrance surrounded by panels of inscribed painted and engraved glass, that above with 2 crossed flags; double part-glazed panelled doors with wrought-iron guard gates. Office door to left; panelled with overlight. 1st floor has recessed sashes. 2nd floor with pilasters, paired to central bay, supporting a 3rd floor cornice. Pilasters flank tall round-arched sashes, architraved with mask keystones above impost bands, and balustraded window guards; central window of Venetian type. 3rd floor pilaster strips flank square-headed sashes; central window flanked by recessed panels and paired pilaster strips. Simplified entablature and blocking course. Relief applied lettering to upper floors reading on entablature "STICKS", 3rd floor "JAS. SMITH & SONS", 2nd floor "UMBRELLAS". Chamfered corner continues window with inscribed glass pediment to ground floor; upper floors with channelled stucco and square-headed sashes in front of which applied lettering reading "UMBRELLAS". Single window return similar to the central bay. INTERIOR: of ground floor has showcases and counters of a typical high-class late Victorian or Edwardian shop and as such is a rare survival in London. HISTORICAL NOTE: since 1867 the ground floor of the building has been occupied by the firm of James Smith & Sons, umbrellas makers. New Oxford Street was a very fashionable shopping street in the mid C19."

3.2.2 Bloomsbury Conservation Area

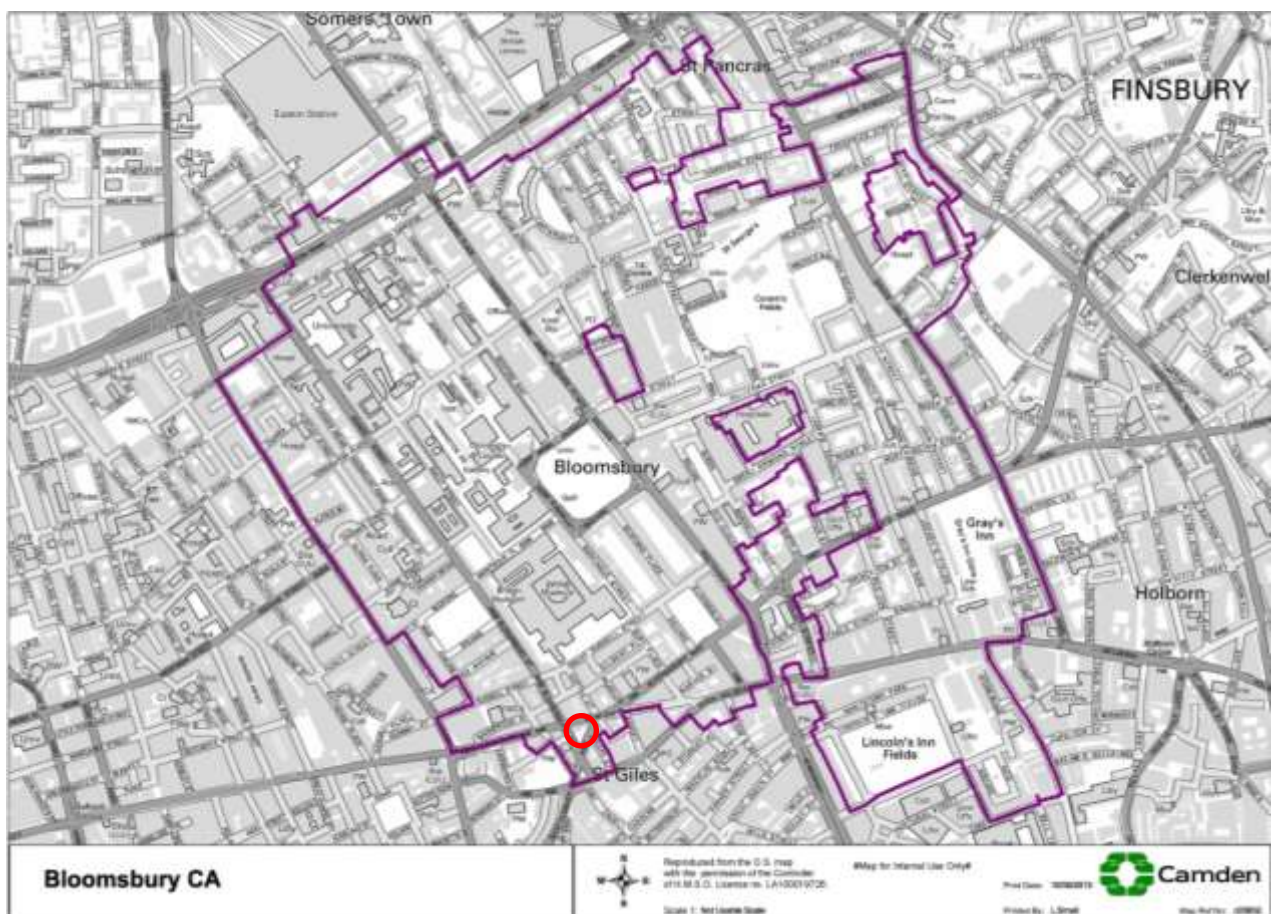


Figure 2 – Map of Bloomsbury Conservation Area with Application Site marked with the red circle.

3.2.3 The conservation area was first designated in 1968 and has since been extended a number of times. It covers a large area (approx. 160 hectares), spreading from Euston Road to the north, Grays Inn Road and King's Cross Road to the East, Tottenham Court Road to the west and New Oxford Street, High Holborn and Lincoln Fields to the south.

- 3.2.4 Because of its size, the Bloomsbury Conservation Area Appraisal (2011) has identified fourteen sub-areas, each holding a specific character. The application site falls within New Oxford Street/High Holborn/Southampton Row (08) sub-area.

Bloomsbury Conservation Area Appraisal and Management Strategy (adopted on 18th April 2011), describes the area comprising “[...] large-scale, late 19th and early 20th century blocks fronting busy thoroughfares. Development followed the construction of new routes combined with the widening of earlier streets, thereby cutting through the earlier 17th and 18th century street pattern. The narrow back streets in the sub area reflect the earlier layout. The predominant use is commercial, with a range of shops, banks, offices, hotels and theatres. Residential accommodation generally takes the form of mansion blocks.”

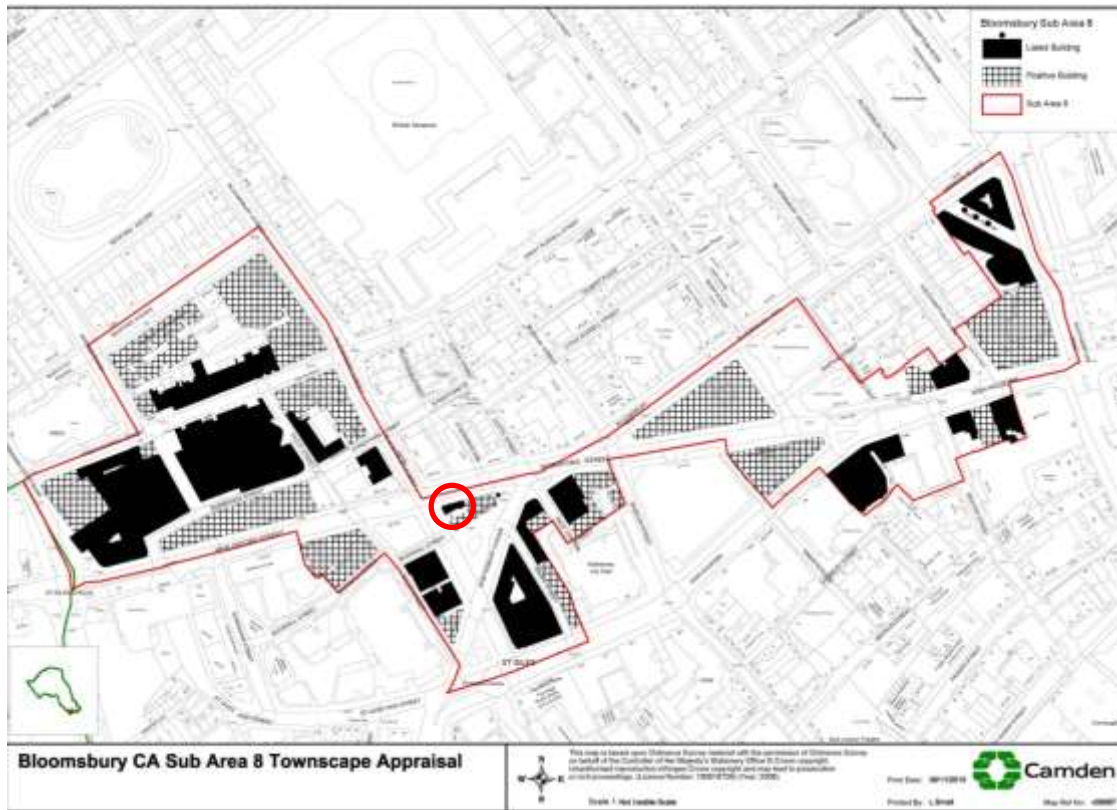


Figure 3 – Bloomsbury Conservation Sub- Area 08 showing listed buildings and buildings having positive contribution

4.0 BACKGROUND HISTORY

- 4.1 The CA appraisal gives a detailed description of the development of the area. The area north of New Oxford Street was originally called *Lomsbury*, or *Lomesbury*, and the manor and village are said to have occupied the site of Bloomsbury Square and the surrounding streets. Old and New London: Volume 4 (1878) describes it being “a retired village, the royal mews, an establishment for horses and also for hawks”. The southern part of the area was outside the walls of the Roman City of London (Londinium, AD43) “located at the point where the River Thames was narrow enough to build a bridge, but deep enough for sea-going vessels, and appears to have been a commercial settlement from its start.”
- 4.2 The Ca Appraisal describes how prior to 1600, “the land within the Conservation Area was mainly in agricultural and pastoral use and largely owned by a series of Manors (Tames, in the vicinity of Bloomsbury Square owned by the Blemund family, Tottenham Manor House (Tottenham Court), at the junction of Euston Road and Hampstead Road, the Lay Manor of St Pancras owned by the monks of London Charterhouse and two Manors along High Holborn which had become ‘hospitiums’ for lawyers (Gray’s Inn and Lincoln’s Inn).”
- 4.3 Following the return of Charles II to England from exile in the Netherlands, the progress of the area began, with new developments seen northwards from St Giles High Street to Great Russell Street and between Holborn and Great Ormond Street. The extent of development by the mid-18th century can be seen on two maps below - William Morgan and Ogilby (1681) and John Rocque’s map (1746). In 1661, The 4th Earl of Southampton was granted a license to build Bloomsbury Square, south of Southampton House. North of Great Russel Street, apart from Montague and Bedford House, the area was mostly fields. In 1759 Montague House became British Museum following the bequest of Royal Physician Sir Hans Soane of his substantial collection of antiquities to the Government. Other buildings built in this period were Thanet House and Hawksmoor’s St George parish church (1730). To the south-east of the church, there was a market, surrounded by smaller houses for workmen and artisans.



Figure 4 – 1682 William Morgan's Map of the City of London, Westminster, and Southwark showing area around the application site (marked in red). The map shows irregular layout of the streets south of Great Russel Street prior to creation of New Oxford Street.

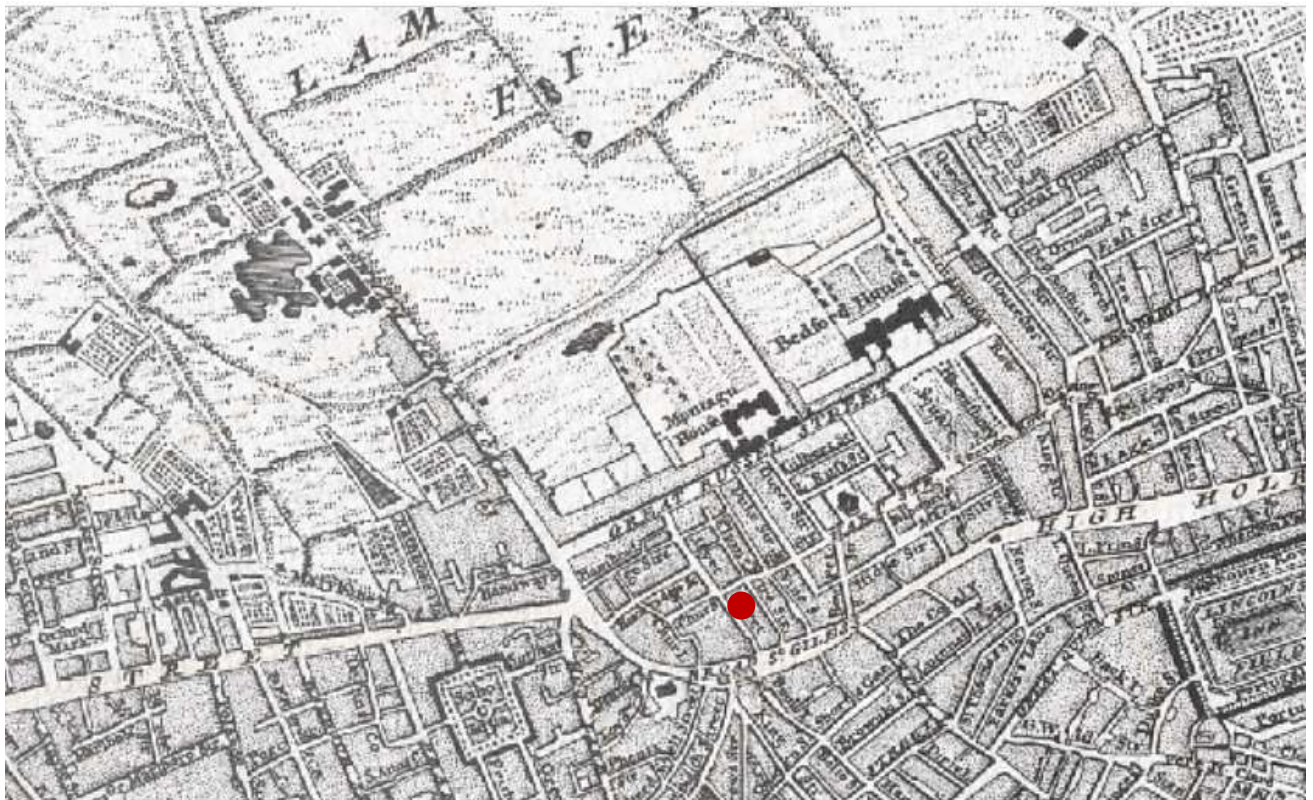


Figure 5 – 1746 Rocque map shows denser street layout surrounding the application site (marked in red)

- 4.4 A rapid expansion of the area north from Great Russel street began in the second half of the 18th century. Development of the Bedford Estate involved the construction of Bedford Square, located on the western edge of the estate in 1775-1776. Bedford Square was designed and built as a unified architectural composition attributed to Thomas Leverton. Following the construction of the square, development of the area continued and resulted in the creation of Gower Street, Bedford Avenue, Store Street, and Chenies Street.



Figure 6 – 1799 Horwood map shows London at the turn of the nineteenth century. The map shows developed Bedford Square and the area northward towards Euston Road. The application site is marked in red.

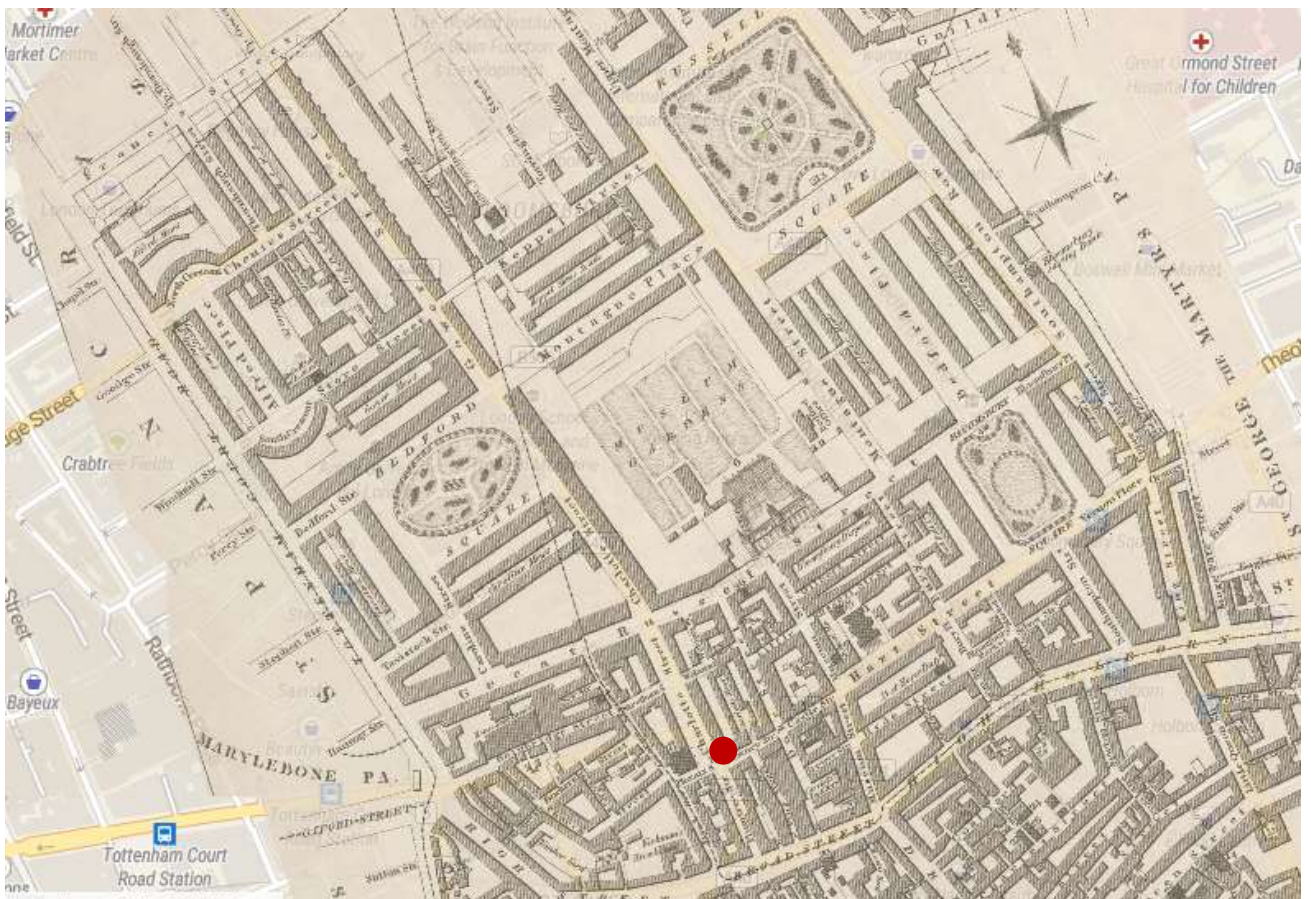


Figure 7 – 1824 Wyld James, showing map of the Duke of Bedford estate and its development at the time. Bedford House was built for the 3rd Earl of Bedford in 1586 and lay adjacent to Montagu House. It was demolished in 1840. Montague house became British Museum. The map also shows Russel Square, and surrounding streets.

- 4.5 The area occupied by Bedford House and its grounds was developed in the early 19th century. Russell Square and other streets were built in that period involving notable architects and landscape designers like James Burton and Humphrey Repton.

- 4.6 In contrast to the affluent neighbourhoods north of Great Russell Street, the area south, within the parish of St Giles, was a notorious slum known as *The Rookery*, considered a cesspit of humanity, a harbour for rebels & criminals: “one dense mass of houses, through which curved narrow tortuous lanes, from which again diverged close courts... The lanes were thronged with loiterers, and stagnant gutters, and piles of garbage and filth infested the air.” (John Timbs, *Curiosities of London*).
- 4.7 The character of this part of the parish of St Giles generally declined through the eighteenth century. Once a “most wealthy and populous parish”, the huge social upheavals in Tudor and Stuart times saw a substantial increase in people uprooting and moving, usually from the countryside into towns and cities. Poor people coming to London to seek work seem to have first led St Giles to its notoriety as an area attracting the poor. Henry Mayhew (1812 – 1887) an English journalist, playwright, and advocate of reform. He was one of the co-founders of the satirical magazine *Punch* described the area as “enclosed by Great Russell Street, Charlotte Street, Broad Street, and High street” and “within this space were George street (once Dyott Street), Carrier Street, Maynard Street and Church street which ran from north to south, and were intersected by Church Lane, Ivy Lane, Buckeridge Street, Bainbridge Street, and New Street. These, with an almost endless intricacy of courts and yards crossing each other, rendered the place like a rabbit-warren...Both sides of Buckeridge Street abounded in courts, particularly the north side, and these, with the connected backyards and low walls in the rear of the street, afforded an easy escape to any thief when pursued by officers of justice”.

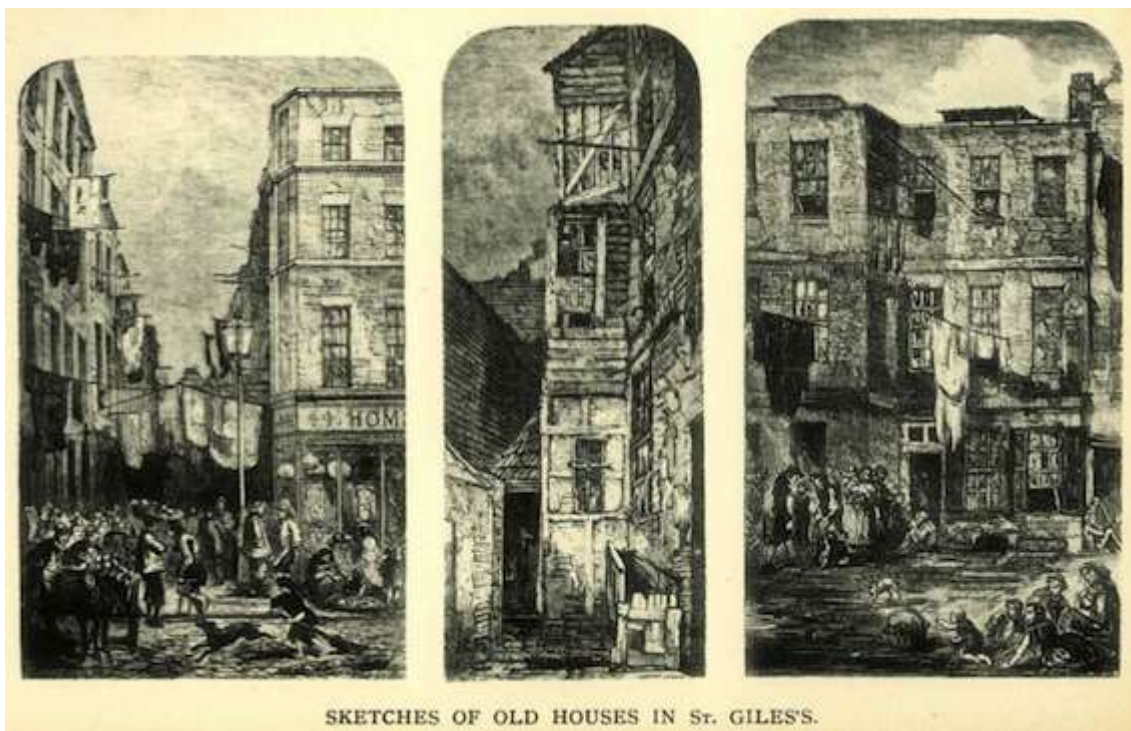


Figure 8- sketches of streets within *The Rookery* from ‘*Bloomsbury and St. Giles Past and Present*’ by George Clinch 1890

- 4.8 By the mid-19th century, St Giles’ notoriety had made it the focus of plans to redevelop the area – with both social control and improvement in east-west road traffic movement in mind. Additionally, by the 1830s, London was almost paralysed by traffic problems, and there was pressure to remodel the city to make travel and transport of goods more efficient.
- 4.9 The building of New Oxford Street was specifically the result of the 1837-38 report of the Parliamentary Select Committee on Metropolis Improvement. In discussing plans for what would eventually be New Oxford Street, this report refers to “the formation of a “new, straight, and spacious street into Holborn, suited to the wants of the heavy-traffic constantly passing ... provision would, at the same time, be made in a very great degree, for the important objects of health and morality.”
- 4.10 Work on New Oxford Street began in 1844, and the new road opened to traffic on 10th June 1845, though work wasn’t entirely completed until 1847 with Shaftesbury Avenue and Charing Cross Road in 1879-1887. Several of the most infamous rookery streets disappeared during its construction, leaving some 5000 of the poor, homeless. The only housing provided for the displaced community was Parnell House, Streatham Street, built in 1849, one of the earliest flat blocks with open access galleries in the courtyard. A wide range of shops, offices, and banks were then developed.



Figure 9 – Plan showing area to the east of St Giles High Street in 1836 when New Oxford Street was proposed showing Broad Street Middle Row and Proposed Street to Waterloo Bridge which was cut through and named Endell Street.

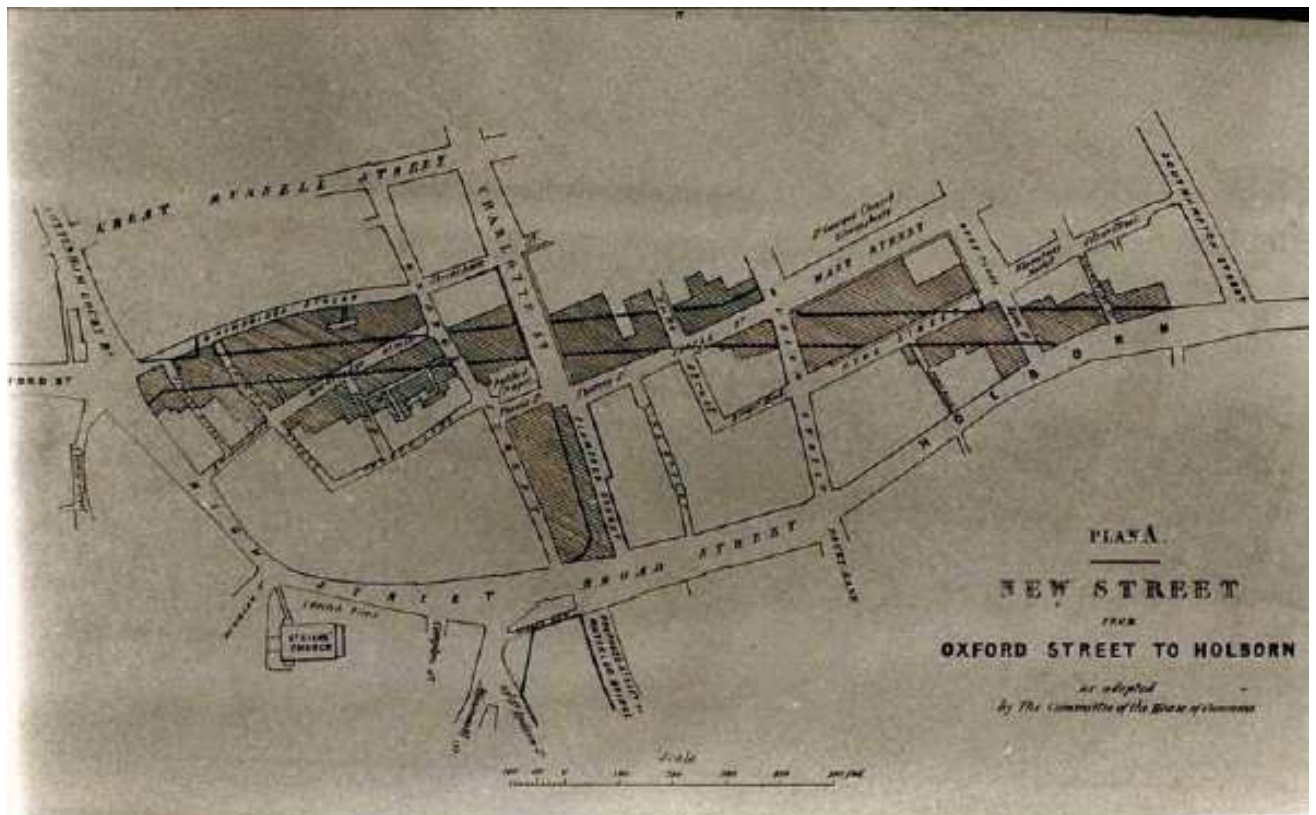


Figure 10 – Plan showing New Oxford street as executed

4.11 New Oxford Street quickly became a commercial success, attracting a wide range of shops, offices, banks, and warehouses. It was built mainly to ease traffic congestion and act as a continuation of Oxford Street's shopping rather than as a residential street. The following businesses have been identified:

- No. 510 (new numbers 30–34; original building demolished) became the new home of Mudie's Select circulating library in 1852 (Oxford Dictionary of National Biography)
- No. 492 (old number) was from 1853 to 1857, the business premises of vegetarianism advocate William Horsell (Oxford Dictionary of National Biography)
- No. 91 (new number; building demolished and site now occupied by Castlewood House) was the business premises of John S. Deeds & Sons, curriers and manufacturers of leather goods, from at least 1860
- No. 467 (new number 53) opened as a branch of James Smith & Sons (selling sticks and umbrellas) in 1865 on the site of a former Commonwealth Dairy
- No. 78 (new number; building demolished) was the business premises from 1867 of Thomas Holloway, purveyor of pills and founder of Royal Holloway College (Oxford Dictionary of National Biography)
- Nos 80–88 (new numbers; original building demolished) were the business premises of Henry Glave, linen draper, in the 1880s
- Nos 71–75 (new numbers) were the Catherwood-designed offices of soap manufacturers A. & F. Pears from 1887
- No. 103 (new number; site now demolished for traffic) was in 1900 the site of "the sole maker and supplier of the Burton Gillette Horse Clipping and Sheep Shearing Equipment" (Camden History Society, Streets of Bloomsbury and Fitzrovia, 1997)
- Nos 114–116 (new numbers) housed the musical instrument factory of Imhofs by 1904

Today, New Oxford Street remains a shopping street, albeit a rather less eccentric one than it had been in the nineteenth century.

5.0 53 NEW OXFORD STREET

5.1 No. 53 New Oxford Street, also known as Hazelwood House, is a grade II* listed building built under the supervision of Sir James Pennethorne, Surveyor of Works to the Crown. Hazelwood House dates from the mid -19th century when New Oxford Street was laid out. The building has been home to **James Smith and Sons**, umbrella makers, for over a century. At street level, it boasts a fine 1870s shopfront with intact painted signage. The upper floors have been converted into offices.



Figure 11 – Front and side elevation

DESCRIPTION

- 5.2 Historic England listing offers a very detailed description of the building. Principally, No. 53 New Oxford Street – Hazelwood House is a corner building arranged over four storeys over a basement and mansard. The elevation facing New Oxford Street is five bay wide, with channelled stucco from the 1st to the 3rd floors. The elevation facing Shaftesbury Avenue is one bay wide. The corner of the building features windows from first to the top floors. The mansard roof has dormers facing both streets. Short and long quoins alternate and wrap around the corner. The Ground and Basement floors are occupied by James Smith & Sons umbrella and walking stick makers, with a shop on the ground floor and the workshop in the basement. The shopfront installed in the later part of the 19th century retains early detailing externally as well as internally. There are a series of vaults under the pavement on both sides of the building connected to the main area of the basement floor plan. Some of the vaults are lit by the pavement lights produced by Hayward Brothers.



Figure 12 – 1870 OS Map showing the footprint of No. 53 New Oxford Street with pavement lights shown to the front and side of the building.



Figure 13 – 1890 OS Map. This map is not as detailed as the one from 1870s, and no pavement lights are shown.



Figure 14 – 1887 by Charles E. Goad Ltd, maps originally produced to aid insurance companies in assessing fire risks

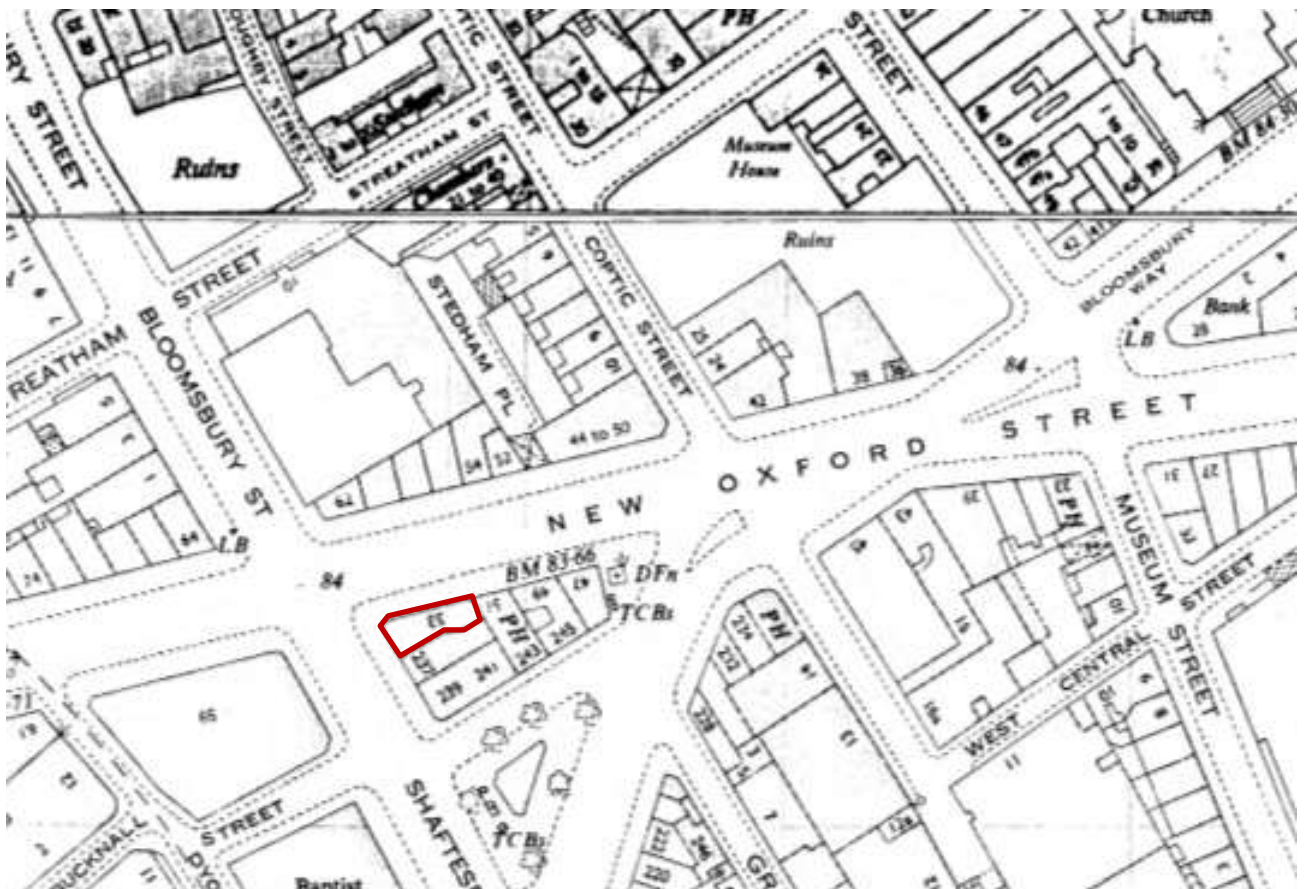


Figure 15 – 1950 OS Map, showing the same footprint of the application site

SUPERVISING ARCHITECT

- 5.3 Sir James Pennethorne (1801–1871) was a British architect and planner in central London. He started his career as a clerk in John Nash's practice. He was taught drawing by Pugin and generally groomed to be Nash's successor. In 1828, he became Nash's chief assistant and so was involved in several of his grand projects for central London; for example, in the early 1830s, he completed Nash's work on Park Village West, off Albany Street close to Regent's Park. He became the architect and surveyor to the Commissioners of Woods and Forests, later called simply Commissioners of Works, in 1834. This was an important position, as John Halliday explains in relation to Nash, who had held the position before him: it made the holder, "in effect, chief architect to the Government" (Halliday 14).

In 1839, he was entrusted with planning "metropolitan improvements" — in the main, slum clearance schemes. This resulted in the creation of New Oxford Street cut across the "Rookery" area around St Giles, and another called Commercial Way through the docklands, as a new artery for dockland traffic.

From 1845, Pennethorne was the sole surveyor of the Crown Estate in London. The works include:

- Nos. 1-7 Park Village West (c. 1832)
- Christ Church, Albany Street, W1, later remodelled inside by William Butterfield; now St George's Greek Orthodox Cathedral (1837).
- The Public Record Office, Chancery Lane, now the Maughan Library, King's College, London (1851-70)
- 6, Burlington Gardens, formerly the University of London
- The west wing of Somerset House, bordering on Lancaster Place at the north end of Waterloo Bridge (1852-6)
- Ballroom and supper room, Buckingham Palace (1852-6)
- Entrance to the Royal Academy School (1867-70)
- Stable block at Claremont, the only addition Queen Victoria made to her uncle Leopold's estate in Esher, Surrey (the block is now used for other purposes, as part of Claremont Fancourt School)

- 5.4 Pennethorne was also involved in landscaping projects. His works in this field include:

- Princes Park, Liverpool — "one of the oldest parks in the country" (Lewis 70); with Joseph Paxton (1842)
- Victoria Park, Tower Hamlets (1845-50)
- Battersea Park (opened in 1853)
- Kennington Park (after the enclosure of Kennington Common in 1852; opened in 1854)
- The Italian Water Garden, Hyde Park (1861)

- 5.5 The road works include following:

- New Oxford Street, (1843-7)
- Commercial Street (1843-7)
- Approaches to Windsor Castle (1846-52)
- Buckingham Gate (1853-8)



Figure 16 - Former Senate House, University of London, 6 Burlington Gardens

HAYWARD BROTHERS PAVEMENT LIGHTS

5.6 William and Edward Hayward were part of a notable family of glaziers and glass-cutters who moved into the ironmongery trade after they bought the business of Robert Henly in 1848. Robert Henly was an ironwork specialist who had also been producing coalholes until poor health forced him to sell his business.



William Hayward



Edward Hayward

5.7 The main products of the Hayward Brothers company were ironwork - ranges, stoves, coal plates, circular and spiral staircases, and ventilators. Around 1857 iron pavement lights glazed with rough-cast glass were added to the company's line. Although these were popular and successful products, in 1871 Edward Haywards Patent No. 2014, "Improvements in Pavement Lighting," changed the profile of the company to become known worldwide. The glazed paving lights were designed not only to allow light to pass through but also to direct the light in the desired direction into the room to be lighted. For this purpose, the specification stated that the frame was to be glazed "with glass moulded so as to be of a prism-like form on the underside, resembling to some extent in this respect the glasses which are often inserted into ships' decks to give light below. The form and arrangement of the prism is, however, entirely altered in order that the light may be thrown forward in one direction. One of the sides of the prism is upright, or nearly so, and the other is inclined to it at such an angle that the light passing through the upper surface may strike this inclined side and be reflected completely or nearly so, within the prism and issue from the upright, or nearly upright side, in the direction required. The sides of the prism may be flat or curved in a horizontal plane."

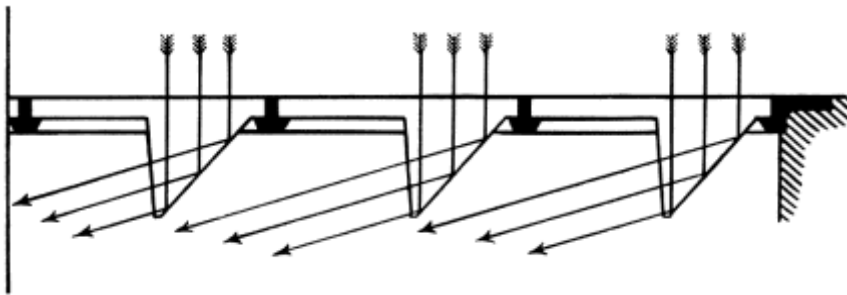


Figure 17 – Diagram illustrating the principle of Edward Hayward's invention

The glazed cubes were fitted into a cast iron frames with corresponding hexagonal cells. A catalogue was printed in the 1870s called "Hayward's Patent Hexagonal and Semi-Prismatic Pavement Lights"



Figure 18 – Pages from 1905 Hayward Brothers catalogue

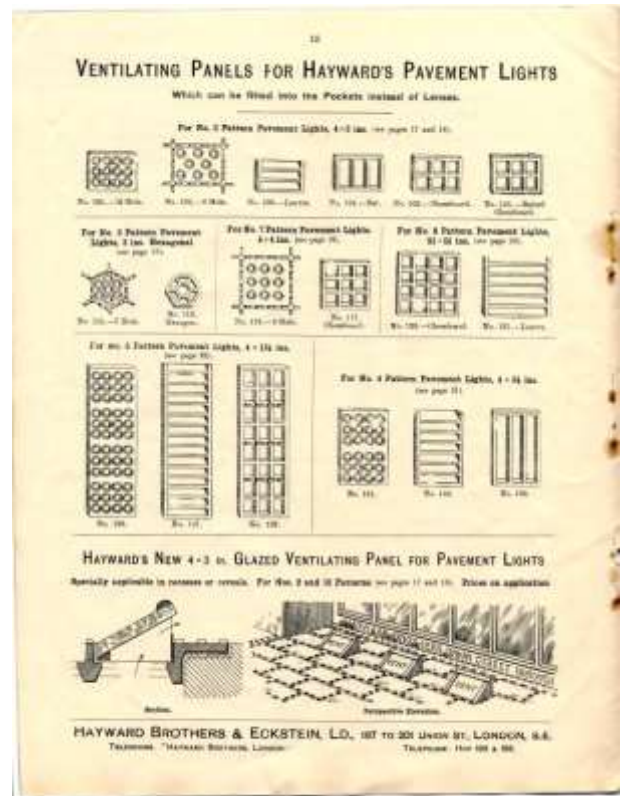
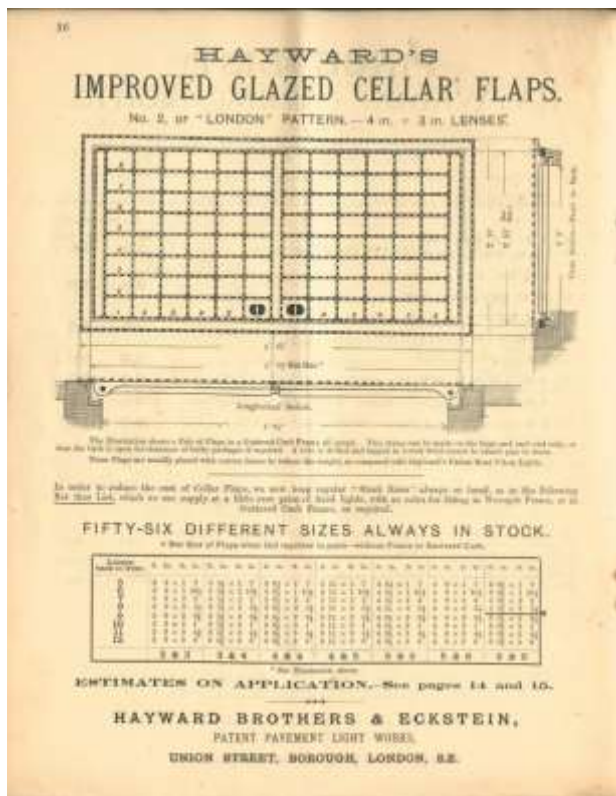


Figure 19 – example of the glazed cellar flaps, from 1885 catalogue Figure 20 – Ventilation panels from 1905 catalogue

VENTILATING PANELS FOR HAYWARD'S PAVEMENT LIGHTS

Which can be fitted into the Pockets instead of Lenses.

For No. 2 Pattern Pavement Lights, 4×3 ins. (see pages 17 and 18).



No. 101
12 Hole.



No. 102
8 Hole.



No. 103
Louvre.



No. 104
Bar.



No. 105
Chessboard.



No. 106
Raised Chessboard.

For No. 3 Pattern Pavement Lights,
3 ins. Hexagonal (see page 19).

For No. 7 Pattern Pavement Lights,
4×4 ins. (see page 19).

For No. 8 Pattern Pavement Lights,
5 3/8 × 5 3/8 ins. (see page 23).

Figure 21 – enlarged patterns for pavement lights to be combined with 4 x 3 inches cast iron frames (see Fig. 21)

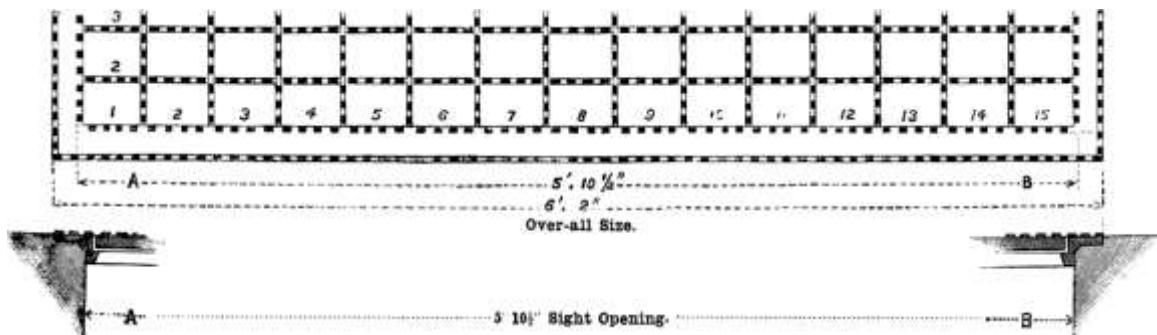


Figure 22 – Frame pattern as shown in 1905 catalogue, that can be fitted with either glass or ventilation panels

6.0 PHOTOGRAPHIC SURVEY



View of pavement lights on the side of the application site



View of the pavement lights



View of the pavement in front of the application site



View of the stone edge adjacent to the front of the shop



Ventilation cast iron blocks set in the concrete



View of the pavement lights from below



View of pavement lights from below



View of the stone slabs, from below



View of the passage in front of the vaults in the basement



View of the cracks in the vault's walls



View of the corridor in front of the vaults under the pavement



7.0 SIGNIFICANCE APPRAISAL

- 7.1 This section deals with the ‘significance’ of the heritage assets that may be affected by the proposal, based on the findings and analysis of the previous sections (Section 3 and 4). ‘Significance’ as defined by NPPF 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.*”
- 7.2 NPPF also points out that “*significance derives not only from a heritage asset’s physical presence, but also from its setting.*” It defines “*setting of a heritage asset*” 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.*”
- 7.3 The methodology used to assess significance follows methods prescribed by Historic England “*Conservation Principles, Policies and Guidelines, 2008*” (CPPG), which recommend testing of various “*heritage values.*” These values are listed as: evidential, historical, aesthetic, and communal.

EVIDENTIAL VALUE

- 7.4 CPPG (2008) in Paragraphs 35 and 36 states:
- “*Evidential value derives from the potential of a place to yield evidence about past human activity*”
 - “*Evidential value derives from the physical remains or the genetic lines that had been inherited from the past. The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement*”
- 7.5 Hazelwood House dates from the period when New Oxford Street was created in 1845. The building was remodelled around 1880, when Shaftesbury Avenue was created, and the shopfront probably dates from that time. It is typical of the age, making use of all available surfaces – some of them carefully restored – for advertising purposes and topped by decorative Gothic-style iron cresting. James Smith & Sons specialises in umbrellas and walking sticks, which are still made in the basement under the shop. The firm was established in Foubert Street in 1830, but this branch opened in 1867 occupying the ground and basement floors of the building. These areas retained much of their original fabric. The upper floors are now offices and apart from the windows they retain very little of the historic fabric. Its significance lies mainly in its exterior, with front and side elevations retaining many of the original features. Outside of the building, there are pavement lights by Hayward Brothers (on the Shaftesbury Avenue side) and a row of ventilation units set in the concrete, to the front of the building (New Oxford Street elevation). The pavement lights are in poor condition at present, with a cracked iron frame and damaged lights.

Despite various changes and loss of the original fabric to the upper floors and poor quality of the pavement lights, it is considered that overall the building retains its evidential value **of High Significance** to the early elements (mainly elevations and interiors to the shop) and **Low Significance** to the modern area.

HISTORICAL VALUE

- 7.6 CPPG (2008) in Paragraphs 39 and 44 states:
- “*Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative*”
 - “*The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value*”
- 7.7 The house was purposely built for commercial use in the mid-19th century. It is thought that it was built under the supervision of Sir James Pennethorne a British architect and planner. Although Pennethorne did not design the building himself, he was able to impose on developers and builders the general style of the proposed buildings, making sure that there was overall aesthetic integrity to the new street. Hazelwood House is also associated with the creation of New Oxford Street and Shaftesbury Avenue. It has been home to one of the oldest umbrella makers of London, James Smith & Sons, since the 1860s. Hazelwood House had a presence in the lives of the local community for a long time and represents the times and ways in which past people lived Victorian times. Despite changes the building experienced, it is considered that it holds its historical value, which is of **high significance**.

AESTHETIC VALUE

7.8 CPPG (2008) in Paragraphs 46 and 47 and 48 states:

- *"Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place."*
- *"Aesthetic values can be the result of conscious design of a place including artistic endeavour. Equally they can be the seemingly fortuitous outcome of the way in which a place has evolved and be used over time. Many places combine these two aspects. . . Aesthetic values tend to be specific to a time cultural context and appreciation of them is not culturally exclusive."*
- *"Design value relates primarily to the aesthetic qualities generated by the conscious design of the building, structure, or landscape as a whole. The embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship."*

7.9 The architectural style of Hazelwood House draws on similar buildings of the time, with elements of Italianate architectural vocabulary, stuccoed elevations with elements of Regency style, pilasters, round-arched windows, with keystones above, window guards, and others. It is an attractive building with Victorian ground floor shopfront in mahogany with plate glass windows having inscribed painted glass battered stallboards, with brass fascia plates, and top panels. It is considered that aesthetic value has been retained and it is of **moderate - high significance**.

COMMUNAL VALUE

7.10 CPPG (2008) in Paragraphs 54 and 56 states:

- *"Communal value derives from the meanings of place for the people who relate to it will for whom it figures in their collective experience or memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional specific aspects."*
- *"Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction, and coherence."*

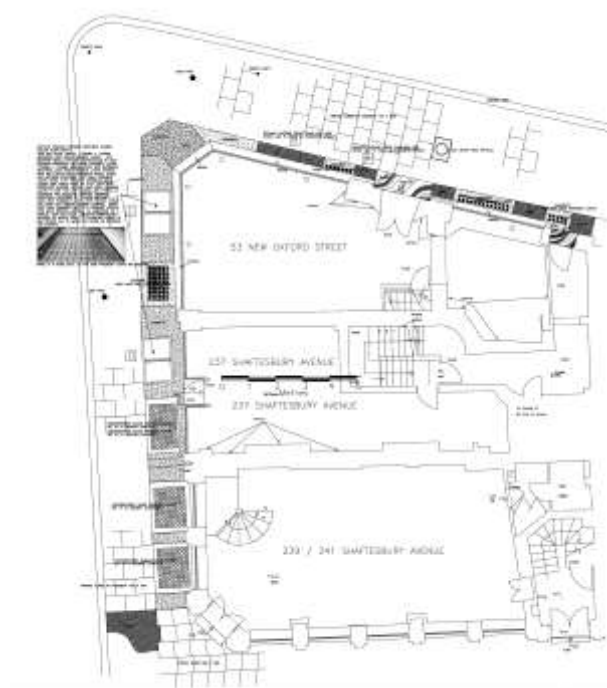
7.11 The building is a reminder of a particular period and style as well as with the period of historic development of the area in the 19th century. The building with its use as famous umbrella shop has been part of the community for more than 150 years. It is considered that it has preserved its communal value, which is of **high significance**.

8.0 PROPOSALS

8.1 It is proposed to replace the existing Hayward Brothers glazed cellar pavement lights with like-for like produced by New Age Glass Limited. For details please see architects drawings.

8.2 Other works include:

- Cleaning of the masonry in the basement area (Vaults and corridor in front of the vaults);
- Repointing of brickwork in the vaults as required with lime mortar mixture;
- Install new stainless steel support beams to support defective existing support beams to the pavement lights, as per structural engineer's drawings (2021/12/B/02)
- vertical crack to brick arch vault to be repaired as per structural engineer's specification and drawing
- Repairs to the stone slabs as per structural engineer's recommendation
- Rebuild existing brick arch and brick bearing (vaults)



9.0 ASSESSMENT OF IMPACT OF THE PROPOSALS

9.1 Following guidance issued by National Planning Policy Framework, Historic Environment Good Practice Advice in Planning: 2 by Historic England (March 2015) and Guidance for assessing the world heritage sites, ICOMOS (updated 2013), a methodology is set that allows for evaluation of an impact on the attributes of identified heritage assets and their significance, in a systematic and coherent way. The suggested categories of impacts are listed below:

- Major (Substantial):** Comprehensive change to key elements of the historic building that contribute to its significance, so that the resource is entirely altered
- Moderate-:** Changes to many key elements of the historic building and / or setting, such that the resource is significantly modified
- Minor:** Change to key elements of the historic building, such that the asset is slightly different.
- Negligible:** Changes to the historic building which are not affecting its significance

The impact of proposals can also be **neutral, beneficial, or adverse**.

Summary of Impact of the proposals on the significance of the Grade II* listed 53 New Oxford Street (This needs to be read in conjunction with Architectural and Structural Engineer's Drawings).

Floor / area	Surviving historic fabric and its significance	Proposed alterations	Impact /Note
Pavement Area	<p>Two existing pavement lights by Hayward Brothers (Shaftesbury Avenue). The pavement lights are in poor condition, with a cast iron frame cracked; Inappropriate repairs visible to prevent water ingress;</p> <p>On Shaftesbury Avenue side there is a set of ventilation panels laid in the concrete; It is mixture of 4 x 3 inches 8 hole pieces, 4 x 4 inches 9 hole pieces and 5 x 5 inches 9 hole pieces. There is one row of ventilation units set in concrete on the New Oxford Street side – in front of the building;</p> <p>Two York stone slabs are found in front of the building, one is damaged; The rest of the area around the parameter of the building is concrete – rather poor quality and patchwork of different concrete mixture.</p>	<p>Replace Hayward Brothers pavement light sets with like-for-like sets, produced by New Age Glass company, matching sizes, material and type of individual pieces;</p> <p>Repair/replace stone slabs, following investigative works;</p>	<p>Moderate; Beneficial</p> <p>Note:</p> <p>The proposed works is necessary in order to stop water ingress to the basement area and to ensure safety of the public; the cast iron frames cannot be repaired;</p>
Internal Basement Area	The area is generally in poor condition, with the existing structural beams suffering from water ingress and are have deteriorated; there are visible cracks on the arched vaults in need of repairs;	Install additional support stainless steel beams under the existing paving light sets, to strengthen existing structural integrity; see structural engineer's drawings and specification for details	Moderate/Beneficial

OVERALL IMPACT

9.2 The key alterations involve the replacement of the existing damaged pavement lights with like-for-like new sets. Additionally, structural repairs are proposed as well as repairs to the masonry - repointing where required. The proposed works will have a Moderate but significantly Beneficial impact. It is considered that although proposals will generate impact upon the special interest of the building and the Conservation Area, overall, they will not cause any harm, on the contrary they will enhance the existing building and its setting within Bloomsbury Conservation Area.

10.0 COMPLIANCE WITH LEGISLATION, GUIDANCE, AND POLICY

THE PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

10.1 The conclusion of the impact assessment in the previous section of this statement is that the proposed works for 53 New Oxford Street overall moderate & beneficial impact upon the significance of this heritage asset and on the character and appearance of Bloomsbury Conservation Area. The proposed development, therefore, complies with Section 7.2 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Proposals do not lead to 'substantial' harm or any meaningful level of "less than substantial harm."

NPPF (2021)

10.2 With reference to NPPF (2021) Para 189 – 202

- Hazelwood House has been listed for its historical as well as aesthetic and communal value. Its special interest lies mainly in its elevations as well as the interiors of the existing umbrella shop. Whilst the interior on the ground and basement floors retain historic fabric, the upper levels have little historic detailing; this application deals with the proposed replacement of the existing pavement lights by Hayward Brothers due to their poor condition and cracking of the cast iron frames and associated structural strengthening of the existing supporting beams for the pavement lights, as well as repairs of the masonry in the basement area (the vaults), where required.
- As recommended by NPPF, an assessment of the significance of this listed Grade II* building has been provided as part of the application. The applicant has appointed conservation consultants with an established reputation in dealing with a range of high quality conservation projects and who was involved in the design and conservation work in all its phases. It is believed that the analysis of the history of the building and the area, its character and context, as well as the assessment of the heritage values of the application site and its setting provided in this document, is proportionate to the importance of the heritage assets being considered. It provides sufficient information for the planning authority to assess the potential impact of the proposed development on the special historic and architectural interest of the relevant heritage assets.
- The key consideration in the preparation of the design concept for the scheme has been the appreciation of the character and historic values of this listed building and its setting within the Bloomsbury Conservation Area. Design and the proposals were informed by the assessment of heritage assets and their significance, ensuring that their special interest is sustained and enhanced.
- An impact assessment has been undertaken (Section 9), and any 'harm' vs beneficial impacts were evaluated to assess the overall impact; it was concluded that the impact will be moderate and beneficial. The works are necessary to prevent further water ingress to the basement area of the building, ensuring the structural integrity of the pavement lights area, and providing repairs to the existing masonry. This will ensure the building's continued life and will enhance the overall quality of the building and its setting whilst preserving the status of Conservation Area.
- "Conservation" is defined in the NPPF as: *"the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance."* The proposed works will *"sustain and enhance the significance of heritage asset [...] putting it to viable use consistent with its conservation"*. The special architectural and historic interest of this heritage asset will be preserved.
- The proposed scheme complies with NPPF, as it does not lead to the loss of the significance of a designated heritage asset. The scheme also cannot be considered to harm the Conservation Area.
- The public benefits of this scheme are as follows:
 - Substantial investments are vital to enable sustainable, dedicated, lasting care of the property.
 - Improvements will bring the benefit of ensuring the continued appropriate use and maintenance of the premises.
- The proposals are considered to be of appropriate design and sympathetic to the historic fabric of the heritage asset. The "special historic interest" of the building will be preserved.

NPPG GUIDANCE

10.3 With reference to NPPG Paragraphs 003, 009, 015, 017, 019 and 020:

- The proposals understand and accept that the conservation of the heritage asset must be executed in a way that is appropriate to their significance. It is also acknowledged that heritage assets are irreplaceable. Embedded in the proposed works is an understanding of the term ‘conservation’ being the ‘active process of maintenance and managing change’.
- It is considered that the importance of the significance of the relevant heritage assets – including the building’s setting – has been properly assessed and therefore provided the information needed for an acceptable proposal to be developed. Key to this process has been a consideration of the impact on the significance and the historic fabric of Hazelwood House and its setting within the Bloomsbury Conservation Area. The building itself has retained its historic significance with moderate-high aesthetic value to the exteriors. The proposed alterations will enhance the special interest of the existing building.
- The optimum viable use for the building is certainly to stay in commercial use. This approach will cause no harm to the significance of the asset, now and in the future. The applicant wishes to upgrade areas of the property seen to be in poor condition and damaged in order to prevent further water ingress into the property and damage to the basement area.
- The impact on the significance of the heritage assets has been fully considered in the proposal. Proposals are considered to cause no harm; they are designed to enhance their significance. There will be a considerable public benefit of enhancing the building’s setting, compatible with its heritage significance and values.
- The scheme also supports the character of Bloomsbury Conservation Area, which clearly represents tangible public and heritage benefits in architectural, economic and regeneration terms.

LONDON PLAN (2021)

10.4 The London Plan 2021 is the Spatial Development Strategy for Greater London. It sets out a framework for how London will develop over the next 20-25 years and the Mayor’s vision for Good Growth. Policies D1 (London’s form, character and capacity for growth), D4 (Delivering Good Design) and D5 (Inclusive Design) of the London Plan 2021 are general development and design policies. Policy HC1 (Heritage conservation and growth) part C is relevant to the assessment of this application.

“Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets’ significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.”

Response:

10.5 The proposals are considered to comply with the adopted London Plan (2021). The essence of Policy HC1 - Heritage conservation and growth is that heritage assets should be valued, conserved and re-used and that development should be sympathetic in terms of form, scale, materials and architectural detail. The proposals to replace damaged paving lights with like-for-like paving lights and repair damaged masonry will be sympathetic to the historic fabric of this listed building. Overall, the affected heritage assets (the listed building and the surrounding Bloomsbury Conservation Area) will be conserved.

CAMDEN LOCAL PLANNING POLICY

10.6 Camden’s Local Plan was adopted on 3 July 2017 and it sets out the Council’s planning policies, replacing the Core Strategy and Development Policies planning documents that were adopted in 2010. The Local Plan will cover the period 2016-2031 and will play an essential role in the delivery of the Camden Plan, which sets out the Council’s vision for the borough. The main planning considerations applying to the site and the associated Local Plan policies are:

10.6.1 Policy D1 – Design is a key policy and has various parts that are relevant to the proposed development in heritage terms;

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

- a. respects local context and character;*
- b. preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage*
- e. comprises details and materials that are of high quality and complement the local character;*
- m. preserves strategic and local views; and*
- o. carefully integrates building services equipment.*

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

10.6.2 The supporting text to Policy D1 outlines at paragraph 7.2 that:

"The Council will require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect developments to consider:

- character, setting, context and the form and scale of neighbouring buildings;*
- the character and proportions of the existing building, where alterations and extensions are proposed;*
- the prevailing pattern, density and scale of surrounding development;*
- the impact on existing rhythms, symmetries and uniformities in the townscape;*
- the composition of elevations;*
- the suitability of the proposed design to its intended use;*
- inclusive design and accessibility;*
- its contribution to public realm and its impact on views and vistas; and*
- the wider historic environment and buildings, spaces and features of local historic value."*

10.6.3 Policy D2 – Heritage has relevant parts and is clear that:

"The Council will preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets."

Designated heritage assets

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

Conservation areas

"Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas. The Council will:

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

Listed Buildings

Listed buildings are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. To preserve or enhance the borough's listed buildings, the Council will:

- i. resist the total or substantial demolition of a listed building;*
- j. resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building; and*
- k. resist development that would cause harm to significance of a listed building through an effect on its setting*

10.6.4 Bloomsbury Conservation Area Appraisal and Management strategy (2011)

Maintenance and Repair of Listed Buildings

"The Council will keep the condition of properties on the Buildings at Risk Register and other listed buildings under review on at least an annual basis. Owners will be encouraged to maintain their buildings regularly to ensure their condition is improved or appropriately and adequately maintained so that important historic buildings and their architectural features are preserved."

Small scale developments within /changes to the public realm

"Building frontages, roads, pavements and the squares are all important elements of the public realm and the cumulative impact of small scale additions can have an overall detrimental impact on the character of the area. Such additions can include:

- *Loss of frontage railings*
- *Loss of original/interesting streetscape elements*
- *Unsympathetic surfacing materials*
- *Clutter of street furniture*
- *Visual clutter from excessive signage and flags*
- *Refuse and recycling storage."*

10.7 Response:

- The proposed replacement of the existing paving lights will be like-for-like and are designed to match the existing units. The design has been informed by the thorough analysis of the heritage values of the application site and its context and proposals are composed to ensure that these values are sustained and enhanced.
- The impact assessment in this report provides an analysis of how the proposed alterations may affect the identified heritage values and their significance. The conclusion is that impact will be moderate and beneficial as it will significantly enhance the quality of the area immediately outside the listed building, upgrading it to 21st century standards.
- The proposed works will preserve the status of Bloomsbury Conservation Area.
- It is considered that the current proposal will maintain the special interest of the listed building and the Conservation Area, taking into consideration the architectural characteristics, setting, plan-form, and cultural significance, harmonizing and articulating the existing structure with sensitive interventions.

11.0 CONCLUSION

- 11.1 No. 53 New Oxford Street is mid-19th century Grade II* listed building within Bloomsbury Conservation Area. The house has been listed for its historic and architectural values of moderate to high significance attributed to its front elevation and ground floor (the umbrella shop) and lesser value attributed to later alterations.
- 11.2 Proposed are replacement of damaged paving lights (by Hayward Brothers) with associated alterations (strengthening of the structural sub-structure) and repairs to masonry walls in the vaults (basement). Proposed changes for upgrade are necessary in order to preserve the structural integrity of the paving around the building's perimeter to meet 21st century requirements whilst maintaining the high status of this listed property and Bloomsbury Conservation Area.
- 11.3 As required by NPPF, the impact and potential 'harm' of the proposal were considered and analysed. The applicant has recognised the importance of appropriate analysis and assessments, which were undertaken and are presented in this report. As a result of the analysis of the significance and assessment of the impact, the conclusion has been reached that the impact will be moderate and overall beneficial.
- 11.4 The implication of the existence of impact does not immediately translate that into "harm." Tenets of Historic England laid out in their document "*Conservation Principles*" define conservation as "*managing change*." This means that the listed building is not a static place but is subject to change. NPPF recognises that change and adaptation must occur if historic buildings are to survive at all. This can be achieved only with a considerable investment in the repair, maintenance, and enhancement of properties, as here is the case, ensuring it remains a valuable heritage asset.
- 10.5 Proposals were formulated ensuring that the special historic and architectural interest of the subject site and identified heritage values are preserved and enhanced. In this way, it is considered that these proposals comply with the National and Local policies and guidance for the historic built environment.

