



Northern Estate Programme

Norman Shaw North Standalone Proposals
Heritage Impact Assessment

March 2021

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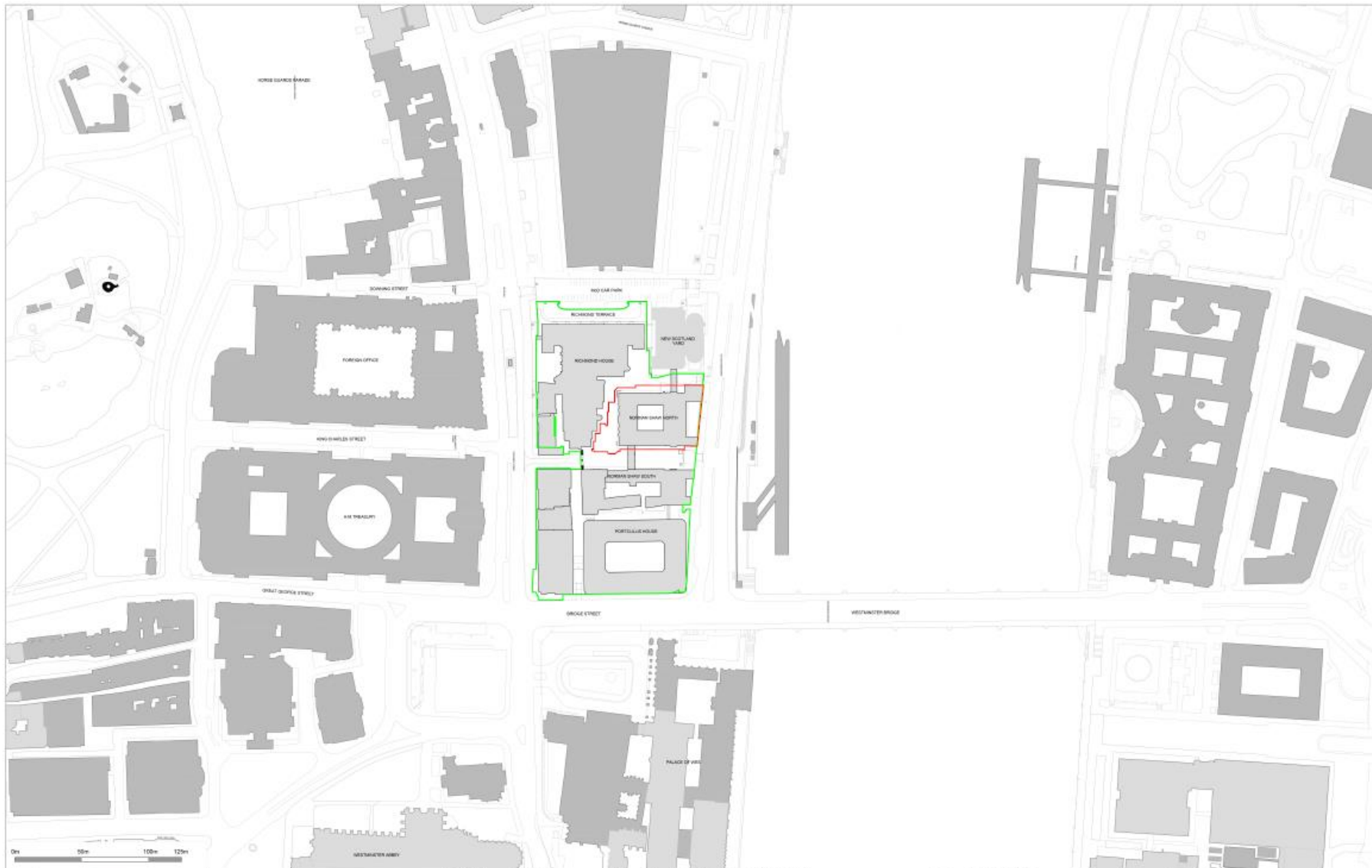
HOUSE OF COMMONS
NORTHERN ESTATE PROGRAMME

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HOUSES OF PARLIAMENT

Strategic Estates
 Westminster
 London SW1A 8AA

1 Introduction

1.1 Summary of Heritage Impact Assessment

Introduction

- 1.1.1 Donald Insall Associates was commissioned by BDP in May 2018 to assist them in the preparation of proposals for the former headquarters of the Metropolitan Police on Victoria Embankment, New Scotland Yard, now known as Norman Shaw North.
- 1.1.2 The investigation has comprised historical research, using both archival and secondary material, and a site inspection. An illustrated history of the site and building, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the significance of the building, which is set out below. This understanding has informed the development of proposals for change to the building, by BDP architects. Section 4 provides an outline justification of the scheme according to the relevant planning policy and guidance.

Description of Development

- 1.1.3 The description of development (the Proposed Development) relating to the Norman Shaw North proposals application is set out below:
- 1.1.4 *Full planning consent for the refurbishment of Norman Shaw North including the installation of a glazed roof covering to the internal courtyard, to provide further accommodation for parliamentary uses (Sui Generis); installation of chillers at ground*

level adjacent to the northern elevation; basement piling; alterations to the courtyard eaves to create a roof access gallery; alteration of the northern elevation; alteration of north western corner stepped plinth; alteration to Laundry Road landscape and levels to provide accessibility improvements; and crane gantry screw piling located in Commissioners Yard.

Listed Building Consent for the internal and external refurbishment, including installation of new building services and rooftop repairs and reconfiguration including rooftop louvres and reconstruction of chimneys; courtyard roof fixings; secondary glazing; and interiors; alterations to existing openings and basement vaults; and associated works including temporary construction works.

The Building, its Legal Status and Policy Context

- 1.1.5 Norman Shaw North is a Grade I-listed building located in the Whitehall Conservation Area in the City of Westminster. It is in the immediate setting of the Grade II*-listed Norman Shaw South building, Canon Row Police Station and the Grade II*-listed Richmond House, as well as the Grade II*-listed gates and piers between the Norman Shaw North and Norman Shaw South Buildings and the Grade II-listed Derby Gate entrance gates and piers and adjacent lamp standards. The wider Whitehall setting comprises a rich mix of listed buildings, including 1 Derby Gate (Grade II*); nos. 43 and 44 Parliament Street (both Grade II*); nos. 34-36, 37, 38-39, 41-42, 45-46, the Red Lion Public House at no. 48, 49-50, 53 and 54 Parliament Street and 85 Whitehall (all Grade II).
- 1.1.6 The statutory list descriptions for Norman Shaw North and the listed buildings immediately adjacent are included in Appendix A

and a summary of the conservation area statement provided by the local planning authority is in Appendix B, along with extracts from the relevant planning policy documents.

- 1.1.7 The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Sections 16, 66 and 72 of the Act impose statutory duties upon local planning authorities which, with regard to listed buildings, require the planning authority to have *'special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses'* and, in respect of conservation areas, that *'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'*.
- 1.1.8 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. The development plan applicable to the study site comprises Westminster's City Plan (November 2016), Westminster's Unitary Development Plan (January 2007), and London Plan (March 2021). The City Plan 2019-2040 (submitted November 2019) is also a material considerations.
- 1.1.9 Westminster's City Plan (2016) contains policies pertaining to the historic environment, including Policy S25: Heritage, which states that Westminster's *'extensive heritage assets will be conserved, including its listed buildings, conservation areas...'* Westminster's Unitary Development Plan (2007) has saved policies that deal with development affecting the historic environment, including Policy Des. 10: Listed Buildings, which requires that applications for development *'respect the listed building's character and*

appearance and serve to preserve, restore or complement its features of special architectural or historic interest'. The Development proposals also have to accord with the regional plan, in this case, the London Plan.

- 1.1.10 Policy HC1 Heritage Conservation and Growth of the London Plan (March 2021) stipulates that *'(C) 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.'*
- 1.1.11 The courts have held that following the approach set out in the policies on the historic environment in the National Planning Policy Framework 2019 will effectively result in a decision-maker complying with its statutory duties. The Framework forms a material consideration for the purposes of section 38(6). At the heart of the Framework is 'a presumption in favour of sustainable development' and there are also specific policies relating to the historic environment. The Framework states that heritage assets are 'an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'.
- 1.1.12 The Framework, in paragraph 189, states 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. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

1.1.13 Section 1.1.20-29 of this report – the assessment of significance – meets this requirement and is based on the research and site surveys presented in sections 2 and 3, which are of a sufficient level of detail to understand the potential impact of the proposals.

1.1.14 The Framework also, in paragraph 193, requires that:

When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

1.1.15 The Framework goes on to state at paragraph 194 that:

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification.

1.1.16 Section 4 of this report provides this clear and convincing justification.

1.1.17 The Framework requires that local planning authorities categorise harm as either 'substantial' or 'less than substantial'. Where a proposed development will lead to 'substantial harm to (or total

loss of significance of) a designated heritage asset', the Framework states, in paragraph 195, that:

... local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

a) the nature of the heritage asset prevents all reasonable uses of the site; and

b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

d) the harm or loss is outweighed by the benefit of bringing the site back into use.

1.1.18 Where a development proposal will lead to 'less than substantial harm' to the significance of a designated heritage asset, the Framework states, in paragraph 196, that:

...this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

1.1.19 The Framework requires local planning authorities to look for opportunities for new development within conservation areas and world heritage sites and within the setting of heritage assets

to enhance or better reveal their significance. Paragraph 200 states that:

Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

- 1.1.20 Concerning conservation areas and world heritage sites it states, in paragraph 201, that:

Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site 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.

Assessment of Significance

- 1.1.21 Norman Shaw North was constructed in 1887-90 for the Metropolitan Police as its headquarters and was originally known as New Scotland Yard. It was designed by the architect Richard Norman Shaw, with the assistance of the Surveyor to the Metropolitan Police, John Butler, and his son John Dixon Butler, who succeeded Butler senior as Surveyor in 1895.
- 1.1.22 Shaw was granted the commission personally by the Home Secretary, in recognition of the need for a building of special quality on this important Thames-side site. At the time, Shaw was at the forefront of architectural fashion and much in demand by

private clients for new houses in London and the countryside. The New Scotland Yard development was Shaw's first and only civic commission and its impact on British architecture was profound. It marked a change in Shaw's style: the pretty Queen Anne style of his London houses developed into a grander and more monumental manner. This was relieved by the use of red brick, hereunto confined to domestic architecture, for the first time in a major public building. At New Scotland Yard, the ponderous formality typical of Victorian official architecture was eschewed for what Shaw called 'individuality and character'. This meant polychromatic elevations (with bands of Portland stone and red-brick over a grey granite base, the latter hewn by convicts on Dartmoor); Baroque porticos, aedicules and split pediments; and a bold silhouette of gables, chimneys and cupola-ed tourelles.

- 1.1.23 The building is of exceptional architectural and historic interest, and widely recognised as Shaw's masterpiece. In 1940, the architect Sir Reginald Blomfield stated that, apart from the Houses of Parliament, 'Scotland Yard is the finest public building erected in London since Somerset House'. The marginally less hyperbolic Nicholas Pevsner described New Scotland Yard as 'an epoch-making design'; for Mark Girouard in 1977 it 'showed the way', together with John Belcher's Institute of Chartered Accountants, for an 'outburst of town halls, public libraries, and art galleries where heavily rusticated colonnades appeared in unlikely places, where columns tended to bulge in the middle and pediments were invariably broken, and where classical symmetry was easily and even gleefully abandoned whenever the architect felt like adding on a cupola ...ⁱ'. The building was listed at Grade I in 1970.
- 1.1.24 As well as for its architecture, the building is also significant in that it formed the first purpose-built HQ of the modern police

force, and reflects the major expansion of the force during the 19th century. The connection with government since the late-20th century is also of historic interest, particularly due to its link with the wider parliamentary estate.

1.1.25 The building's setting is also important and it has group value with Norman Shaw South (Grade II*) and 1 Canon Row (Grade II*), and to a lesser extent with the unlisted Curtis Green building and William Whitfield's Richmond House (Grade II*). It forms an important part of the riverscape on this stretch of the Thames, which is noted for its architectural landmarks.

1.1.26 The fabric of the building has the following hierarchy of significance. Of the highest significance and very sensitive to change are:

- The powerful external appearance of the building on one of the most prominent sites in central London, on the river Thames, just upstream from the Palace of Westminster and opposite the former County Hall building. Shaw's fortress-like design exudes permanence, but also mediates between the classical and gothic traditions of the immediate vicinity, invoking the site's architectural antecedents. The elevational treatment shows the sophistication of Shaw's approach (which rejected the arid 'Battle of the Styles' that had dominated Victorian design) and his genius in producing a romantic building of towers and turrets that beautifies the Thames Embankment while serving the practical purposes of providing the vast and specialised accommodation required by the Metropolitan Police. More specifically the following features of the building are highly significant:
 - The pendentive towers at the corners;

- The gables, pediments and lofty banded chimney stacks which form the roofscape;
- Portland stone detailing including rusticated porticoes and broken pediments;
- High-quality materials; unusually for the time in prominent public building, Shaw used red bricks to add levity and interest to the solid granite base and detailing in Portland stone;
- The internal courtyard elevations;

- The use of high-quality materials throughout;
- The 1913 bronze memorial medallion to Norman Shaw by W R Lethaby and Hamo Thornercroft on the east elevation;
- The segmental arched bridge of stone banded with red brick linking Norman Shaw North and South;
- The gates and piers between Norman Shaw North and South buildings (designed by Reginald Blomfield and Richard Norman Shaw respectively) and independently listed at Grade II*;

1.1.27 Of high significance and also sensitive to change are:

- Shaw's original plan form of the building which mostly comprised central corridors in the short wings and side lit corridors in the long wings. The historic plan form is still legible, despite more recent remodellings of the interiors. The sectional arrangement is also highly significant as Shaw adjusted the floor heights to create lofty volumes for grander rooms facing the Embankment. Shaw was a master of internal

planning, negotiating a complex hierarchy of volumes into a cohesive form, which also gives variation to the elevations;

- The two largely unaltered staircases in the east wing: the principal staircase with its grand stone stair and generous landings, which was sensitively extended upwards in the 1970s (the newer parts clearly have lesser interest), and the elegant winding stone service stair in the northeast corner;
- The more decorative rooms which are preserved largely as original, with the corner rooms on the second floor in particular being the best preserved and having the most notable interiors;
- Original joinery, such as doors, skirting and dados, in addition to original plaster architraves;
- The numerous original chimneypieces, although these have been removed from some rooms;
- Visible original structural detailing, such as arched openings and barrel and cross vaulted ceilings;
- The timber benches in the corridors, which appear to be original;
- The altered 1920s memorial lamp relating to the First World War, located in the principal stairwell;

1.1.28 Of medium significance, with some sensitivity to change are:

- The early-20th-century alterations to the original plan form to create uninterrupted corridors on all levels, which have been introduced in a sympathetic manner, and the associated joinery which successfully copies the original design, including doors, architraves, skirting and dados;

- The plan form at basement level, which has also been altered, in addition to the attic floors on the fifth and sixth floors;
- The more standardised rooms and corridors;
- The secondary staircase in the southwest corner, which was extended upwards in the 1970s (these parts clearly have lesser interest), and other original shorter flights of steps;
- Original spaces which have experienced modest alteration;

1.1.29 Of modest or negligible significance are:

- Areas where later alterations were more destructive, and where only some of the original fabric has survived, for example areas around the 1970s lifts and where an original staircase was removed in the west wing;

1.1.30 Areas which detract from Norman Shaw North are:

- The alterations made to the north elevation where single-storey buildings have been removed leaving an unresolved elevation at ground floor level, which was never intended to be exposed;
- The public realm in and around Norman Shaw North is generally of poor quality and detracts from its setting and that of other designated assets and, consequently, makes a negative contribution to the character and appearance of the Whitehall Conservation Area;
- A temporary portacabin and unsightly waste and bicycle storage in the internal courtyard which obscures the elevations and demeans the space;
- Modern gates and temporary buildings around the site;

- Poorly designed modern plant, ductwork and other services which obscure the original architecture, inside and to the elevations of the building;
- The concrete roof covering to the single-storey courtyard projection;
- The suspended ceilings throughout most of the building which conceal ceilings and alter the volume of the associated rooms and corridors;
- The 1970s glazed doors and panels throughout the corridors and stairwells;
- Modern wall-mounted trunking in the rooms housing services;
- The modern carpets which likely cover original floor coverings;
- The modern net curtains serving the windows facing the courtyard.

The Whitehall Conservation Area

- 1.1.31 The Whitehall Conservation Area is significant because its richly textured townscape is intimately bound up with the early origins of London and the subsequent development of the area as the cradle of English – later British – parliamentary democracy. It encompasses what was the southern part of the site of Saxon London – *Lundenwic* – and contains the only surviving building of the medieval and early-modern Whitehall Palace, Inigo Jones’s Banqueting House, one of the first Renaissance buildings in England. The area today is of international renown as part of the ceremonial route along Whitehall linking Trafalgar Square and the

Palace of Westminster and Westminster Abbey including Saint Margaret’s Church World Heritage Site, and contains a wide variety of listed buildings of national importance from the 17th, 18th, 19th and 20th centuries. The buildings in the southernmost part of the conservation area are located closest to the Palace of Westminster and Westminster Abbey including St Margaret’s Church World Heritage Site, the northern boundary of which is defined by Bridge Street. Parliament Street is characterised by more modestly scaled buildings which line its eastern side, whereas those to the west are monumental buildings of the state. The New Government Offices and Portcullis House form the backdrop to Parliament Square and New Palace Yard respectively, and are important in the setting of the Palace of Westminster and Westminster Abbey.

- 1.1.32 All of the buildings on the Northern Estate make a positive contribution to the character and appearance of the conservation area. Portcullis House, Norman Shaw North, Norman Shaw South, Curtis Green, Richmond Terrace, and the Whitehall façade of Richmond House are landmark buildings in the conservation area. The buildings on Bridge Street, Parliament Street and Whitehall are essential components in its general townscape and character.

Consultation

- 1.1.33 These proposals have been reviewed regularly throughout their development with planning and conservation officers at Westminster City Council (WCC), and also with inspectors from Historic England. The design has been developed in response to the feedback received. The enclosure of the inner courtyard to create the new atrium space has been broadly supported in public consultations.

Summary of Proposals and Justification

1.1.34 The proposals are for the refurbishment of the existing accommodation of Norman Shaw North throughout and for providing a glazed roof over the internal courtyard of the building. Each aspect of the proposals is described in detail below, in section 4. In general, the refurbishment would include:

- New passenger lifts and firefighting cores in the east and west wings of the building.
- Increased provision of WCs
- New service risers in each wing
- Strip out of existing services and provision of new services to provide heating, cooling and mechanical ventilation
- Remodelling of areas of the basement to provide plant areas
- New staircase between the sixth and seventh floors
- Level access to the building
- A new scheme of interior design
- Installation of secondary glazing throughout
- Repair of historic fabric and finishes throughout.

1.1.35 In developing these proposals, attention has been given to the desirability of preserving the building, its setting and the features of special architectural or historic interest which it possesses.

1.1.36 As outlined in detail in Section 4, the proposals would provide considerable public benefits, by equipping Norman Shaw North for its next phase of life as parliamentary offices.

1.1.37 The proposals would cause no harm to the setting of the listed building or to the character and appearance of the conservation area, or the setting of nearby listed buildings, all of which would be enhanced. There are some instances of harm to the listed building, but these have been limited to the smallest degree necessary to achieve the benefits of refurbishing the building to the specification required by the brief. Each instance of harm has been carefully considered and steps have been taken through the design process – and in consultation with Westminster City Council and Historic England – to mitigate the harm by good design, in keeping with the character of the historic building.

1.1.38 Overall, the impact of the proposals on the special interest of the listed building would amount to ‘less than substantial’ harm (NPPF para 196). Within the spectrum which the category of ‘less than substantial harm’ encompasses, this harm is at the less serious end.

1.1.39 The ‘less than substantial harm’ to the listed building would be outweighed by public benefits, which include works that would benefit the heritage of the building, as well as wider societal benefits.

1.1.40 The most important public benefit is that the buildings would be equipped for their continued use as parliamentary offices, which supports their conservation and repair in the long term.

1.1.41 Other public benefits include reinstatement of original features, for example the oculus in the courtyard, and providing step-free access to the building. Works to improve the courtyard would also enhance people’s ability to appreciate the significance of the listed building.

- 1.1.42 Many of the public benefits, listed in Section 4, would not be possible to deliver without the major improvements that the scheme would provide.
- 1.1.43 The proposals would enhance the significance of the both the Grade I-listed building and the Whitehall Conservation Area and, as such, they would meet the tests for sustainable development outlined within the National Planning Policy Framework (NPPF), insofar as they relate to the historic environment. The many compelling benefits offered by the scheme would easily outweigh the 'less than substantial harm' caused and are, therefore, considered a material consideration which overcomes the presumption against proposals set out in the Planning (Listed Buildings and Conservation Areas) Act 1990. Furthermore, the NPPF heritage policies are also a material consideration to overcome the in part non-compliance with the local and regional plans.
- 1.1.44 It is therefore the conclusion of this report that the proposals should be granted planning permission and listed building consent.

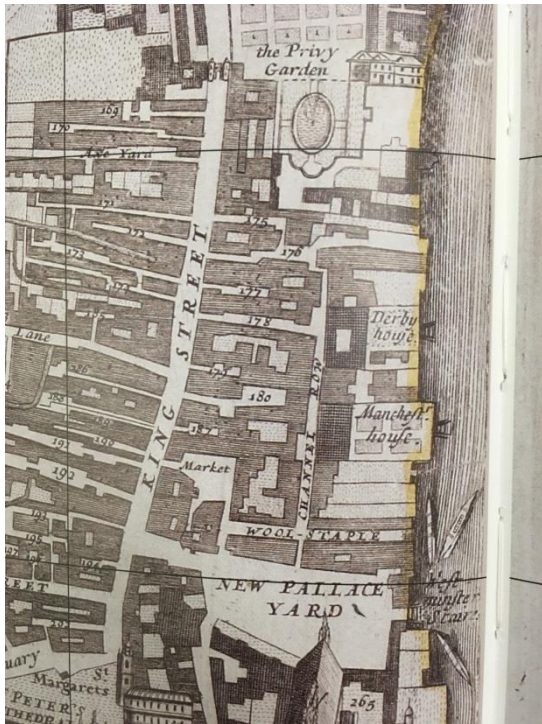
2 Historical Background

2.1 Whitehall and the Development of the Northern Estate

2.1.1 Whitehall has served as the geographic centre of British government for centuries. It takes its name from the Palace of Whitehall, once the largest in Europe and home to the British monarchy in the 16th and 17th centuries, but largely lost to fire in 1698. By the late-17th century the area's riverfront was dominated by large aristocratic residences, including Manchester House and Derby House, set back behind formal gardens overlooking the Thames. To the west of this a network of small yards and densely-packed, narrow streets ran east-west either side of King Street, which connected the Palace of Whitehall to the home of Parliament at Westminster, as evident in Morgan's map of 1682 [plate 1]. Channel Row, now known as Canon Row, ran parallel to this between King Street and the river; today this is the oldest thoroughfare within the Northern Estate.

2.1.2 A growth in government services in the early-to-mid-18th century spurred a proliferation of new buildings in and around Whitehall, including the Admiralty (1722-26, by Ripley); the Horse Guards (1750-60, by Kent); and Treasury House overlooking Horse Guards Parade (1733-36, also Kent) which connected to Dover House (c. 1700-10), in addition to the early-18th-century domestic buildings of Downing Street.ⁱⁱ An Act of Parliament passed and amended in 1735-8 enabling the construction of Westminster Bridge, transformed the streetscape by allowing areas of land to the north of the bridge to be acquired and cleared between King Street and the Thames, including the removal of the remaining large houses. As King Street was relatively narrow and prone to traffic congestion, the proposals also connected Charing Cross in the north to the approach to the new bridge via a broad

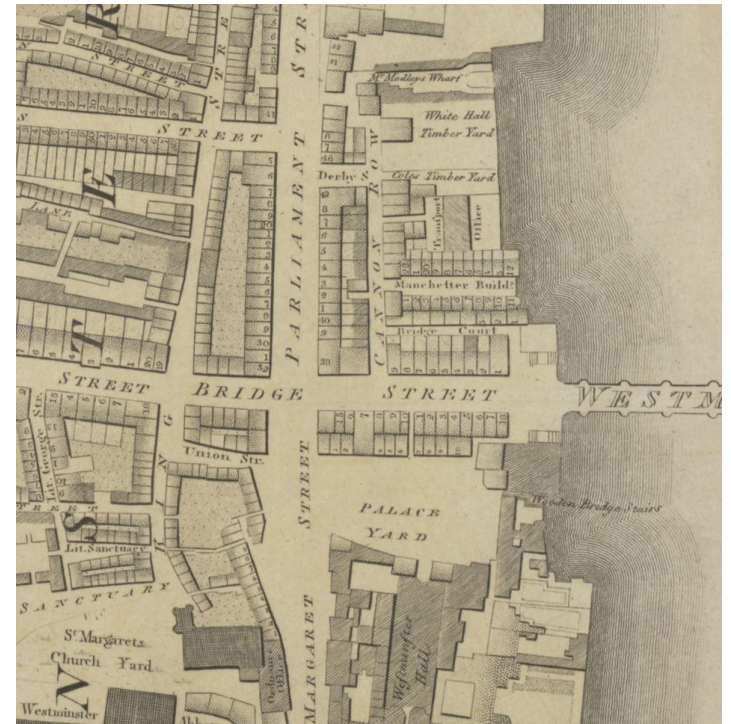
thoroughfare, named Parliament Street and shown on Rocque's map of 1747 (King Street was widened to form part of Parliament Street in 1899) [plate 2]. By the end of the 18th century, Parliament Street was lined with terraced houses with gardens backing onto Canon Row, while the development of the latter was more piecemeal. To the east of this timber yards, wharves and rows of modest houses led down to the waterfront, as seen in Horwood's depiction of 1794 [plate 3].



1. Morgan's map of 1682



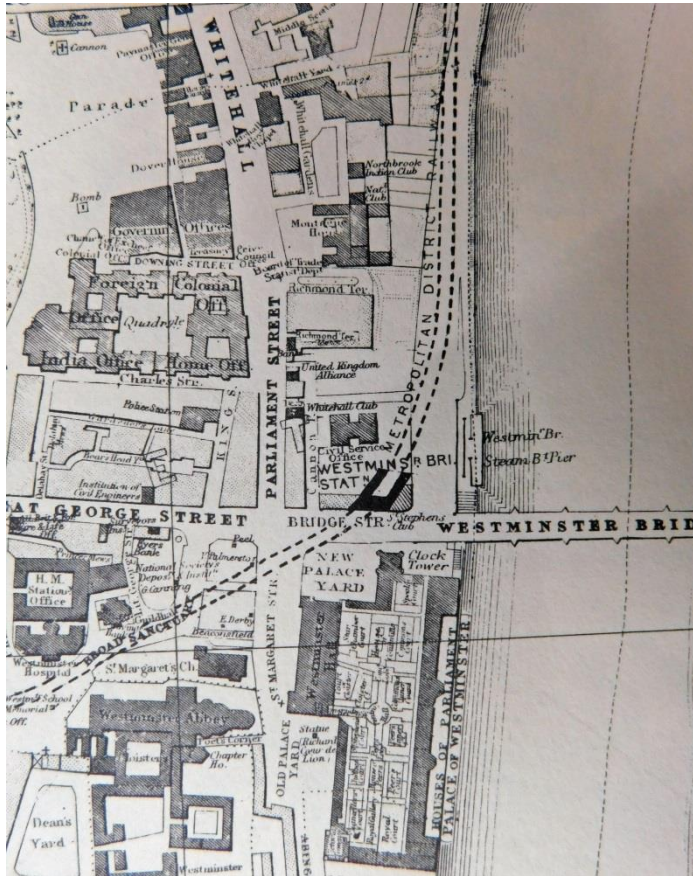
2. Rocque's map of 1747



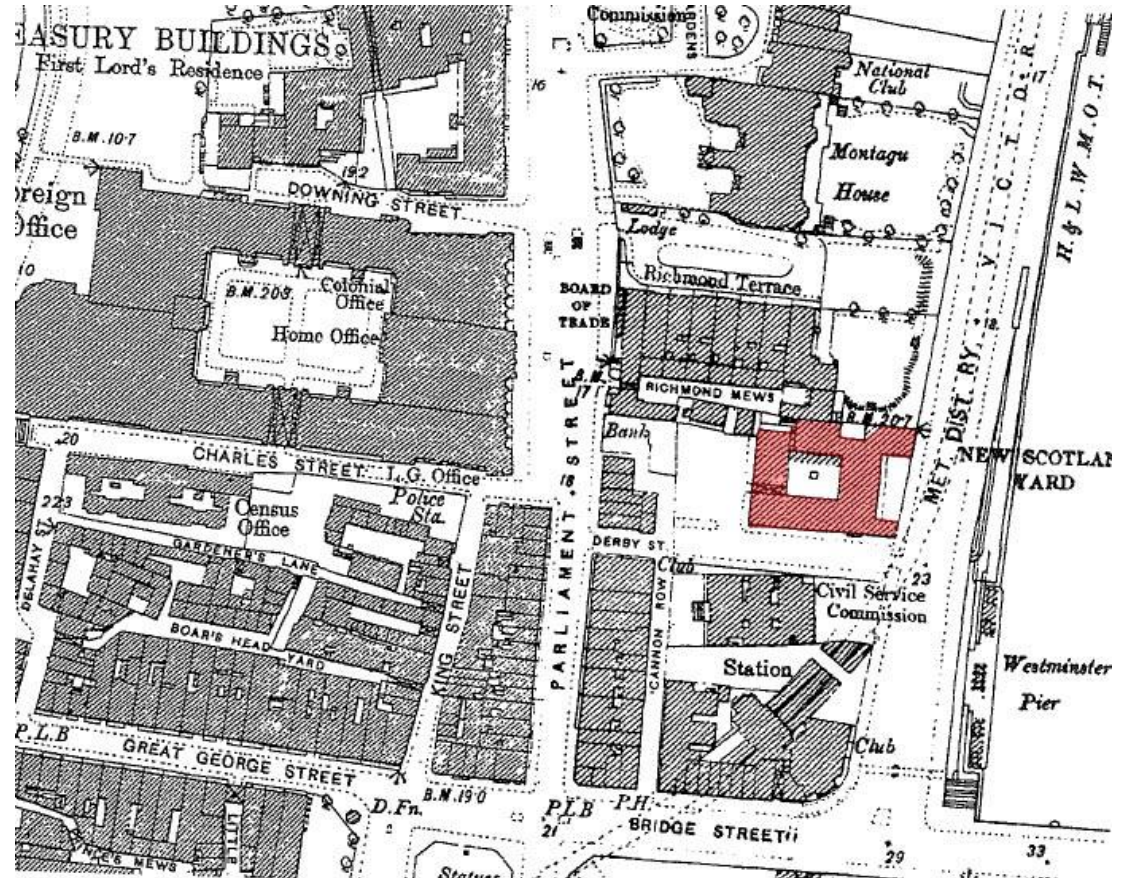
3. Horwood's map of 1794

2.1.3 Development took place on a much larger scale in the 19th century throughout Whitehall, including the laying out of Whitehall Gardens in 1824, and the erection of the Foreign Office (1873, by George Gilbert Scott); the New Public Offices (1898-1912, by John Brydon and Henry Tanner); and the Old War Office (1898, by William Young).ⁱⁱⁱ The riverfront itself changed dramatically between 1862 and 1872 with the embankment of the Thames, undertaken by Joseph Bazalgette, chief engineer of the Metropolitan Board of Works. As well as providing a sewer complex and tunnel for the Metropolitan District Railway, works reclaimed a strip of land from the foreshore that presented opportunity for new development, illustrated in Bacon's 1888 map [plate 4]. A new building for the Royal Opera House – as a private speculation – was proposed and completed up to the roof on a site on the Embankment to the north of Westminster Bridge in the 1870s, but ultimately abandoned due to problematic funding. The Metropolitan Police, having outgrown its Whitehall premises to the north by the mid-19th century, seized the opportunity to utilise the riverfront site for its own expansion and erected New Scotland Yard (the study site) by Norman Shaw in 1887-9, its square plan visible in the 1896 Ordnance Survey map to the southeast and east of earlier terraces [plate 5]. A substantial extension to the HQ was soon deemed necessary and was erected opposite the building in 1904-6, while an additional police station was built at 1 Canon Row in 1898-1900, both under Shaw's guidance and complementary to his original design.

2.1.4 The tradition of exceptional architecture continued in Whitehall in the 20th century, including No. 55 Whitehall built for the Ministry of Agriculture, Fisheries and Food (1909, by J.W. Murray) and the Ministry of Defence building (designed in 1913-5 by Vincent Harris and built in phases from 1938-59). Within what is now the Northern Estate, 20th-century works included the police station designed in 1937-40 by W. Curtis Green, the striking modern addition of Richmond House for the Department of Health in 1982-4 by Whitfield and Partners and Portcullis House on the site of the former St Stephen's Club (designed by Michael Hopkins and Partners in 1993 and completed with revisions in 2001) for use by Members of Parliament and their staff.



4. Bacon's map of 1888



5. 1896 Ordnance Survey map

2.2 The Building: Norman Shaw North

2.2.1 Norman Shaw North was originally named New Scotland Yard, built in 1887-90 as a new headquarters for the London Metropolitan Police. Its erection was very much the result of the determined advocacy of Alfred Richard Pennefather, Receiver for the Metropolitan Police District from 1883-1909, who had campaigned diligently for the erection of a new headquarters building of a calibre befitting an esteemed civic institution, but which could also accommodate the practical needs of the capital's rapidly-expanding force. The site of the forgone National Opera House scheme with 200 feet of frontage to the Embankment was offered to the Police for the project; at the behest of Pennefather, who argued that such a prominent riverfront site in close proximity to the Houses of Parliament called for architecture of 'substantial proportions and handsome elevation'^{iv}, it was decided that the new building must be worthy of its position. The Receiver dismissed the suggestion that a War Office engineer supervise the work as well as proposals for an architectural competition, which he felt would waste valuable time. Instead Pennefather recommended that the Police Surveyor John Butler, who had substantial experience in designing police premises, immediately commence work on the project, and that a 'professional architect of some considerable experience'^v later be appointed to ultimately oversee the final composition.

2.2.2 While several sources attribute the early designs of the interior to Police Surveyor John Dixon Butler (1860-1920), the architectural historian Nicholas Pevsner and *Exploring London's Heritage* (1996) by Andrew Saint and Elaine Harwood name his father, John Butler (1828-1900), as the joint architect with Richard Norman Shaw; the building's list description, however, cites John Dixon Butler (albeit, with a typing error, as 'R. Dixon Butler'). Who was

actually responsible for the initial work remains unconfirmed; as Butler and Dixon Butler were in practice together at the time, and Dixon Butler took over the post of Police Surveyor from his father in 1895, it is likely that both were involved in the scheme. Biographies of both architects are included in Section 2.4.

2.2.3 Recognising Pennefather's aspirations, Home Secretary Rt Hon Henry Matthews, MP personally appointed the prominent late-Victorian architect Richard Norman Shaw for the scheme.^{vi} It was the architect's first major public commission, though as Shaw was already 55 years of age and at the height of his career, the building is considered demonstrative of a mature aesthetic, visible in its refined form - less playful than what Shaw historically employed - and the bold use of contrasting red brick and Portland stone banding at the upper floors with robust granite below.^{vii} The warmth and variety introduced into the elevations was a matter which Shaw delicately introduced to Pennefather, who had proposed earlier that the building be entirely in Dartmoor granite worked by convict labour, and Portland stone. The Receiver was ultimately convinced and a series of perspective drawings exhibited at the Royal Academy was well received in May 1887:

The building as shown here does not display much of the architect's play of fancy, perhaps considered out of place in a building of this class; but it is a capital piece of solid, unpretentious architecture, and it is gratifying to find the authorities going to an architect like Mr Shaw for such a building instead of inflicting official architecture upon us...^{viii}

2.2.4 Shaw's biographer Andrew Saint elaborates further, suggesting that Shaw's restraint in his design for a major public building perhaps reflected the architect's evolving intuitive grasp of the

nation's disposition at the time, one which was slowly accepting the gravity that accompanied its late-Victorian status as an imperialist power.^{ix} Delays caused by the site's unstable, moist soil allowed ample time for Shaw to refine the elevations.^x As Saint describes:

For a change, New Scotland Yard shows Shaw puzzling over elevational design more than planning. The offices he had to house were many, and their grouping involved some clever touches of disconnection in the plan...but the plan was simple in outline. The great need was to make the building bulk and tell in its magnificent position over the Thames. Over this Shaw and Lethaby must have pored for weeks on end...the drawings reveal greater and greater restraint in the outline as the scheme progressed, and purifying of the detail.^{xi}

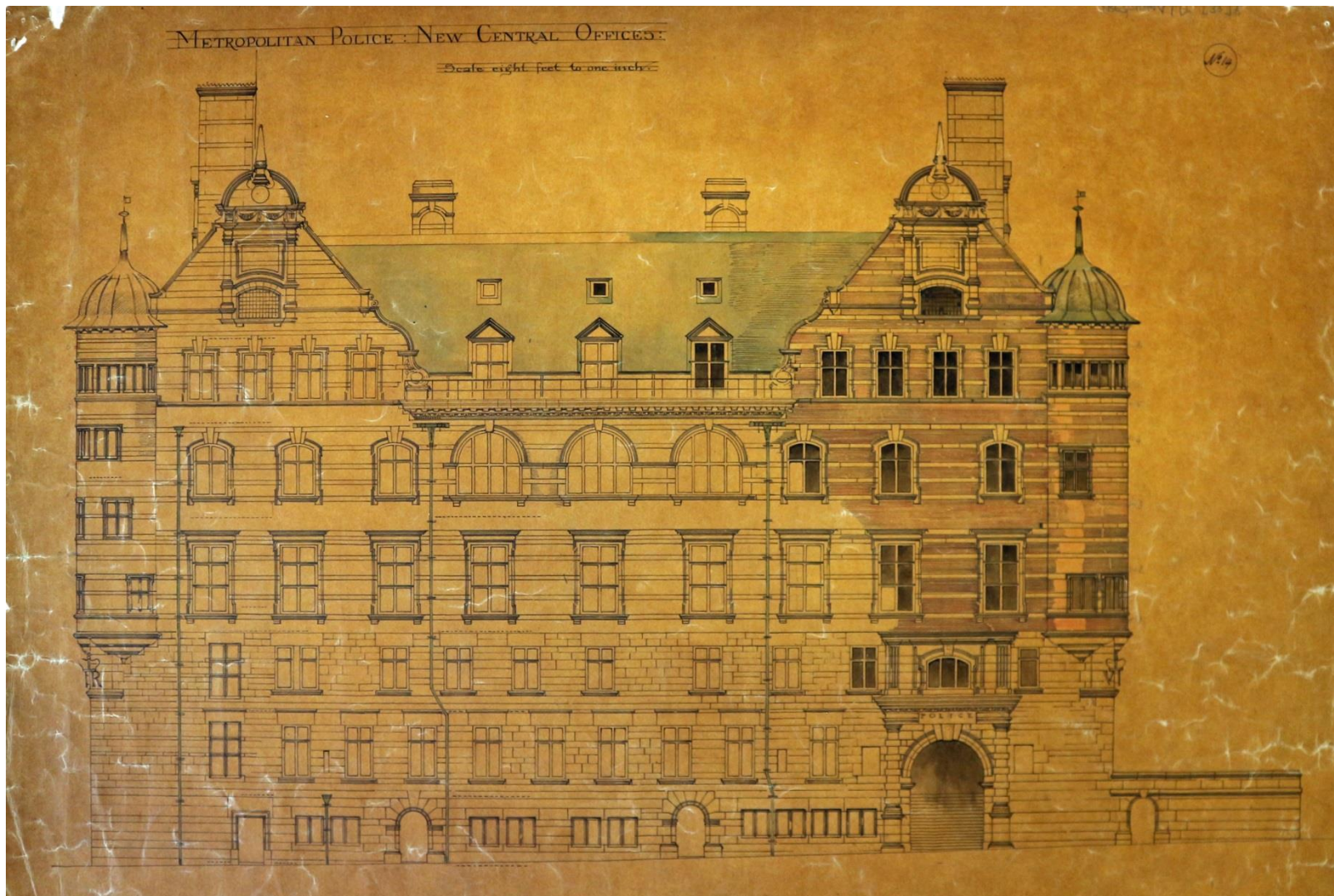
- 2.2.5 Saint describes the results as a thoughtful compromise between a classic and a Gothic character, attributing later elevation revisions to the stylistic influence of Shaw's contemporaries, most notably the architect John Belcher, whose Institute of Chartered Accountants building was designed in 1888 in a baroque style which left Shaw particularly impressed. Revised façades of New Scotland Yard borrowed heavily from its bold embellishment, including the use of aedicules, blocked columns and windows and assertively broken pediments intended to enliven classical forms.^{xii} Saint concludes that the ultimate result in 1890 was a remarkable piece of civic architecture: *'Triumphant, swaggering classical details could be recognized, but the shape and look of the building were a mystery; there was nothing remotely like it'.^{xiii}*
- 2.2.6 Internally the layout was based largely on the Surveyor's draft design, which comprised a four square plan and central courtyard, and provided valuable insight into the detailed

requirements of the constabulary, including a number of modestly-sized rooms which were easily accessible by both the public and internally between different departments. Shaw's modifications included shifting end-to-end corridors from a central position to an alignment adjacent to the courtyard, allowing for relatively airy, well-lit rooms and corridors.^{xiv} Fireproof floors in concrete with rolled iron joists were incorporated throughout, and chimneys which pierced the ridgelines of the roof were carried over from external walls by concrete flues also strengthened with iron.^{xv}

Shaw's Design for the Elevations

- 2.2.7 A set of Shaw's 1888 drawings for the building held by the RIBA Drawings Collection provide views of his early intentions for its principal elevations. The south elevation comprised nine bays flanked by projecting turrets, and rose six storeys over a basement [plate 6a]. The lowest floor sloped westward with the level of the ground, and the three lower floors were clad in granite with an array of casement windows. The principal ground-floor entrance to the building was via a portico at the eastern corner of the south elevation nearest the river, while smaller arched doorways provided additional access to the lower ground floor further west. Upper floors were in red brick with Portland stone banding and a mix of sash and casement windows set within heavy stone surrounds with keystone motifs at the fifth floor and above. The roof featured prominently two broad, classically-detailed gables to either side - these were slightly later design modifications made in order to provide more internal accommodation for a growing police force in the attics^{xvi} - with three projecting dormers situated in between. Banded chimneys also contributed to a lively roofline. An 1897 photograph provides a view of this elevation and the building's relationship to the

riverfront and late-19th-century Whitehall townscape, while an 1887 drawing by Shaw's pupil, Gerard Horsley, depicts the principal entrance at the southeastern corner of the building in detail, set beneath a broken pediment and approached via steps up from Derby Gate [plates 6b and 6c]. The gabled roofline to the north elevation was almost identical, but the fenestration somewhat more varied [plate 7a]. Square mullioned-and-transomed windows featured prominently near the northeast corner of the building, and additional two-storey enclosures lit by glazed roof lanterns projected northward from the centre and northeast corner of the elevation at the basement and sub-ground floor. A 1939-40 photograph of the north side of the building shows that it was constructed largely to plan, except for minor decorative differences to the gable details and slight changes to the roofs of the roof lanterns above the sub-ground floor [plate 7b].



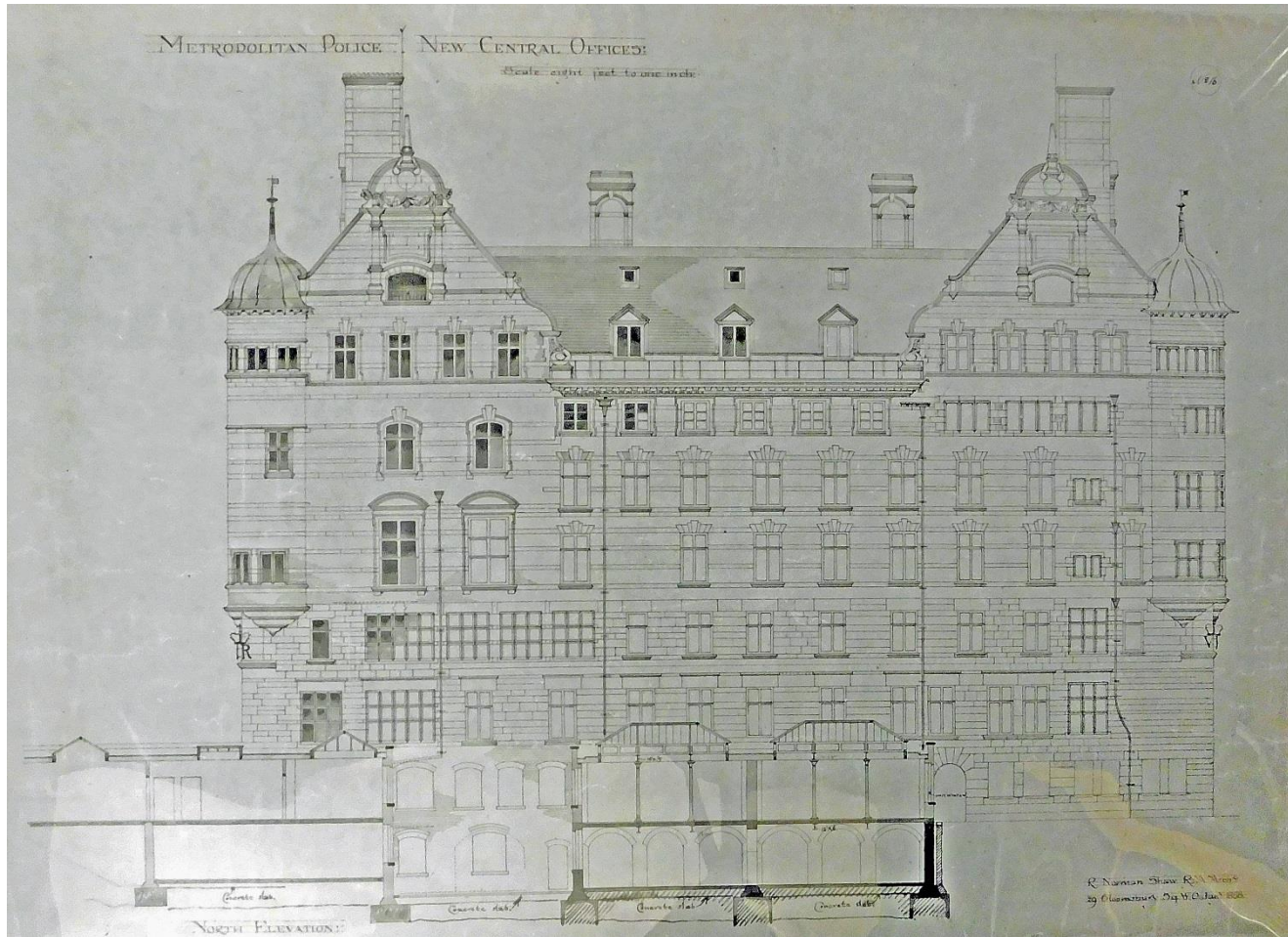
6a. 1888 south elevation, New Scotland Yard (RIBA Drawings Collection)



6b. *New Scotland Yard and setting in 1897 (Parliamentary Archives)*



6c. *1887 drawing of New Scotland Yard's principal southeast entrance (RIBA Library)*



7a. 1888 north elevation (Parliamentary Archives)

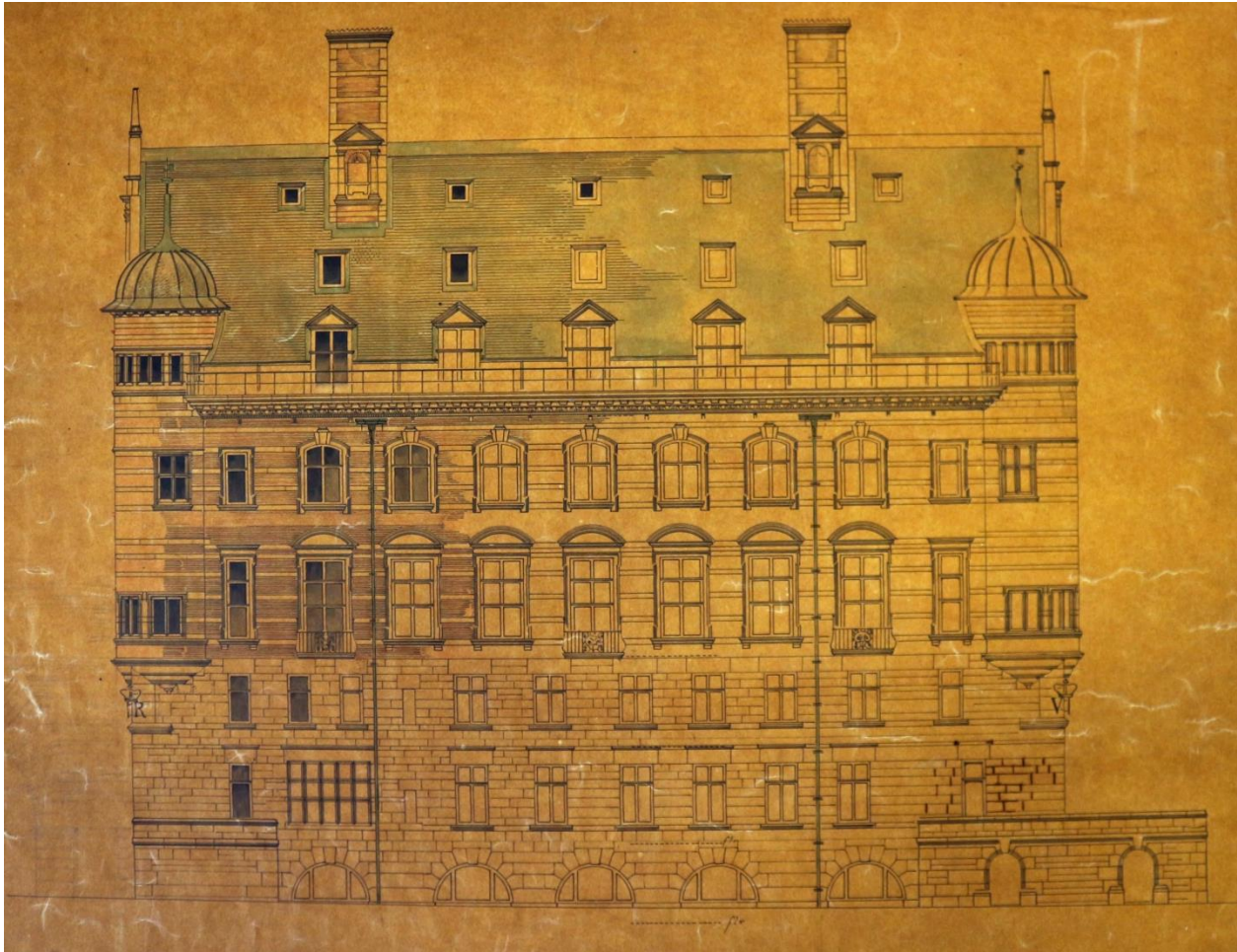


7b. North elevation, 1939-40 (Parliamentary Archives)

2.2.8 The east elevation to the Embankment also comprised a mix of granite to the lower floors with red brick and Portland stone above [plate 8a]. The corner turrets wrapped around the return, though the nine bays of windows were set within a narrower façade than the broader north and south elevations, and five dormers projected above the parapet in place of the gables. However, the east-facing sides of the chimneys were each given their own stone pediment decoration to make up for the lack of gable embellishment. An 1890 photograph shows the east facade as built with little variation from Shaw's design, and a fence comprising low stone piers and simple metal railings extending south from the principal entrance [plate 8b]. In addition, two single-storey projections extended eastward at the sub-ground-floor level at either corner, with a lightwell in between. The west elevation was less decorative and fenestration to this side was given a much simpler treatment, smaller in size and lacking much of the classical detail visible to the south and east [plate 9a]. An early photograph of the building shows the elevation as built; variations from the 1888 drawing included a large square flat-roofed dormer in brick projected from the centre of the pitched roof between two rows smaller dormers [plate 9b].

2.2.9 It was Shaw's intention that New Scotland Yard be more than just a façade composition, as was typical of many contemporary public buildings, and early section drawings show that Shaw paid equal attention to the design of its four inward-facing courtyard elevations - a hallmark of what the architect considered 'good building'^{xvii} [plates 10-12]. Lower floors featured channelled stone, with red brick and stone banding at the upper floors similar to the principal elevations, all set below pitched roofs with dormers. The fenestration within the courtyard varied in shape, size and stone surrounds, including a block of mullioned-and-transomed windows to the elevation looking east that served the

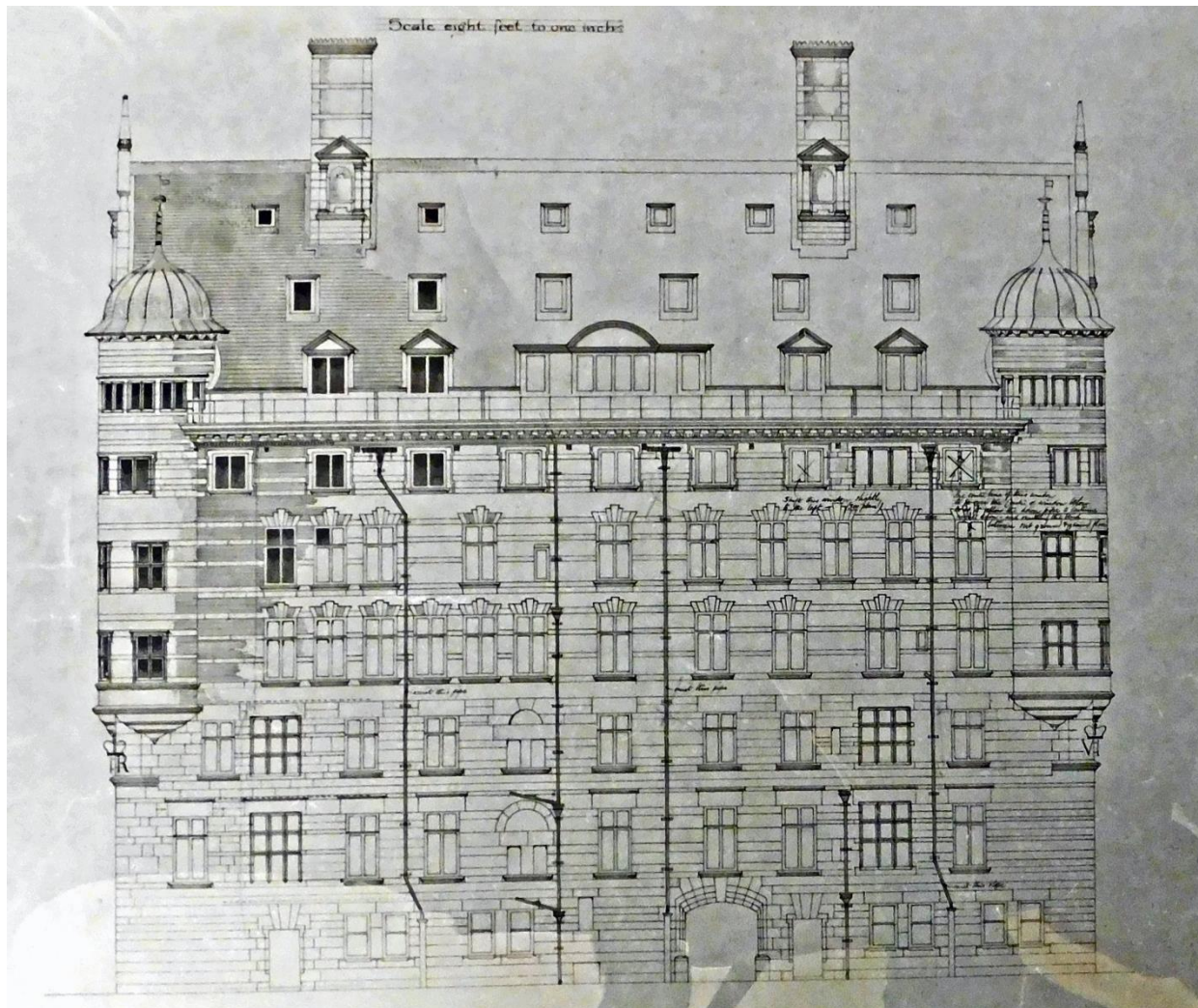
internal principal staircase. At the sub-ground-floor level a single-storey wing with a glazed roof projected along the full width of the elevation looking south (see plate 12), and a glazed canopy was indicated running the full width of the elevation looking east (see plate 10), though it is unclear whether the latter was realised.



8a. 1888 east elevation, New Scotland Yard (RIBA Drawings Collection)



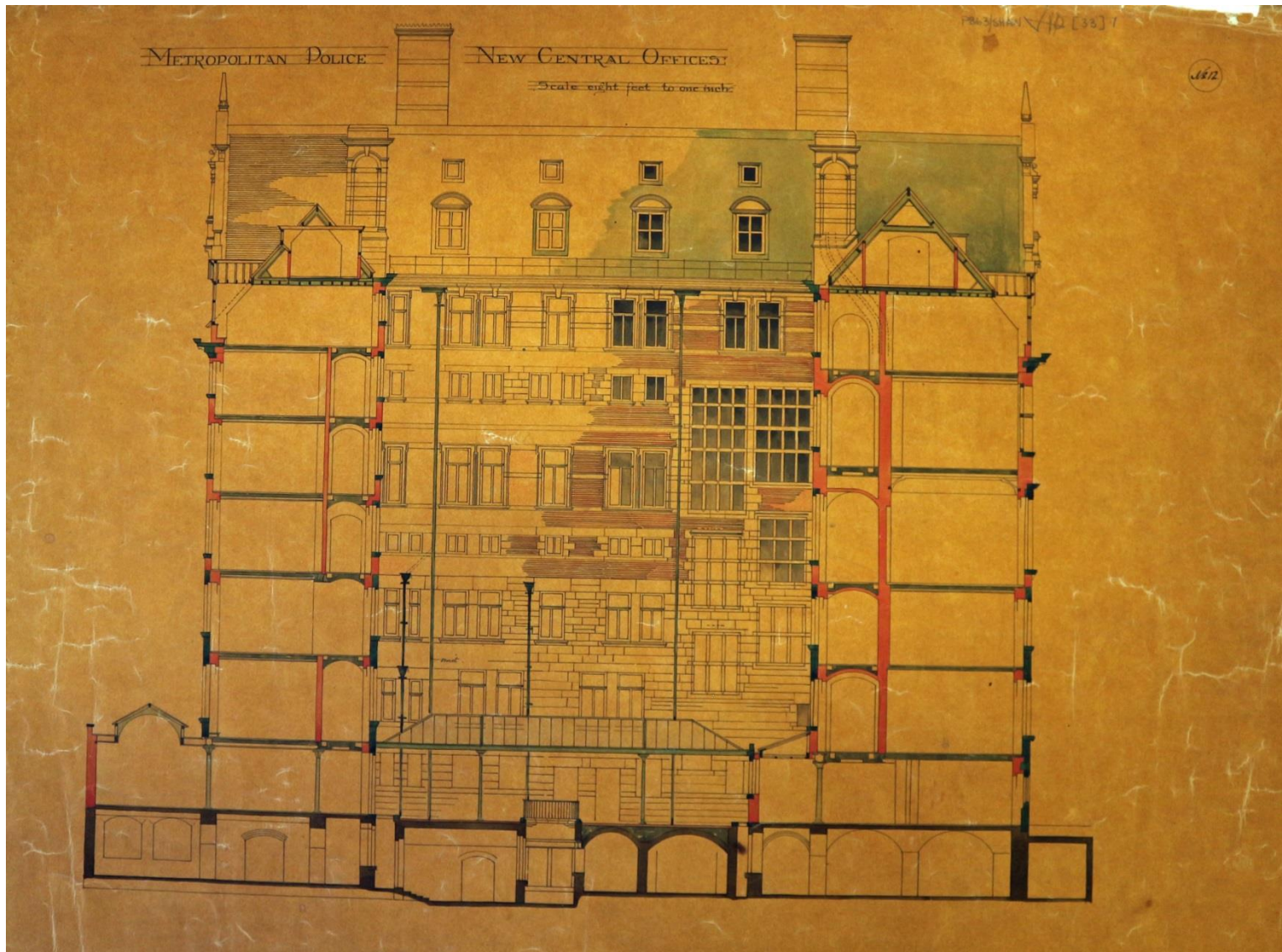
8b. East elevation and early railings, 1890 (London Metropolitan Archives)



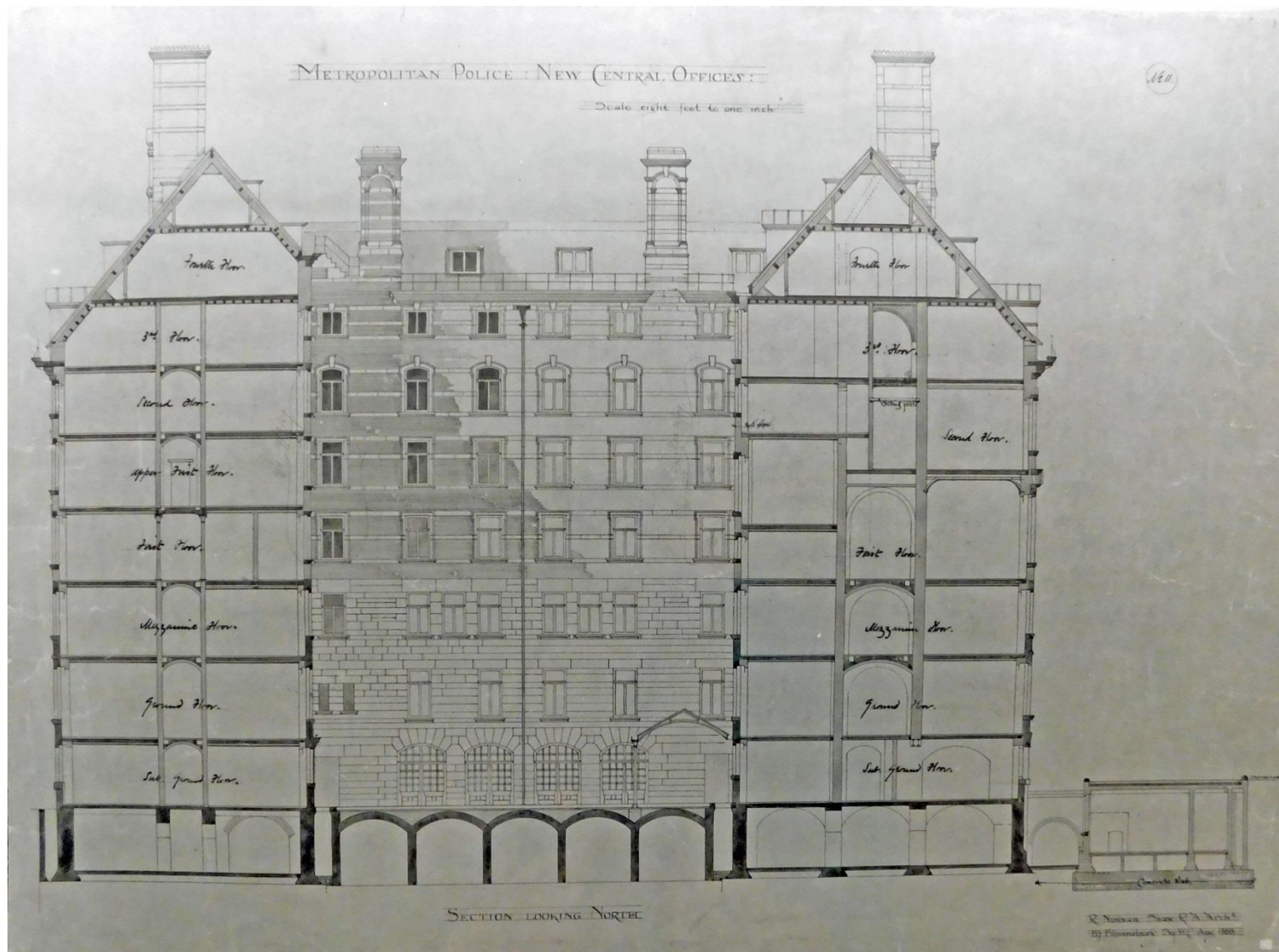
9a. 1888 west elevation (Parliamentary Archives)



9b. Early photograph of west elevation



10. 1888 section drawing looking east, New Scotland Yard (RIBA Drawings Collection)



11. 1888 section looking north (Parliamentary Archives)

METROPOLITAN POLICE NEW CENTRAL OFFICES

Scale eight feet to one inch

115



12. 1888 courtyard sections looking south and west (Parliamentary Archives)

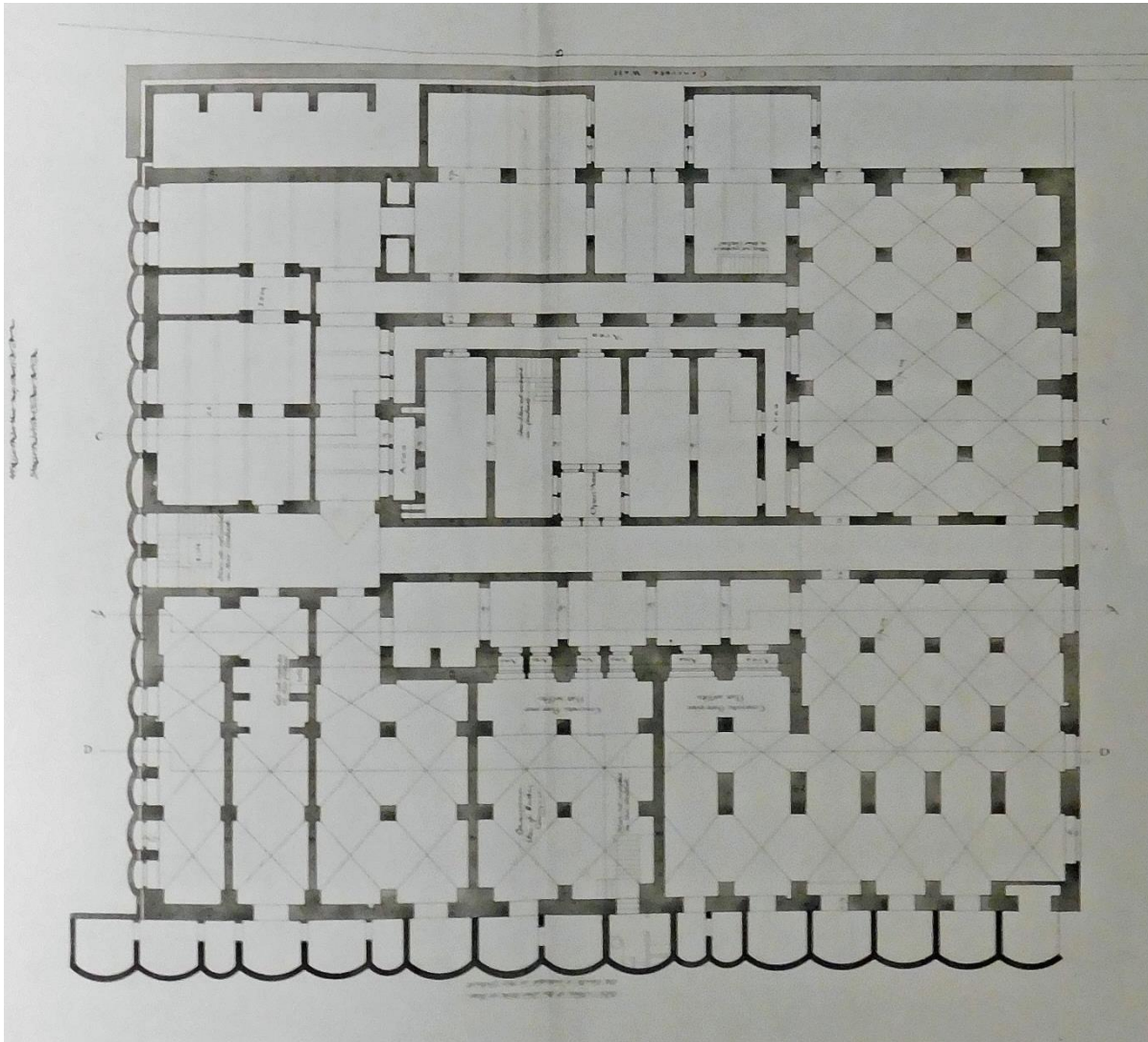
Early Plans and Images

2.2.10 A series of early floor plans by Shaw's office held at the Parliamentary Estate archives and RIBA drawings collection from 1887-8 illustrate the architect's original intentions for the layout of New Scotland Yard, though these appear to have changed in places prior to construction, probably to more closely accommodate the specific needs of the police. An 1887 **basement** plan included a number of large rooms and open-plan spaces punctuated by columns, with a range of vaults along the southern side attributed to the previous opera house which had been partially erected on site a few years earlier [plate 13]. A cluster of smaller rooms with adjacent small lightwells were located near the centre of the floor below the courtyard above, as well as larger lightwells to the north, and windows provided additional light along the eastern and western elevations. A lift and staircase to the upper floors were located near the centre of the western side of the building at the terminus of a long corridor which ran the full length of the floor to its eastern side. Concrete wall construction was noted at this level, a relatively innovative feature at the time of the building's construction. Shaw's 1887 plan for the **sub-ground floor** shows that the large internal courtyard formed the centre of the floor, accessed at this level from the west elevation; an additional entrance from the courtyard led to a small toilet block to the north, and a small oval lightwell marked the centre of the courtyard [plate 14]. The perimeter of the floor was subdivided into a number of offices, work rooms and meeting rooms of varying shape and size, and nearly all were lit by the internal courtyard, smaller lightwells, or windows to the north, south and west. Two larger examination rooms to the north and a large general work room to the south were also lit from large rooflights above. Several entrances from Derby Gate to the south led into staircase lobbies or passages,

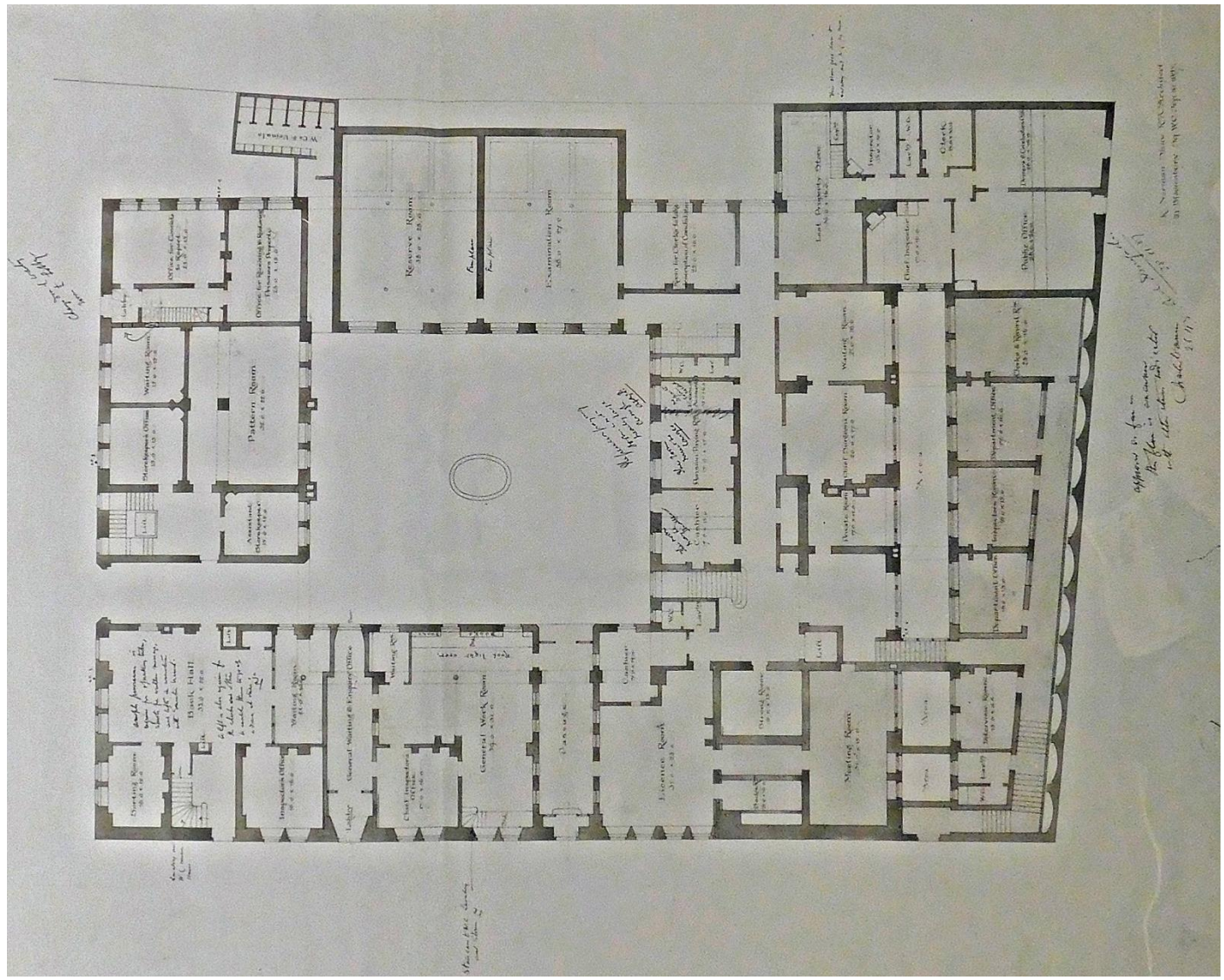
including one toward the southeast corner of the building, which led to stairs that provided access to a number of small rooms and offices that extended at an angle along the eastern side of the floor. This area extended further east than the perimeter of the basement below, though only the southern and northern blocks were built, visible as single-storey extensions in plate 8b, with a broad space in between.

2.2.11 An 1888 plan of the **ground floor** comprised a broad entrance hall which led north from the principal entrance, past an open-well principal staircase to the west lit by a tripartite window; a glazed partition separated the staircase landing from the rest of the hall, which was flanked by an assortment of offices as it extended northward [plate 15]. One of the building's three original small passenger lifts was located opposite the principal staircase; the other two were located near the southwest corner and near the centre of the western corridor. Two large interconnected offices to the north of the principal stair were designated for use by the cashier and pension clerk, each with windows facing west into the internal courtyard and small chimneybreasts along their eastern walls. Offices to the east of the corridor were slightly smaller, with windows facing the Victoria Embankment. Rooms along the northern, southern and western sides of the floor were reached by a perimeter corridor that extended along all four sides of the building. The corridors to the north and south were lit directly by windows to the central courtyard, with offices lining the outer walls; those along the northern side of the building were slightly larger rooms for administrative staff, while rooms along the southern side of the building were more directly related to police work, in use as smaller interview rooms and offices for the Assistant Commissioner and Chief Constable. The western side of the building had rooms facing both outward and into the courtyard, and included offices for inspectors, sergeants and

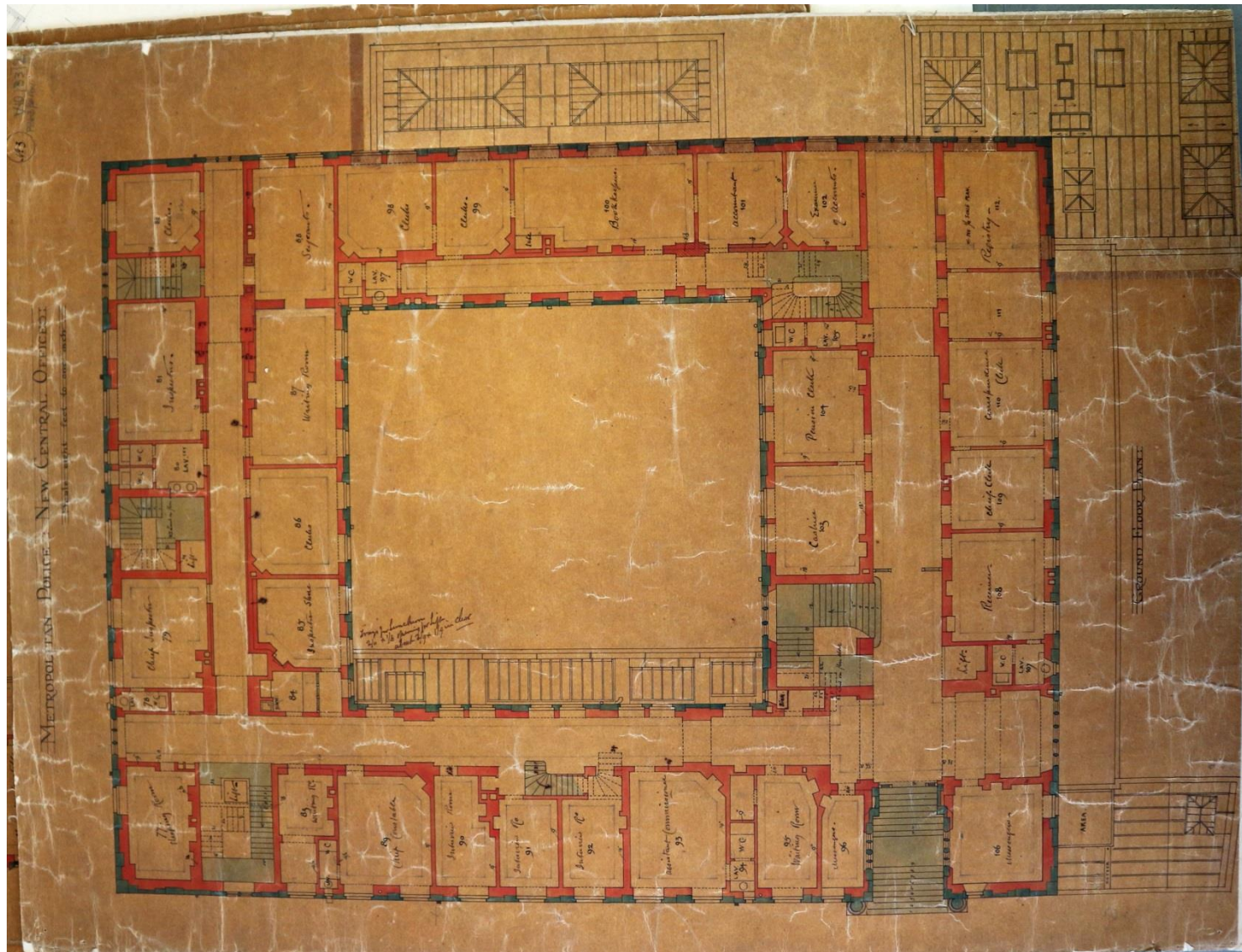
clerks. The perimeter corridors were interconnected and ran the full length of each side, except for the northern corridor, which did not connect to the western corridor, instead terminating at a lavatory at its western end. A number of additional staircases provided connections to other floors, including a large well staircase at the northeastern corner of the courtyard, a large open-well stair at the southwestern corner of the building, and smaller staircases along the southern and western ranges.



13. 1887 basement plan (Parliamentary Archives)

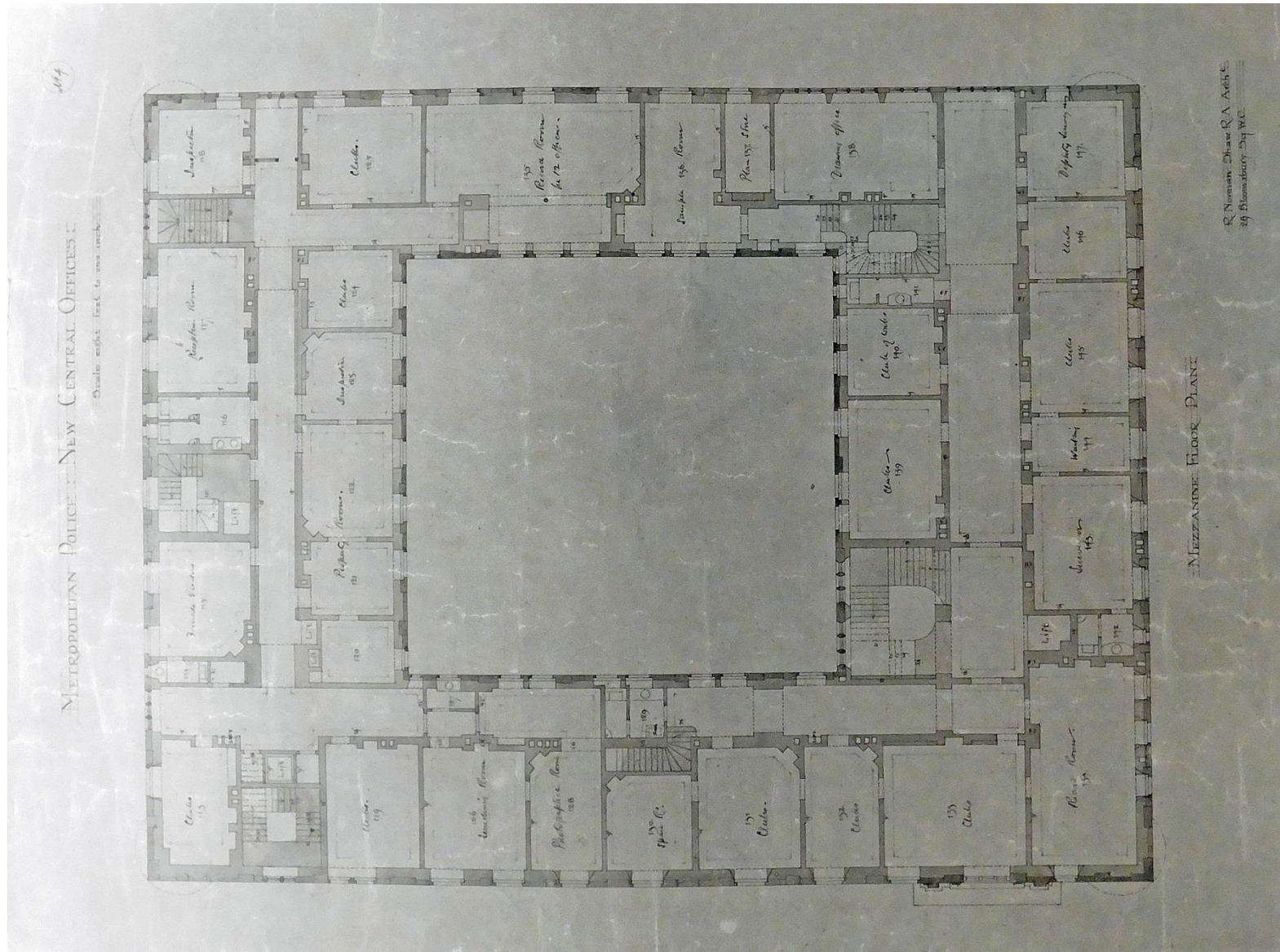


14. 1887 sub-ground floor plan, now the lower ground floor (Parliamentary Archives)

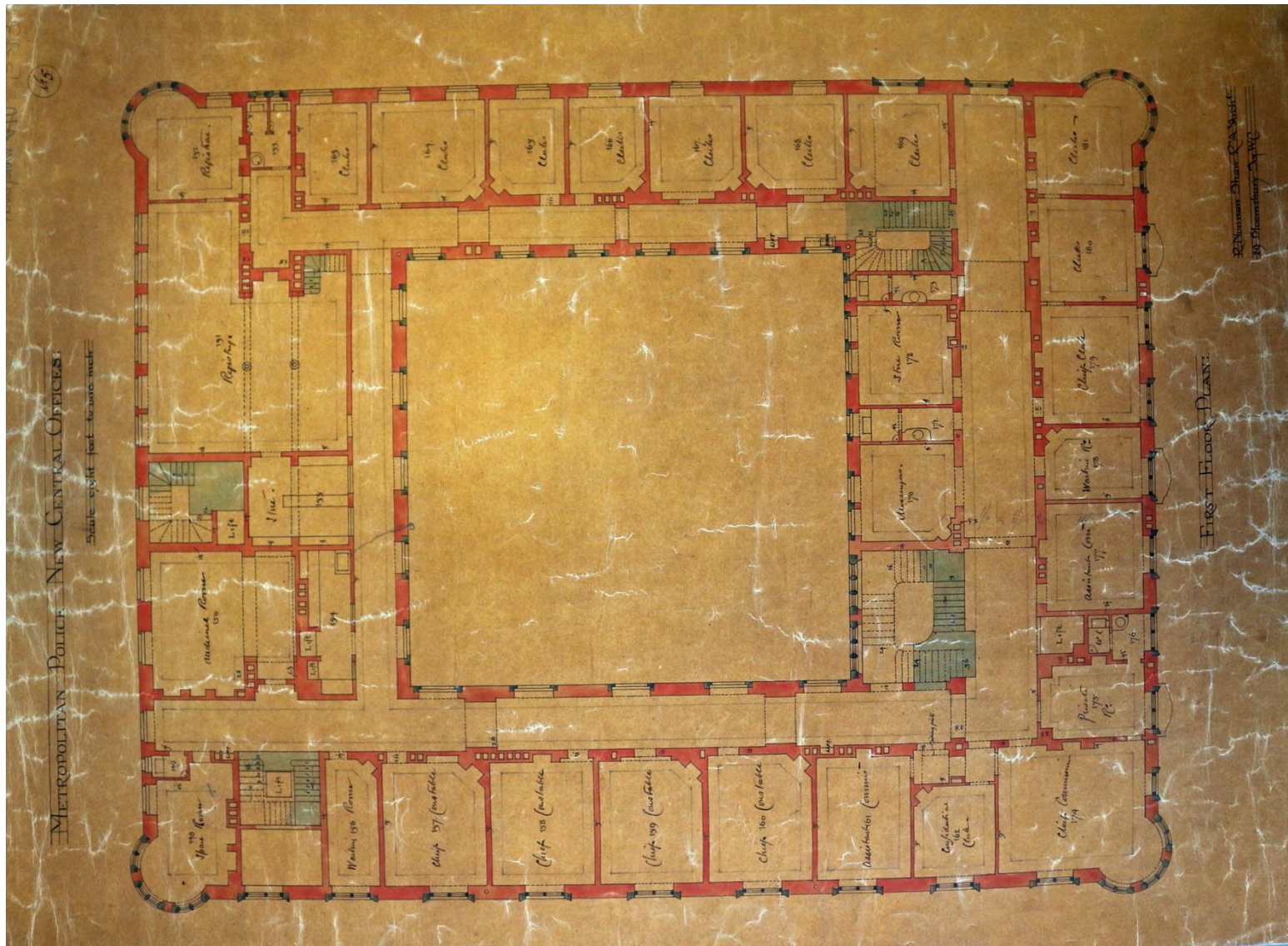


15. 1888 ground floor plan (RIBA Drawings Collection)

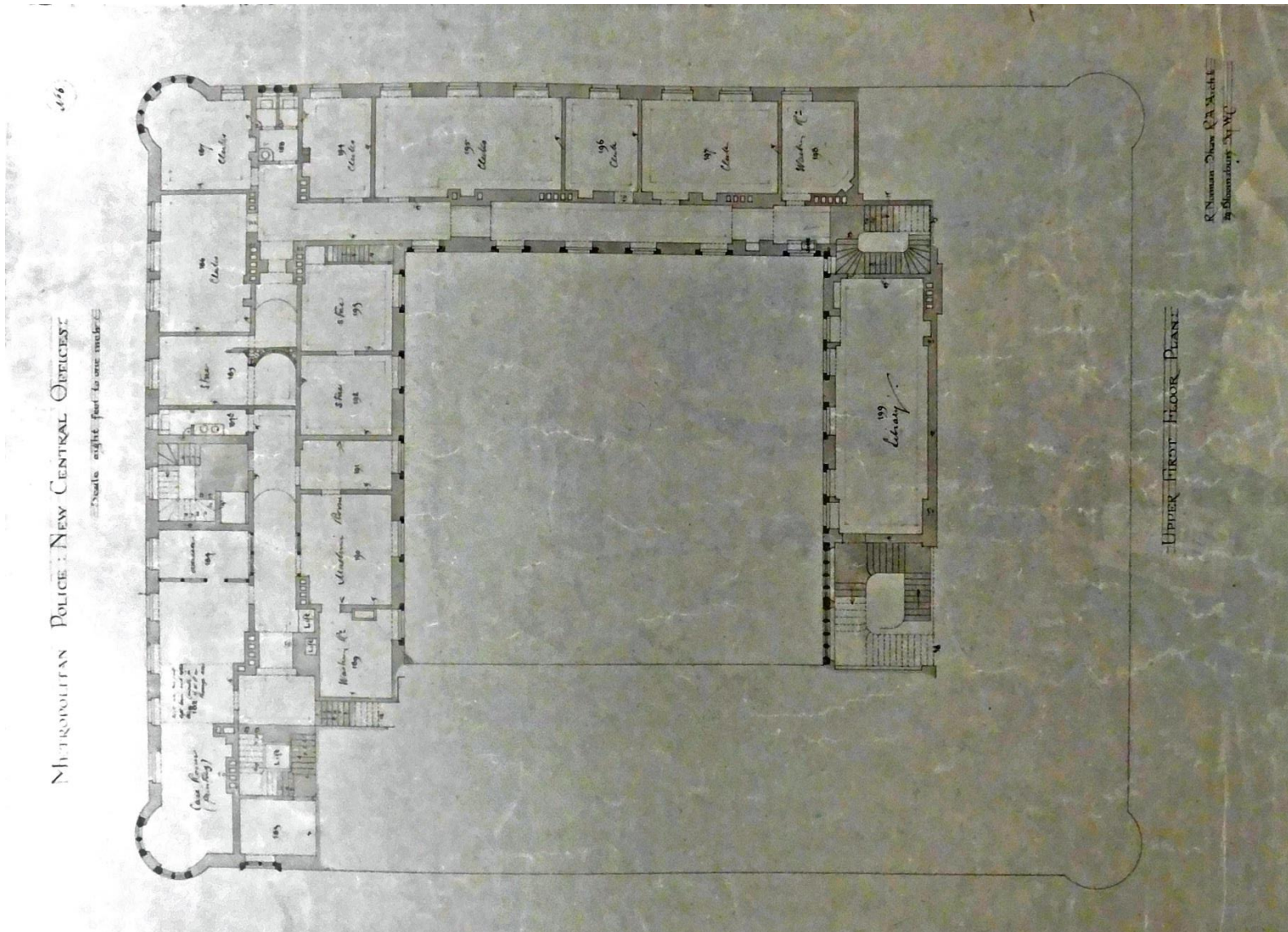
- 2.2.12 Shaw's 1888 **mezzanine** plan illustrated the initial intention for what is now referred to as the first floor [plate 16]. Several offices at this level were designed for use by clerks, with other rooms designated as records rooms, a photographic room, property rooms, surveyors' and drawing rooms, and reception and waiting rooms; nearly all contained chimneybreasts. The principal staircase rose to a broad landing that was enclosed by partitions, and the location of additional staircases mirrored those of the ground floor. Only the north-south corridors ran the full length of floor at this level, with east-west corridors infilled in places by WCs and partitions.
- 2.2.13 The first, second and third floors followed a similar cellular format, with offices around the perimeter. The **first floor** (now second floor) included the office of the Chief Commissioner, which was originally New Scotland Yard's grandest office, situated within the curve of the southeast turret and deliberately placed adjacent to the principal staircase [plate 17]. This was the largest turreted room at this level, and the Commissioner also had a private room with balcony, a WC and a lavatory to the north of his office at his disposal. The northern range of offices were for use by clerks and the southern range by chief constables (each with a window and chimneybreast), while the western rooms included a large registry office and audience room. An **upper-first floor** (now third floor) extended only along the northern, eastern and western sides of the building, and comprised a number of store rooms and offices as well as a library that extended over five bays between the stairwells of the eastern corridor [plate 18]. This was accessed via the larger staircases along the eastern corridor and the well staircase and lift at the southwestern corner; additional smaller staircases led up to the second floor near the western end of the southern corridor.
- 2.2.14 The principal staircase terminated at the **second floor** (now fourth floor), and the office of the Chief Inspector was located above the office of the Chief Commissioner, but was slightly smaller, with a private WC to the north [plate 19]. This floor appears to have been laid out at different levels, indicated by the additional stairs illustrated in the perimeter corridors. A narrow flight of steps led up to a number of store rooms with windows to the internal courtyard along the eastern corridor, while the narrow northern corridor linked a range of additional store rooms and larger statistician's offices. A large telegraph office was located along the southern corridor; the latter rose up a flight of steps into the western corridor, which linked to a large superintendents' room and a number of clerks offices. The staircase at the western end of the southern corridor also continued to the **third floor** (now fifth floor), which was largely in use as clerks' offices [plate 20]. The corridors at this level were not interconnected, meaning vertical links from this floor up only connected certain areas of the floors internally. The northern corridor shifted to the outer side of the building at the third floor, and was lit by dormers. The staircase near the northeast corner of the floor shifted south from its open-well course and continued as a secondary staircase to floors above.



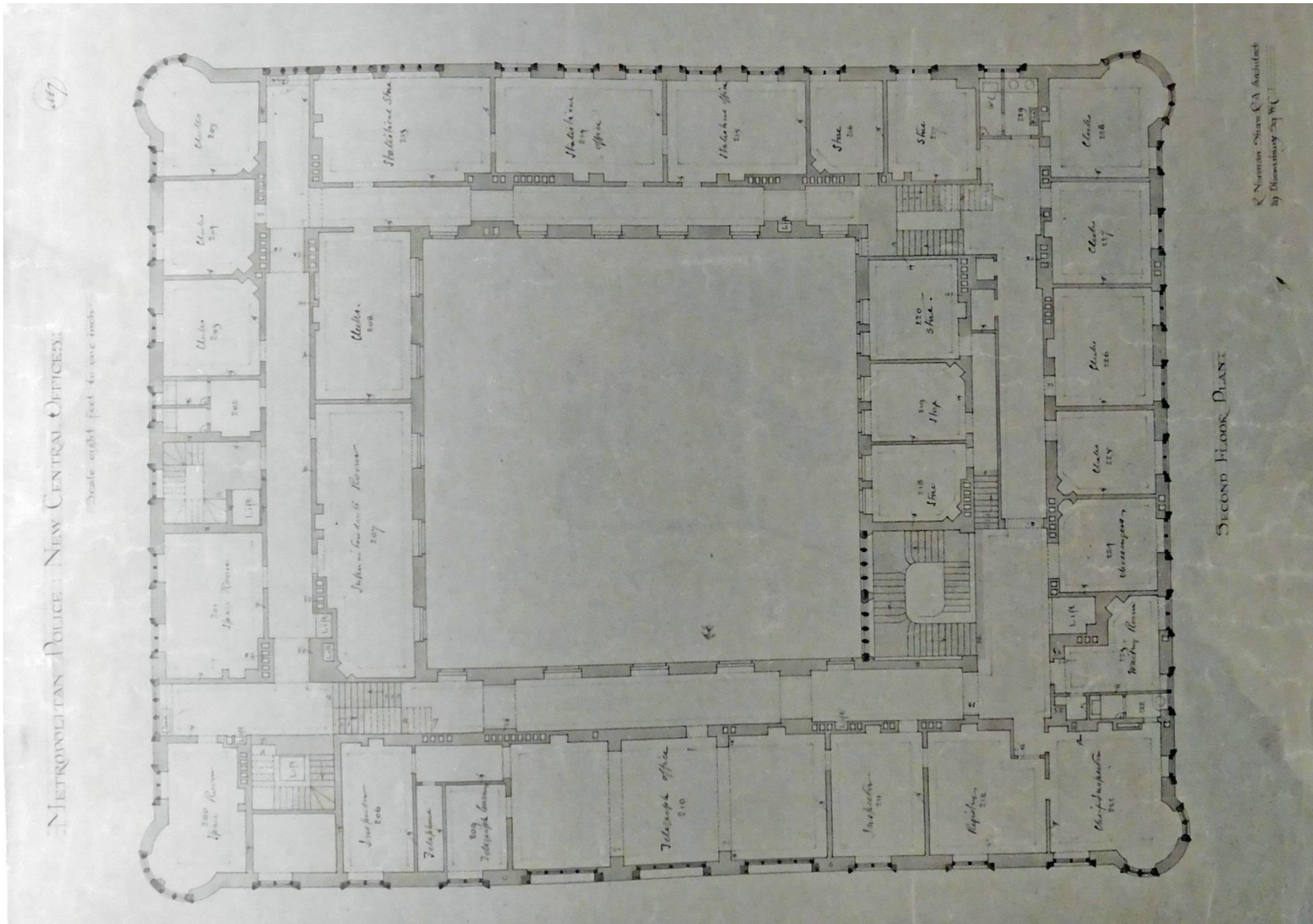
16. 1888 mezzanine plan, now the first floor (Parliamentary Archives)



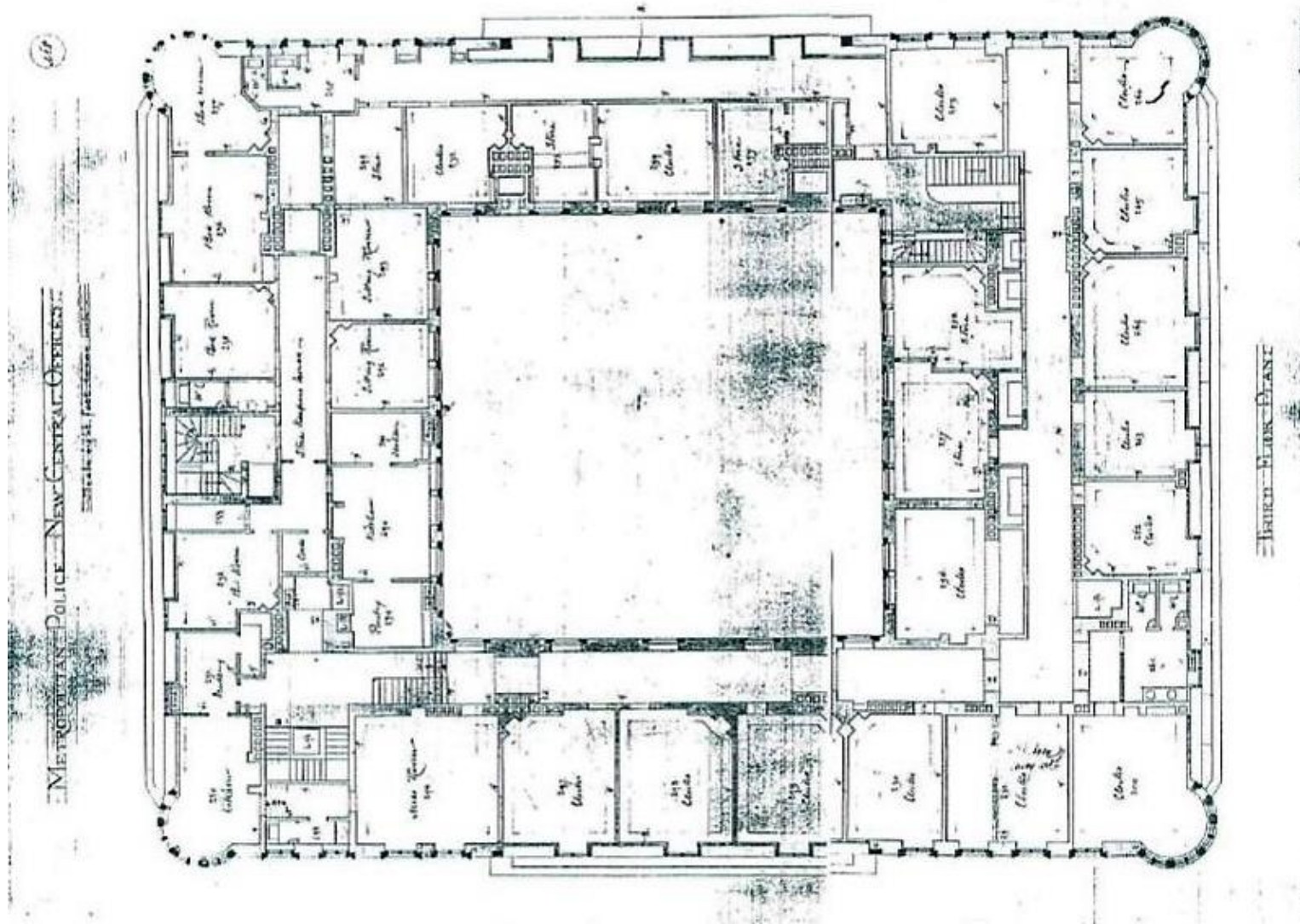
17. 1888 first floor plan, now the second floor (RIBA Drawings Collection)



18. 1888 upper-first floor plan, now the third floor (Parliamentary Archives)



19. 1888 second floor plan, now the fourth floor (Parliamentary Archives)

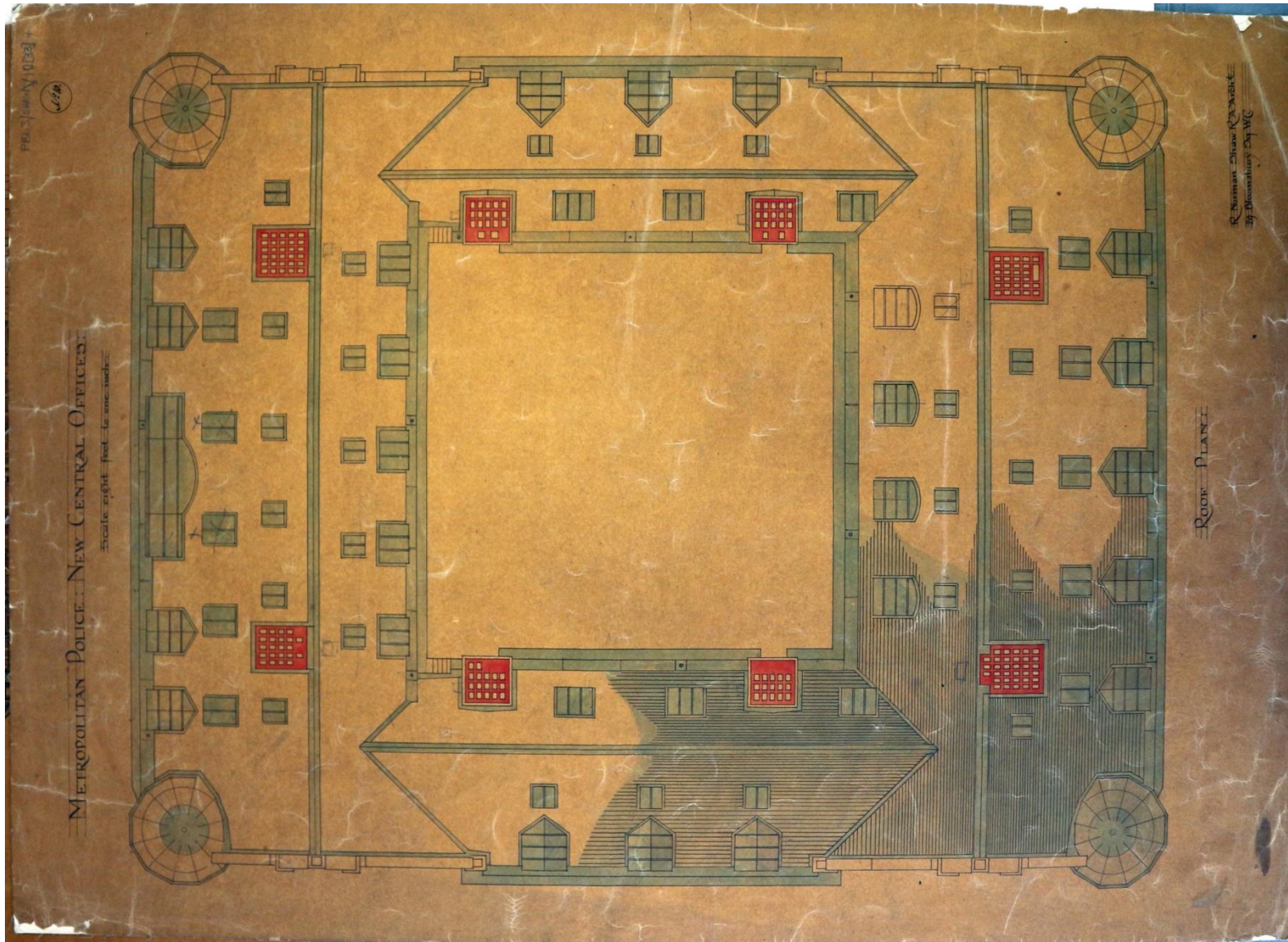


20. 1888 third floor plan, now the fifth floor (Parliamentary Archives)

2.2.15 Additional original plans of the uppermost floors have not been located, but Shaw's original roof plan illustrates the additional space provided in a later change to the original design by sections of steeply-pitched roofs, with rows of dormers projecting along all four sides and pointed turrets to the corners [plate 21]. Historic photographs provide a view of some of the building's interior spaces shortly after its construction, including a view of the principal staircase with arched, lugged architraves at the landings; details of the furnishings of the second floor telegraph office; and the original layout and furnishing of the photographic department, including panelled partition and arched, lugged architraves [plates 22a-22c]. Interior fittings generally followed a deliberately utilitarian character, as described in the 15 November 1890 issue of *The Builder*. Floors were composed of marble mosaic floors in principal corridors, of wood block with tile borders in the rooms, and stairs were clad in strong-wearing Craigleith stone. Dado mouldings and architraves in all rooms were in Keene's cement, a hard-wearing plaster mix, and doors were framed in oak with pine mouldings so that they remained light but were relatively soundproof, and later painted. The Commissioner's Room at the southeast corner of the first floor was given a more richly decorative interior, including panelling in American walnut, a marble chimneypiece and a brass firebasket.^{xviii}

2.2.16 A view of the newly-completed building from the Thames in 1891 shows that New Scotland Yard originally stood as its own robust composition along the embankment, with trees planted around its perimeter and a garden area directly to the south [plate 23]. This would soon change, however, with the erection of the New Scotland Yard Extension to the south, deemed necessary for additional accommodation almost immediately and erected between 1902 and 1906, with Shaw as consulting architect. The

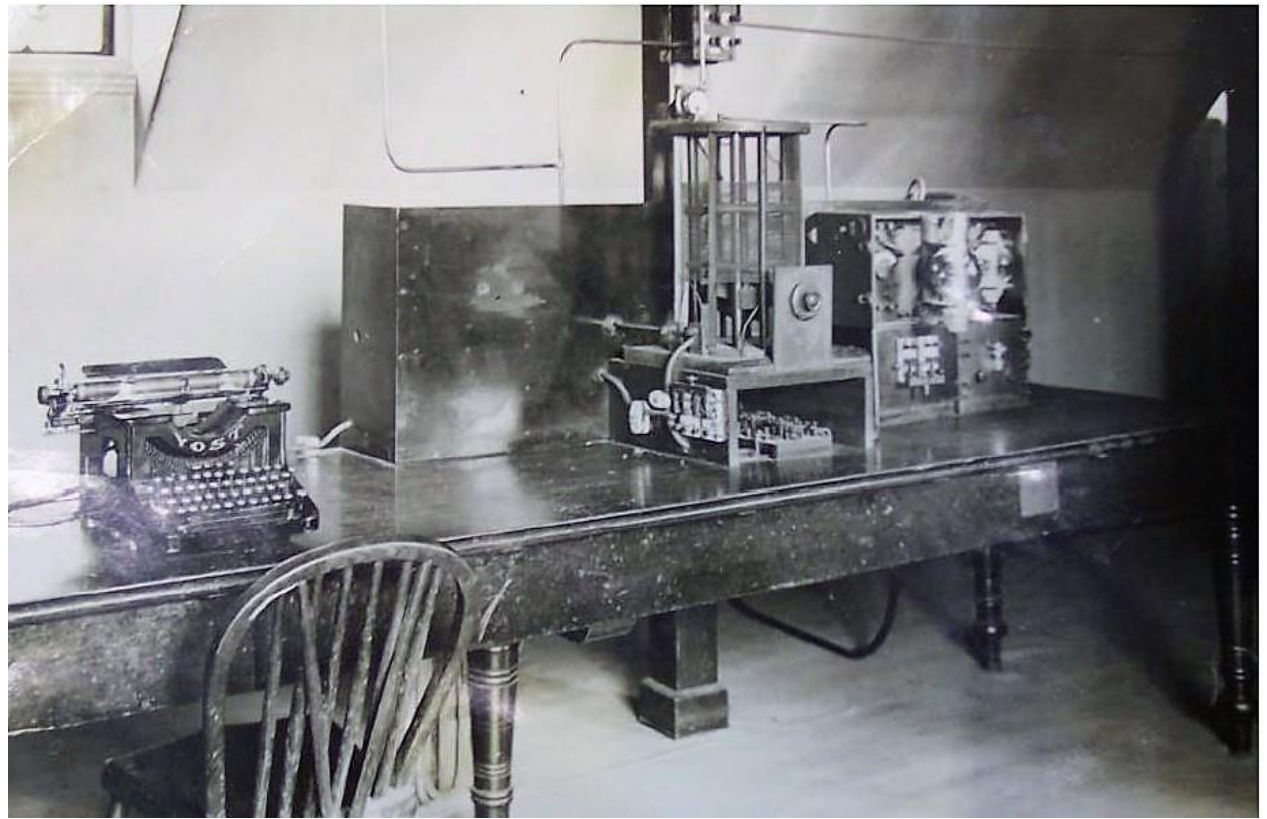
buildings were connected via a two-storey bridge in matching red brick and stone with an arched opening over Derby Gate at their western ends, visible from the west in an early-20th-century photograph [plate 24]. This put a handful of rooms near the southwestern corner of New Scotland Yard out of use. To the east, elegant cast-iron gates by Sir Reginald Blomfield set between stone plinths with cast-iron lead urns by Shaw marked the embankment entrance to Commissioners' Yard between the two buildings [plate 25]. While the extension, now Norman Shaw South, was designed to complement the style and aesthetic of New Scotland Yard, it was widely thought that it was a considerably weaker component of the larger composition that ultimately diminished the effect of Shaw's original building, which, according to Blomfield had been conceived as '*a monumental block complete in itself*'.^{xix}



21. 1888 roof plan, New Scotland Yard (RIBA Drawings Collection)



22a. Early photograph of principal staircase (National Archives)



22b. Early photograph of telegraph office



23. New Scotland Yard, 1891 (London Metropolitan Archives)



24. New Scotland Yard bridge looking east (London Metropolitan Archives)



25. Victoria Embankment entrance, 1939-40 (Metropolitan Police Archives)



26. Wartime bomb damage to the southeastern turret, May 1941 (Westminster Archives)

Alterations in the Early to Mid-20th Century

- 2.2.17 A 1915 report by the London Fire Brigade indicated that a number of minor changes to the building were necessary to comply with fire safety regulations, after an inspection revealed that the risk to the building from fire was greater than anticipated. This largely related to the number of partitions on each floor, as well as the building's central courtyard layout, which could make the use of fire hoses challenging in the case of emergency. The following was subsequently recommended: self-closing fire doors be installed at the ends of the corridors at the east and west sides of the building and the doors at the northern ends of the corridors be made fire-resistant; flooring which had been cut away on the fourth floor to provide light to the third-floor lift be made good; gas lighting be replaced by electric fittings; and a number of fire extinguishers be installed throughout the building, among other minor changes. It is likely that the metal balcony to the second floor of the mullioned-and-transomed windows serving the principal staircase, as well as the external staircase below, were installed as part of these works.
- 2.2.18 A memorial lamp for members of the Civil Service staff at New Scotland Yard who were killed in the First World War was unveiled by the Metropolitan Police Commissioner on 11 November 1925. Designed as an 'everlasting light' housed in a lantern with glass panels, dulled to subdue its beams, it was located in the corridor leading to the Commissioner's Room and was meant to remain lit for as long as New Scotland Yard remained. It is likely that the lamp located at the present second-floor landing of the principal staircase is this same lamp in its original location, though it appears to have been altered and the original plaque which bore the inscription: 'In memory of those

members of the Civil Service staff of the Metropolitan Police Force who laid down their lives' does not survive *in situ*.^{xx}

- 2.2.19 By the early-1930s the Police Force was struggling to find sufficient space for its day-to-day operations; while the building originally housed a staff of 164 at the time of its opening in 1890, it accommodated 690 by 1933. In addition to the functions of the Receiver's Office re-housed in the New Scotland Yard Extension to the south, other branches were relocated to new facilities across the river in Lambeth. Despite this, a number of functions were pushed into the building's corridors, including the Finger Print Branch, Criminal Record Office and, in extreme cases, room for interviews, whilst other departments were dispersed at desks throughout the building.^{xxi} To alleviate such constraints, an additional extension to New Scotland Yard was designed to the north of the original building by the architect Curtis Green, and was opened in 1940. This was also initially connected internally by a bridge, but no attempt was made to match the architectural style of the earlier building.^{xxii}
- 2.2.20 The southeastern corner of New Scotland Yard was hit by a delayed-action high explosive bomb during the blitz of London on 11 May 1941. The strike destroyed much of the southeastern turret and penetrated to basement level [plate 26]; it exploded one hour after landing, though only two injuries were reported. The basement ceiling was then strengthened, with concrete slabs in certain areas replacing original brick vaults. The building was hit again in January 1944 by incendiaries, but no major damage resulted.^{xxiii}

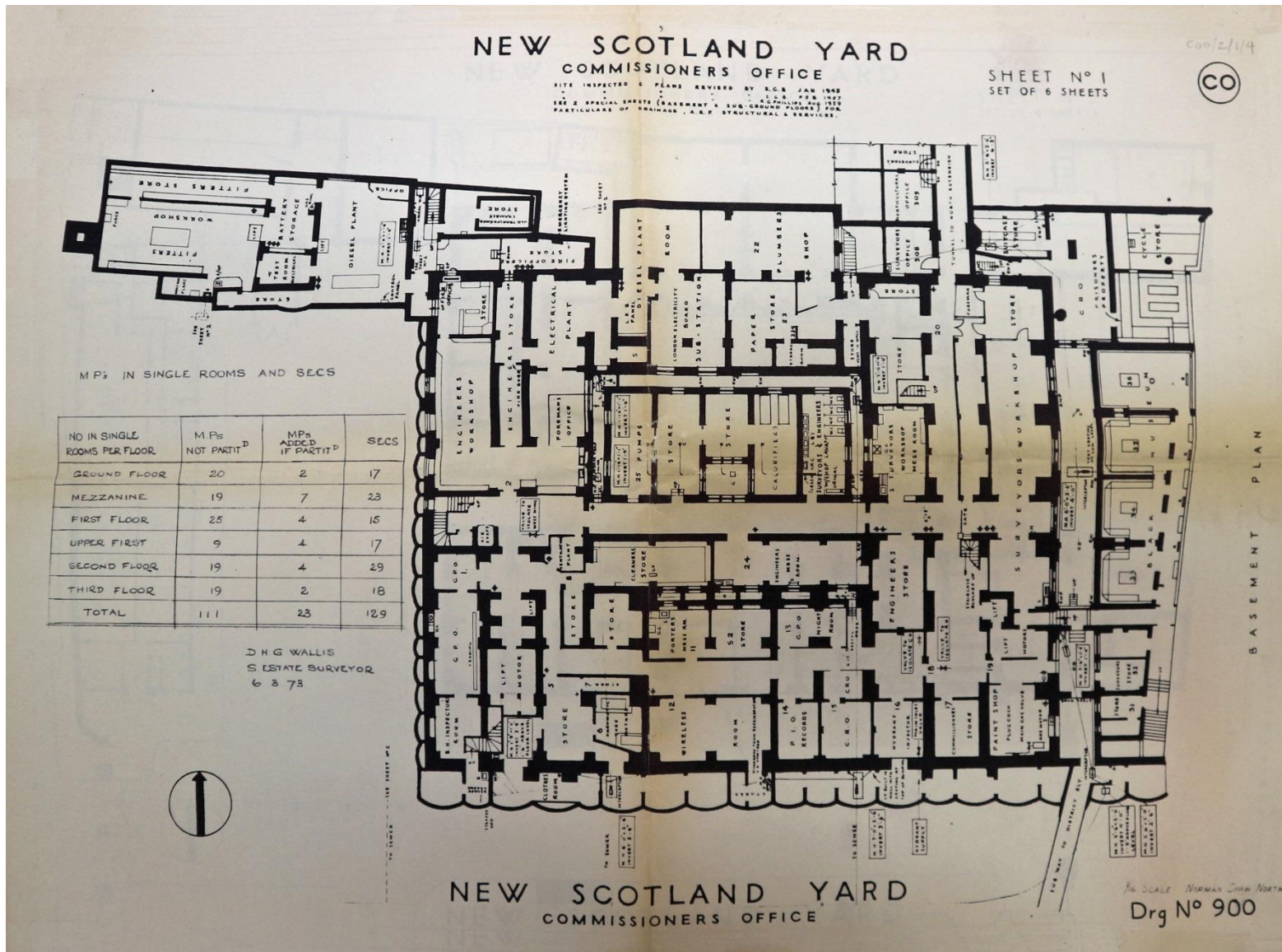
2.2.21 A set of floor plans from 1943 (amended in 1972) illustrate the internal changes which had taken place in the early-20th century. The 1943 basement plan shows that much of the open-plan areas to the south and east indicated in the original drawing had been infilled by partitions, and the eastern side of the floor was pushed out and extended at an angle; however, this probably indicates that the 1888 basement plan was amended prior to construction [plate 27]. The sub-ground floor plan shows the missing group of rooms along the eastern side of the floor, as depicted on the 1887 plan, that were never realised, as discussed above [plate 28]. In addition, what was previously labelled as a license room and meeting room near the eastern end of the southern side of the floor appears to have been converted for use as a canteen and dining area. The courtyard windows of the former reserve and examination rooms along the northern side of the floor were replaced by doors by this point, in addition to a number of generally minor partition changes throughout. A former entrance from the courtyard near the southwest corner of the floor was infilled with what appears to have been a fireplace flanked by round columns. This change, along with the infill of the south elevation entrance, ultimately blocked what had originally been a path between the former entrance through to the courtyard passage and western side of the building beyond. An opening to the courtyard passage was later reinstated, but the southern elevation entrance has remained blocked. A single-storey laundry extension known as 'the Bungalow' was also included in plan at this level to the west, though this was not connected internally. A slightly later photograph provides a view of this building with its large chimney and roof lanterns, all demolished in 1975 [plate 29].

2.2.22 While the plan form at the ground floor appears to have remained relatively unaltered by 1943, chimneybreasts were shown in different positions in several rooms (although this may have taken place during the course of construction) and the staircases along the western and southern ranges had been replaced by WCs and store rooms [plate 30a]. The staircase near the northeastern corner of the floor, formerly drawn as an open-well staircase, was illustrated with a much tighter wind, which also featured on the mezzanine, first floor and upper first floor. The end of the northern corridor also now connected with the western corridor. The bridges to the southern and northern extensions were also indicated at opposite corners of the building. Little change was indicated at the mezzanine level (now first floor) as well, except for the staircase changes also indicated at the ground floor, and the elimination of obstructions from the northern and southern corridors [plate 30b].

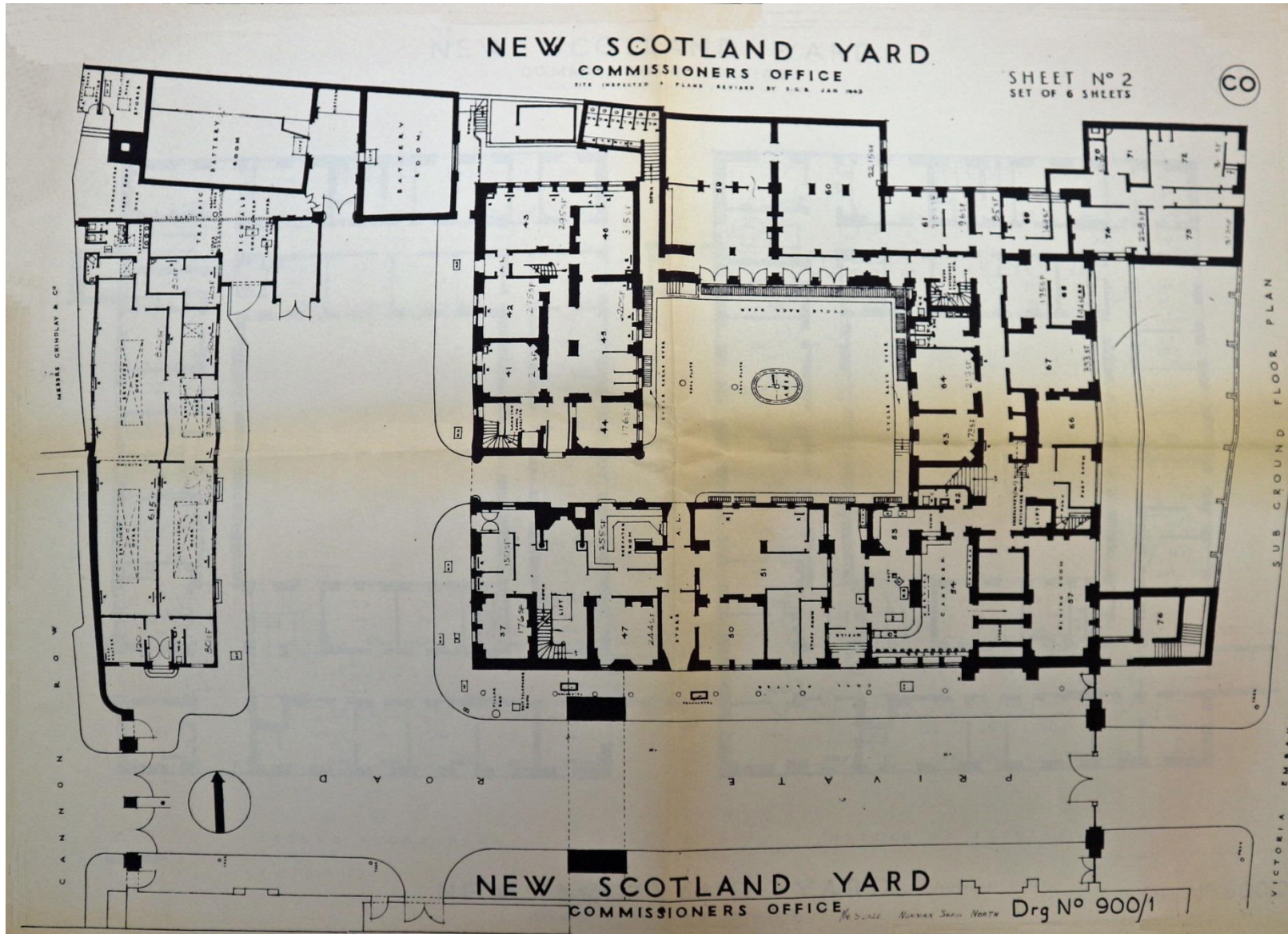
2.2.23 At the first floor (now second floor), the principal change was illustrated within the rooms of the western range, which included smaller offices facing the courtyard at this point, with a more centrally-situated western corridor [plate 30c]. The upper first floor (now third floor) had changed little by 1943, except for minor partition changes and the apparent relocation of a small staircase within the room to the northwest corner of the courtyard [plate 30d]. The second floor (now fourth floor) remained largely the same except for some minor partition changes and the removal of the western staircase [plate 30e]. At the third floor (now fifth floor), the northern corridor was illustrated as running along the interior courtyard, rather than along the exterior wall as shown in 1888, allowing it to continue the length of the building uninterrupted [plate 30f]. The western and southern corridors also appear to have been unblocked by this point. Plans of the fourth floor (now sixth floor) and loft (now

seventh floor) were also included in the 1943 drawings; the former largely comprised open-plan registry rooms served by several secondary staircases, and the latter only included the area beneath the pitched roofs of the eastern and western ranges [plates 30g-h].

- 2.2.24 A 1956 plan shows the relationship of New Scotland Yard to the 1902-6 extension to the south and Cannon Row Police Station west of this; the simple block of the 1940 extension to the north; and the western laundry block; all of which were in use by the Metropolitan Police in the mid-20th century [plate 31].



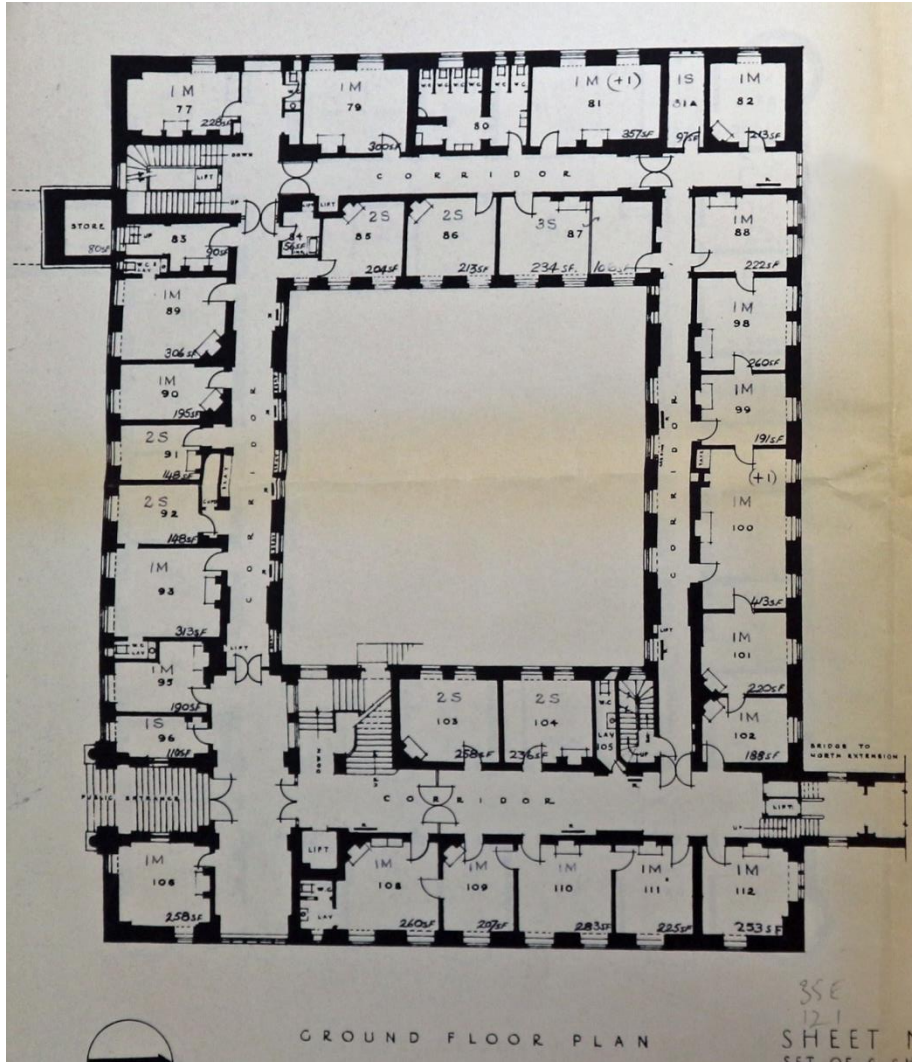
27. 1943-59 basement plan (Parliamentary Archives)



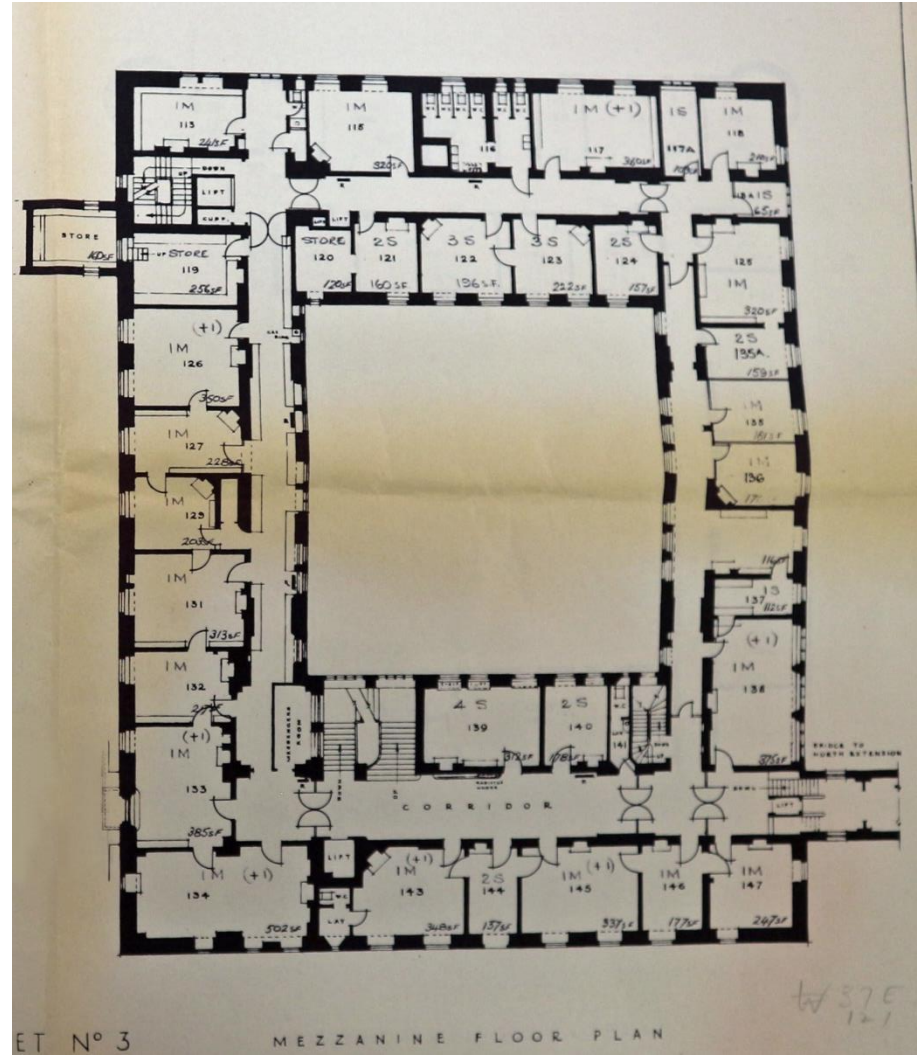
28. 1943 sub-ground floor plan, Norman Shaw North (Parliamentary Archives)



29. Laundry block with chimney, demolished 1975



30a. 1943 ground floor plan, Norman Shaw North (Parliamentary Archives)



30b. 1943 mezzanine plan, now the first floor, Norman Shaw North (Parliamentary Archives)