



Heritage Statement

2 Ganton Street,
Westminster

May 2021 | Project Ref 6551A

HCUK Group is a multi-disciplinary environmental practice offering expert advice in archaeology, heritage, landscape, arboriculture, and planning. It began life in 2010 as Heritage Collective LLP, before becoming Heritage Collective UK Limited in 2014. In the coming years diversification saw the addition of Archaeology Collective, Landscape Collective and Planning Collective, before all strands came together to be branded under a single umbrella: HCUK Group, based on the acronym for the original company. A home working company since the beginning, we are pleased to employ a talented workforce of consultants and support staff, who are on hand to advise our clients.



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1. Introduction

1.1 This Heritage Statement has been prepared by HCUK Group on behalf of Shaftesbury PLC. It relates to an application for planning permission and listed building consent for change of use and physical alterations to 2 Ganton Street, a grade II listed building. Westminster City Council (WCC hereafter) are the determining authority.

1.2 2 Ganton Street is a grade II listed building, designated as part of a wider terrace also including 2-8 Ganton Street and 1 Newburgh Street, which dates from c.1820. The application site is also located within the Soho Conservation Area.



Figure 1: 2 Ganton Street (grade II)

1.3 In accordance with the requirements of Paragraph 189 of the National Planning Policy Framework (2019) this statement describes the significance of the identified designated heritage assets.



Figure 2: Site location plan

Relevant Background and Proposals

- 1.4** At present, 2 Ganton Street comprises a small shop unit occupying the majority of the ground floor and the basement level with the remaining ground floor area (a small access corridor) and upper floors being in office use. Proposals seek to convert the office areas into a single residential unit providing living accommodation, two bedrooms and a study. Physical alterations necessary to facilitate the conversion are wholly limited and involve the sensitive refurbishment of the building and minor changes to plan form. There are no external alterations proposed.
- 1.5** The proposed development is based on a thorough understanding of the historic development, character and significance of the listed building. Proposals seek to

provide the building with a functional use consistent with its conservation while respecting the unique heritage values of the site.

- 1.6** While the site is located within the Soho Conservation Area and setting of a number of other listed buildings, as the proposals are entirely internal in nature, these assets would not be affected and have been scoped out of this assessment. As such, this report will concentrate on the effect of the effect of the proposed development on the significance of 2 Ganton Street and the wider terrace only.

Purpose of this Statement

- 1.7** The purpose of this Heritage Statement is to assist with the determination of the applications by informing the decision makers on the effects of the proposed development on the historic built environment. Value judgements on the significance of the heritage assets affected are presented and the effects of the proposals upon that significance are appraised. The heritage assets affected have been observed and assessed by the author following a site visit in March 2021. Specifically, this report assesses the significance of the listed building and the effect of the works on that significance. The report sets out how the proposal complies with the guidance and policy of the NPPF and local planning policy.

2. Relevant Planning Policy Framework

- 2.1** The decision maker is required by sections 16(2) and 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving a listed building and its setting when exercising planning functions. The decision maker must give considerable importance and weight to the desirability of preserving the significance of the listed building, and there is a strong presumption against the grant of permission for development that would harm its heritage significance.¹
- 2.2** There is a broadly similar duty arising from section 72(1) of the Act in respect of planning decisions relating to development within conservation areas.
- 2.3** For the purposes of this statement, preservation equates to an absence of harm.² Harm is defined in paragraph 84 of Historic England’s Conservation Principles as change which erodes the significance of a heritage asset.³
- 2.4** The significance of a heritage asset is defined in the National Planning Policy Framework (NPPF) as being made up of four main constituents: architectural interest, historical interest, archaeological interest and artistic interest. The assessments of heritage significance and impact are normally made with primary reference to the four main elements of significance identified in the NPPF.
- 2.5** The NPPF requires the impact on the significance of the designated heritage asset to be considered in terms of either “substantial harm” or “less than substantial harm” as described within paragraphs 195 and 196 of that document. National Planning Practice Guidance (NPPG) makes it clear that substantial harm is a high test, and case law describes substantial harm in terms of an effect that would vitiate or drain away much of the significance of a heritage asset.⁴ The Scale of Harm is tabulated at Appendix 1.

¹ Barnwell Manor Wind Energy Limited v East Northamptonshire District Council and others [2014] EWCA Civ 137. This principle has recently been confirmed, albeit in a lower court, in R (Wyeth-Price) v Guildford Borough Council.

² South Lakeland v SSE [1992] 2 AC 141.

³ Conservation Principles, 2008, paragraph 84.

⁴ Bedford Borough Council v SCLG and Nuon UK Limited [2013] EWHC 4344 (Admin).

2.6 Paragraphs 195 and 196 of the NPPF refer to two different balancing exercises in which harm to significance, if any, is to be balanced with public benefit. Paragraph 18a-020-20190723 of National Planning Practice Guidance (NPPG) online makes it clear that some heritage-specific benefits can be public benefits. Paragraph 18a-018-20190723 of the same NPPG makes it clear that it is important to be explicit about the category of harm (that is, whether paragraph 195 or 196 of the NPPF applies, if at all), and the extent of harm, when dealing with decisions affecting designated heritage assets, as follows:

Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.

2.7 Paragraphs 193 and 194 of the NPPF state that great weight should be given to the conservation of a designated heritage asset when considering applications that affect its significance, irrespective of how substantial or otherwise that harm might be.

2.8 Relevant local planning policy documents includes Westminster's City Plan (adopted 21 April 2021). The following policies are relevant:

2.9 **Policy 38 Design Principles:** This is an overarching design policy which requires new development to be of exemplary standards of sustainable and inclusive design. It requires development to positively contribute to Westminster's townscape having regard to the character and appearance of the area, materials, building lines, scale, height and massing among other factors.

2.10 **Policy 39 Westminster's Heritage:** Part A of this policy note that Westminster's unique heritage will be valued and celebrated and Part B notes that development must optimise the positive role of the historic environment and will:

- Ensure heritage assets and their settings are conserved and enhanced, in a manner appropriate to their significance;
- Secure the conservation and continued beneficial use of heritage assets through their retention and sensitive adaptation which will avoid harm to their significance, while allowing them to meet changing needs and mitigate and adapt to climate change;

- Place heritage at the heart of place making and good growth, maintaining the unique character of our heritage assets and delivering high quality new buildings and spaces which enhance their settings.

2.11 The policy goes on to note that works to listed buildings will preserve their special interest relating sensitively to the building and that, in conservation areas, development will preserve or enhance that area's character and appearance.

2.12 The London Plan 2021 is the spatial development strategy for greater London and as such a piece of relevant planning policy. Of specific relevance is policy HC1 Heritage Conservation and Growth which notes that "*Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings.*"

3. Background and Development

3.1 The area of land which Ganton Street and Marshall Street now occupy was first developed in 1593 as a 'Pest-House Field' where infected or sick people would have been taken to be quarantined and studied. The pest house and field played a vital part in attempting to quarantine the plague outbreak in 1665. The area showing the field can be seen on the 1685 Blome Map (**Figure 3**).

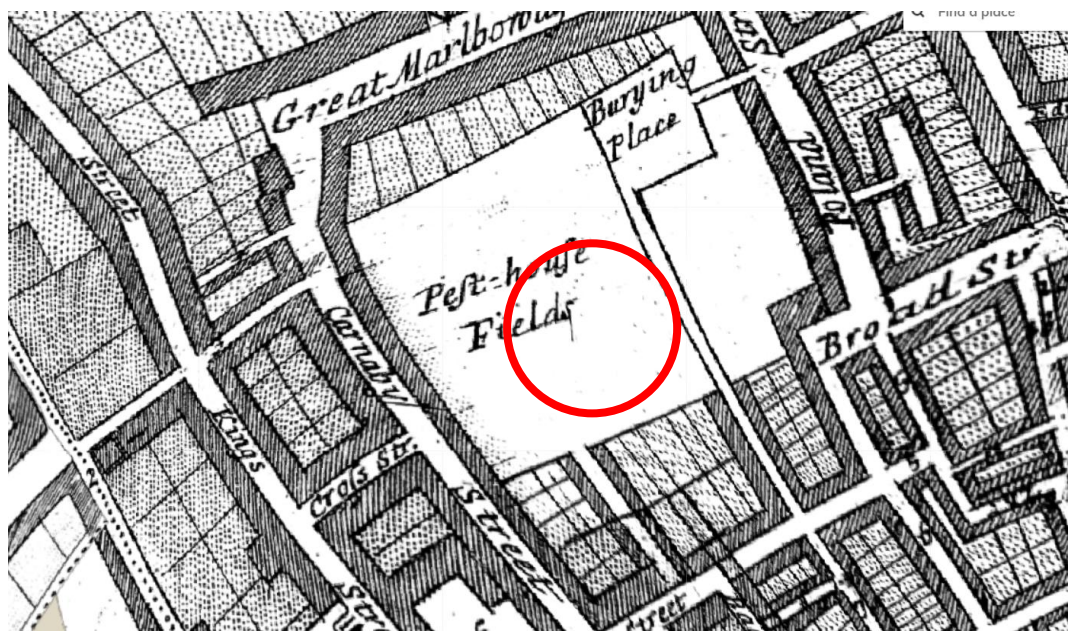


Figure 3: 1685 Blome Map © Layers of London

3.2 By the mid 18th century the land once forming the pest-house field had been developed over and was in use as the 'Marlborough or Carnaby Market' (**Figure 4**). The 1799 Horwood Map (**Figure 5**) shows this arrangement in more detail and lists the market as 'Carnaby Market'.



Figure 4: 1746 John Rocque's Map of London © Layers of London



Figure 5: 1799 Horwood Map © Layers of London

3.3

2-8 Ganton Street (including the return properties on Newburgh Street and Marshall Street) were not constructed until the early 19th century, c.1820. The first map that built form of this area is seen is the 1828 C and J Greenwood Map (**Figure 6**). On this map Ganton Street appears to be named South Row and Newburgh Street appears to be named West Street.



Figure 6: C and J Greenwood Map of 1828 © Layers of London

3.4

This terrace was constructed following the redevelopment of Carnaby Market either by or under the supervision of Thomas Finden. As noted by the Survey of London (Volume 31) the terrace was:

"...uniformly planned, small in area and scale, but forming to-day an unusually pleasant oasis for pedestrians, and offering facilities for shopping away from the through streets. There is accommodation for shop-keepers over the shops, as well as for chamber trades such as tailoring."

"The prevailing form was the four-storey terrace house fronted in stock brick, two windows wide with plain window-openings, and a continuous plain parapet with stone coping. The windows, most of which have their original narrow glazing-bars, have stone sills. The ground floors were built as shops from the beginning, for this was the period of the planned shopping street. At street corners and at the entrances to pedestrian courts, as was common in such terraces, the angle of the upper face was rounded with a stopped quadrant, the projecting shop fascias following this curve with the shop entrances splayed beneath. Nos. 1 Newburgh Street and 37 Marshall Street have frontages to Ganton Street with wider than average single windows on the upper floors, and beside each corner shop is a plain house-front with one window by the front door, which at No. 1 Newburgh Street has a glazed fanlight and reeded jambs."

3.5 The 1870 First Edition Ordnance Survey (OS) map (**Figure 7**) provides the first large scale view of the application site.



Figure 7: 1875 OS Map (surveyed 1870). Reproduced with permission of the National Library of Scotland

3.6 In this map 2 Ganton Street is visible fronting on to South Row (now Ganton Street). It is shown as a single block of built form. Later mapping all show a similar arrangement given the landlocked nature of the building prohibiting any extensions etc.

3.7 The building was listed as part of the wider terrace in January 1973 and the list description provides a good description of the structure reading:

"Terrace houses with shops. c.1820 with some alterations. Uniform row with stock brick fronts, inset bowed corners. 4 storeys. Each front 2 windows wide. Nos. 1 Newburgh Street and 37 Marshall Street have 1 window fronts and 3 windows returns. Wooden shop fronts with pilaster frames and entablature carried right across, display windows altered; square headed shop and house doorways with rectangular fanlights and panelled doors; Nos. 4 and 8 with small pane margin glazed fanlights. Upper floors have recessed glazing bar sashes under flat gauged arches. Returns of Nos. 1 Newburgh Street and 37 Marshall Street have semicircular arched doorways with pilaster jambs, radial fanlights

and flush and fielded panel doors; glazing bar sashes etc. on upper floors. Uniform parapet with coping. Interiors with simple early C19 moulding and geometrical wooden stairs. Part of Carnaby Street, Newburgh Street early C19 redevelopment. Survey of London; Vol. XXXI."

4. Statement of Significance

Assessment of Significance

- 4.1** This chapter of the report establishes the significance of the relevant heritage assets in the terms set out in the NPPF. This chapter should be read in conjunction with Chapter 5 (Heritage Impact Assessment) and with the tabular methodology at Appendix 1.
- 4.2** It is recognised that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain aspects or elements could accommodate change without affecting the Government’s objective, which includes the conservation of heritage assets and which seeks to ensure that decisions are based on the nature, extent and level of significance of heritage assets. Change is only considered to be harmful if it erodes an asset’s significance. Understanding the significance of any heritage asset affected (paragraph 189 of the NPPFs) is therefore fundamental to understanding the scope for and acceptability of change.
- 4.3** An assessment of the significance of the grade II listed 2 Ganton Street and the wider terrace is provided below. In accordance with paragraph 189 of the NPPF, the descriptions are proportionate to the asset’s significance and are sufficient to understand the nature of any impact the proposals may have upon that significance.

2-8 Ganton Street, 1 Newburgh Street and 37 Marshall Street (grade II)

- 4.4** The significance of the listed building is as a result of a combination of its special architectural and historic interest.
- 4.5** The architectural interest of the terrace most strongly relates from the building’s external form and appearance as a good quality example of an early 19th century modest terrace designed as a row of shops to the ground floor with accommodation above. The design and formally arranged composition of the coherent street frontage is of considerable architectural interest. The continuous timber shopfront

which extends across the entire terrace has been altered but remains as a characterful and traditional shopfront. Of particular value is the presence of separate doors leading to the residential upper floors which helps to reveal the original arrangement of the buildings and their uses.



Figures 8 and 9: Front elevation and shopfront of 2 Ganton Street

4.6

Internally, 2 Ganton Street has undergone some alteration over time. However, the plan form of the building appears broadly entirely intact with a two room plan to each floor with the staircase offset to the right hand side leading to a smaller rear room. A summary of the changes to each of the upper floors are presented below:

- First floor: A large opening has been created in the spine wall between the two rooms has providing a single large space. Both doors into the formerly separate rooms and a down stand and nibs survive demonstrating the former compartmentalised arrangement;
- Second floor: There seems to have been a former opening within the spine wall between the two rooms which has subsequently been infilled with a new partition set back from the face of the spine wall and featuring two windows. While altered the two room compartmentalised arrangement is preserved; and
- Third floor: A large opening has been created in the spine wall between which has been fitted with a set of double doors. While the compartmentalised

arrangement has been altered the sense of compartmentalised arrangement is preserved through the survival of nibs and down stand of the spine wall, two separate doors leading into the rooms and the set of double doors within the opening.



Figures 10 and 11: First floor of 2 Ganton Street with historic window surrounds/shutters and the modern fire surround within the front room

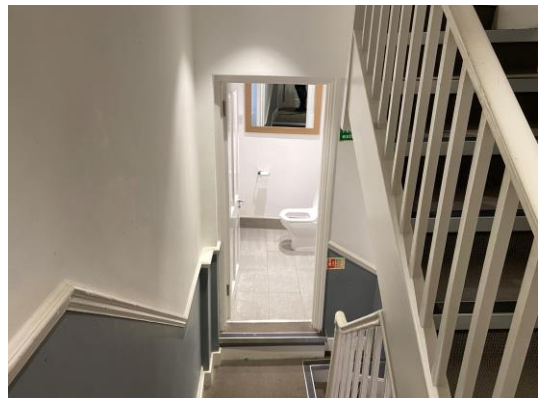
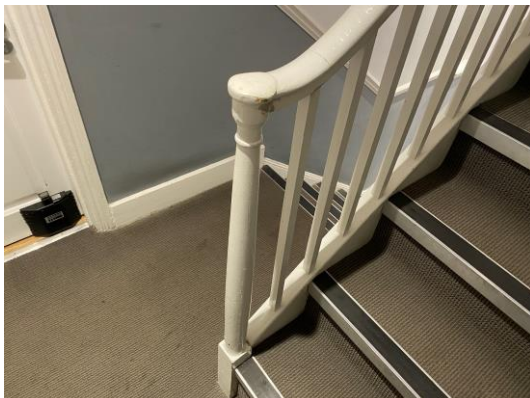


Figures 12 and 13: Views of the second floor showing the front room with chimney breast and fire surround (left) and infill panel within the spine wall (right)



Figures 14 and 15: Third floor at 2 Ganton Street showing the modern fire surround (left) and opening in the spine wall (right)

4.7 The early 19th century simplistically detailed timber staircase survives within the building though treads and risers have been covered over to protect them from heavy office traffic.



Figures 16 and 17: Early 19th century timber staircase present within the building including the small closet wing (right) which has been converted to a bathroom on all floors

4.8 Elsewhere in the building only limited historic surface fabric survives in the form of simplistically detailed early 19th century windows surrounds and shutters (to the first floor windows only) and some aspects of joinery. Each of the three front rooms within the building are furnished with a fire surround but these are all modern of the same style with a dark stained timber surround and metal inset. While not a perfect match for the building's date and status they are broadly traditional in form.

4.9 The historic interest of the terrace stems primarily from its 'illustrative' value as a tangible, residual element of the past, through which connections with the past can

be made. It represents an important element in the history of Soho having previously been the site of a pest-house and field and the Carnaby Market.

4.10 The terrace is of limited artistic interest with the aesthetic values of the relating to its architecture and material composition and the group value which it holds with the remaining terrace buildings and surrounding, coherent development associated with the early 19th century development of Soho. The building is of some archaeological interest or potential due given the way in which it has the potential to provide evidence about the past.

5. Heritage Impact Assessment

5.1 This chapter of the report assesses the impact of the proposed development on the significance of the heritage assets identified in the previous chapter, namely 37 Marshall Street. It should be read in conjunction with the preceding chapter.

Impact Assessment

5.2 The proposed development seeks to change the use of the upper floors of 2 Ganton Street from its current office use to a single residential unit providing two bedrooms and two bathrooms. As identified in Section 3 of this report the building, along with the wider terrace, was constructed c.1820 as a terrace of houses with shops to the ground floor. Over time, while the ground floor commercial units have survived, the uses of the upper floors have altered such as in the case of 2 Ganton Street.

5.3 Converting those office areas back to a residential use is a wholly appropriate one that would reinstate the building's original use which is entirely consistent with the conservation of the asset. This use is also likely, in conjunction with the ground floor commercial spaces, to amount to the optimum viable use of the building. Overall, the reinstatement of a residential use to part of the ground floor and upper floors of 2 Ganton Street would amount to a benefit to the significance of the grade II listed building, in particular the structure's historic legibility as row of shops with residential use above.

5.4 Over and above general refurbishment works, physical alterations required to facilitate the change of use are wholly minor in their scale and scope and are discussed below on a floor by floor basis. With regards to the general refurbishment proposed, all historic features present in the building (as discussed in Section 4 of this report) would be retained and, where required, repaired and redecorated appropriately. As such, no important historic fabric would be lost by way of the proposals and the refurbishment works would preserve the significance and special interest of the building.

First Floor

- 5.5** Proposals at the first floor include the narrowing of the existing opening between the front and rear room. Reducing the opening in the spine wall as proposed would result in a slight enhancement to the significance of the grade II listed building, better reflecting the formerly separate two rooms on this floor and its original compartmentalised plan form. New skirting boards would be introduced to match around the extended wall to ensure that the character of the first floor would be preserved.
- 5.6** Two doors into the main room (formerly two separate rooms) from the hallway survive and, in order to functionally use the former rear room as a kitchen, proposals seek to retain the rear door in situ but seal it on the room side. This would retain the door from the hall preserving the character of the space but would ensure a functional use of the first floor for residential purposes.
- 5.7** Overall, these works would preserve and enhance the significance of the grade II listed building.

Second Floor

- 5.8** At second floor the two room arrangement survives but part of the spine wall here is a modern infill, set back from the main wall face and featuring two vertical windows. Proposals seek to remove this modern infill and reinstate the coherent spine wall once again. As at first floor, new skirting boards to go around the extended wall would need to match existing. These works amount heritage benefit, reinstating the original plan form within this part of the building.

Third floor

- 5.9** Proposals seek to subdivide the rear room at third floor level to provide a small ensuite and dressing room to the main bedroom here. Subdivision of the rear room as proposed would affect the appreciation of the chimney breast and the original room proportions. Any harm result from this would be wholly limited given the proposed alteration takes place on the third floor rather than the principle first floor.
- 5.10** As with the first floor, two doors into the main room (formerly two separate rooms) from the hallway survive and, in order to functionally use the former rear room as

proposed, proposals seek to retain the rear door in situ but seal it on the room side. This would retain the door from the hall preserving the character of the space but would ensure a functional use of the third floor for residential purposes.

Summary and Policy Compliance

- 5.11** Overall, the proposed development is based on a thorough understanding of the history, significance and character of the grade II listed building and wider terrace. Proposals seek to reinstate the original residential use to the building's upper floors while being sensitive to, and where possible, enhancing, the significance of the building.
- 5.12** As identified above, it is acknowledged that the proposed development will result in a minor effect on the significance of 2 Ganton Street by virtue of proposals to subdivide the rear room at third floor level. This harm would be wholly limited and, in NPPF terms, a low level of less than substantial harm. However, effects of development on a listed building must be considered as a whole and in this case the scheme results in a number of enhancements to the significance of the listed building which include reinstatement of the building's original use and beneficial changes to plan form at first and second floor. In this case these beneficial works demonstrably outweigh the effect of the third floor changes resulting in a scheme which, on the whole, preserves and enhances the significance of the grade II listed building.
- 5.13** As such, the proposed development falls outside the remit of paragraphs 195-196 of the NPPF insofar as there would be no harm caused to the asset's significance. There would be preservation for the purposes of the decision maker's duty under sections 16 and 66 of the Planning (Listed Building and Conservation Area) Act 1990.
- 5.14** On this basis, the proposed development also accords with relevant local planning policies namely, Policy 38 and 39 of Westminster's City Plan and relevant policies of the London Plan 2021.

6. Conclusions

- 6.1** This Heritage Statement has been prepared in accordance with paragraph 189 of the NPPF and supports an application for planning permission and listed building consent for the change of use and alteration of the grade II listed 2 Ganton Street. This report provides a proportionate assessment of the significance of the application site and this is followed by an assessment of the effect of the proposals on that significance.
- 6.2** 2 Ganton Street is grade II listed as part of a wider terrace including 2-8 Ganton Street, 1 Newburgh Street and 37 Marshall Street. The building and wider terrace dates to the early 19th century and is of architectural and historic interest as part of a set piece of late Georgian/early Victorian Classical architecture constructed as shops to the ground floor with residential accommodation above. Internally, 2 Ganton Street retains its original staircase and plan form and a number of features including doors, windows and joinery.
- 6.3** The proposals entail the change of use of the upper floors back into a residential use and minor physical alterations to facilitate this. Section 5 of this report concludes that while one element of the scheme (third floor changes to plan form) could be considered to have some effect on significance, as a whole the proposed development would preserve and enhance the significance of the grade II listed building reinstating its original use and enhancing plan form at first and second floors.
- 6.4** In summary, the proposed works to the grade II listed building are considered to be proportionate and compliant with relevant policies contained within Section 16 of the NPPF and relevant local planning policy and guidance. The proposed development falls outside the remit of paragraphs 195-196 of the NPPF insofar as there would be no harm caused to the asset's significance. There would be preservation for the purpose of the decision maker's duty under section 16 of the Act.

Appendix 1

Scale of Harm (HCUK, 2019)

The table below has been developed by HCUK Group (2019) based on current national policy and guidance. It is intended as simple and effect way to better define harm and the implications of that finding on heritage significance. It reflects the need to be clear about the categories of harm, and the extent of harm within those categories, to designated heritage assets (NPPF, paragraphs 195 and 196, and guidance on NPPG).⁵

Scale of Harm	
Total Loss	Total removal of the significance of the designated heritage asset.
Substantial Harm	Serious harm that would drain away or vitiate the significance of the designated heritage asset
Less than Substantial Harm	High level harm that could be serious, but not so serious as to vitiate or drain away the significance of the designated heritage asset.
	Medium level harm, not necessarily serious to the significance of the designated heritage asset, but enough to be described as significant, noticeable, or material.
	Low level harm that does not seriously affect the significance of the designated heritage asset.

HCUK, 2019

⁵ See NPPG 2019: “Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.” Paragraph 018 Reference ID: 18a-018-20190723.

Standard Sources

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