

19-37 HIGHGATE ROAD, LONDON NW5 1JY

Built Heritage Statement

JCH01412
19-37 Highgate Road
GM London
March 2023

CONTENTS

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Appendix A: Statutory List Descriptions

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1.0 INTRODUCTION

This Built Heritage Assessment been prepared by RPS, on behalf of GM London with regard to proposals for 19-37 Highgate Road, London, NW5 1JY, henceforth referred to within this report as the 'Site' (Figure 1). The Site is located in the London Borough of Camden. It includes one property located on the western side of Highgate Road, which comprises the Highgate Centre at 19-37 Highgate Road.

The Site is located to the north of a Grade II listed building: Christ Apostolic Church. The church forms part of a small group of listed buildings to the south of the Site, including The Forum (Grade II), 1-7 Highgate Road (Grade II) and the Bull and Gate Public House (Grade II). The Site is not located within a conservation area but it is proximate to the Dartmouth Road Conservation Area and the Kentish Town Conservation Area. It is additionally located adjacent to a locally listed building: Linton House.

Consent was granted for development within the Site on 8 June 2014 (ref: 2013/5947/P) for:

Demolition of existing buildings and redevelopment to provide: a new 3,228sqm (GIA) Centre for Independent Living (CIL) (Class D1) comprising 3 storeys plus basement at Greenwood Place; a part 5 part 7 storey mixed-use development at Highgate Road comprising 42 residential units (including 8 supported affordable housing units) and 100sqm (GIA) social enterprise in flexible retail, restaurant/cafe, office or community use (Classes A1/A3/B1/ D1) at ground floor level; highway improvements to Greenwood Place, and associated plant, landscaping, servicing and disabled car parking.

A further application (ref: 2022/1603/P) was granted in March 2023 for works to rationalise the 2013 consented design and improve the configuration of the residential units, via minor material amendments to the original planning permission (ref: 2013/5947/P).

The current application comprises the following

Variation of Conditions 2 (development in accordance with approved plans), granted under reference 2013/5947/P, dated 18/06/2014 (as amended by reference 2015/3151/P, 2016/0936/P, 2017/0363/P, 2017/01518/P, 2021/5384/P, 2022/0929/P and 2022/1603/P) (for: Demolition of existing buildings and redevelopment to provide: a new Centre for Independent Living at Greenwood Place; and mixed-use development at Highgate Road comprising residential units, including supported affordable housing units, and social enterprise space; highway improvements; plant, landscaping; servicing; disabled car parking etc.). Amendments to Highgate Road site to include replacement of wintergardens with balconies, alterations to fenestration, brick detailing and brick colour, and relocation of disabled parking space.

Paragraph 194 of the National Planning Policy Framework (NPPF), requires that the significance of any heritage assets affected by an application is described, including any contribution made by their setting, as the basis from which to understand the potential impact of the proposal on their

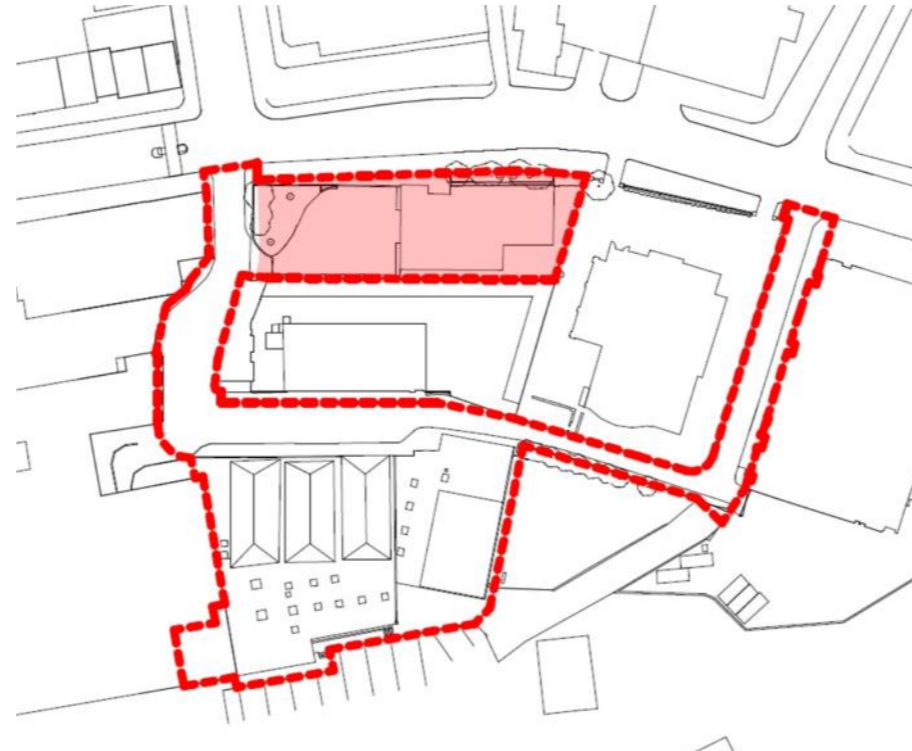


Figure 1: Site location plan, showing the original consented red line boundary and the proposed area for amendments (shaded)



Figure 3: The Site is located next to the Grade II Christ Apostolic Church.



Figure 2: The Highgate Centre, the part of the Site which fronts onto Highgate Road.



Figure 4: The Site is not located within a conservation area. It is surrounded by a mixed area of townscapes, including a locally listed building at Linton House (to the left).

1.0 INTRODUCTION (CONTINUED)

significance. This Built Heritage Statement presents a summary of the relevant legislative framework and planning policy at national and local levels, with special regard to policies and guidance relating to development within the setting of built heritage assets. It provides an overview of the history of the Site and assesses the significance of nearby heritage assets, including any contribution made by the Site to their setting and significance. It furthermore provides a high level description of the proposed development, accompanied by an assessment of impact with regards to built heritage assets.

All maps, plans and photographs are for illustrative purposes only.

2.0 LEGISLATIVE & PLANNING POLICY FRAMEWORK

2.1 LEGISLATION & NATIONAL PLANNING POLICY

The current national legislative and planning policy system identifies, through the National Planning Policy Framework (NPPF), that applicants should consider the potential impact of development upon 'heritage assets'. This term includes: designated heritage assets which possess a statutory designation (for example listed buildings and conservation areas); and non-designated heritage assets, typically compiled by Local Planning Authorities (LPAs) and incorporated into a Local List or recorded on the Historic Environment Record.

Legislation

Where any development may affect certain designated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard to their impact on the historic environment. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990.

The relevant legislation in this case extends from section 66 of the 1990 Act which states that special regard must be given by the decision maker, in the exercise of planning functions, to the desirability of preserving listed buildings and their setting.

The meaning and effect of these duties have been considered by the courts in recent cases, including the Court of Appeal's decision in relation to *Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council* [2014] EWCA Civ 137.

The Court agreed within the High Court's judgement that Parliament's intention in enacting section 66(1) was that decision makers should give 'considerable importance and weight' to the desirability of preserving (i.e. keeping from harm) the setting of listed buildings.

Whilst there is no statutory duty in primary legislation to have regard to the setting of conservation areas there is nevertheless a clear requirement under the NPPF to give great weight to the conservation of heritage assets and their settings (see below).

National Planning Policy

National Planning Policy Framework (Ministry of Housing, Communities and Local Government, July 2021)

The NPPF is the principal document that sets out the Government's planning policies for England and how these are expected to be applied.

It defines a heritage asset as a: 'building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest'. This includes both designated and non-designated heritage assets.

Section 16: Conserving and Enhancing the Historic Environment relates to the conservation of heritage assets in the production of local plans and decision taking. It emphasises that heritage assets are 'an irreplaceable resource, and should be conserved in a manner appropriate to their significance'.

For proposals that have the potential to affect the significance of a heritage asset, paragraph 189 requires applicants to identify and describe the significance of any heritage assets that may be affected, including any contribution made by their setting. The level of detail provided should be proportionate to the significance of the heritage assets affected. This is supported by paragraph 190, which requires LPAs to take this assessment into account when considering applications.

Under 'Considering potential impacts' the NPPF emphasises that 'great weight' should be given to the conservation of designated heritage assets, irrespective of whether any potential impact equates to total loss, substantial harm or less than substantial harm to the significance of the heritage assets.

Paragraph 199 states 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.

Paragraph 201 states that where a development will result in substantial harm to, or total loss of, the significance of a designated heritage asset, permission should be refused, unless this harm is necessary to achieve substantial public benefits, or a number of criteria are met. Where less than substantial harm is identified paragraph 202 requires this harm to be weighed against the public benefits of the proposed development.

Paragraph 203 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 206 notes that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Adding, proposals that preserve those elements of the setting that make a positive contribution to, or better reveal the significance of, the asset should be treated favourably.

2.2 NATIONAL PLANNING GUIDANCE

National Guidance

Planning Practice Guidance (Department for Levelling Up, Housing and Communities)

The Planning Practice Guidance (PPG) has been adopted to aid the application of the NPPF. It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle.

The PPG defines the different heritage interests as follows:

- archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
- historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

It is crucial that the significance of a heritage asset is understood and consideration of this incorporated into decision making. Paragraph 7 of the guidance explains that heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.

Key elements of the guidance relate to assessing harm. It states that substantial harm is a high bar that may not arise in many cases and that while the level of harm will be at the discretion of the decision maker, generally substantial harm is a high test that will only arise where a development seriously affects a key element of an asset's special interest. It is the degree of harm, rather than the scale of development, that is to be assessed.

BS 7913:2003 Guide to the Conservation of Historic Buildings (December 2013)

The British Standard 7913:2003 Guide to the Conservation of Historic Buildings provides helpful guidance on the assessment of heritage values

and significance (Section 4). It states that significance represents a public interest, and the planning system, and the policy and legislation which support it, reflect this. It also states that research and appraisal into the heritage values and significance of the historic building should be carried out to ensure that decisions resulting in change are informed by a thorough understanding of them.

In identifying how significance may be assessed it is stated that heritage has cultural, social, economic and environmental values, and that the attributes that combine to define the significance of a historic building can relate to its physical properties or to its context.

The guidance identifies that there are many different ways in which heritage values can be assessed. It recognises that some heritage bodies of the United Kingdom have suggested that these fall into the following groups:

- a) aesthetic value, derived from ways in which people draw sensory and intellectual stimulation from a place (this encompasses things purposely designed for that effect and those that are not (e.g. the picturesque, the sublime));
- b) communal value, derived from the meanings of a place for people who relate to it in different ways, associations with social groups and individuals (this changes over time);
- c) evidential value, derived from the potential of a place to yield evidence about the past (e.g. archaeology);
- d) historical value, derived from the ability of a place to demonstrate or illustrate an aspect of the past or association with historic figure or event (for example a battlefield or memorial).

The guidance goes further to suggest an alternative approach and to think of a historic building's significance as comprising individual heritage values from a list that might include:

architectural, technological or built fabric value; townscape characteristics; spatial characteristics; archaeological value; artistic value; economic value; educational value; recreational value; social or communal value; cultural value; religious value; spiritual value; ecological value; environmental value; commemorative value; inspirational value; identity or belonging; national pride; symbolic or iconic value; associational value; panoramic value; scenic value; aesthetic value; material value; and technological value.

The guidance acknowledges that a wide range of factors can contribute to the significance of a historic building. As well as physical components, significance includes factors such as immediate and wider setting, use and associations (e.g. with a particular event, family, community, or artist and those involved in design and construction). The relative importance of these varies.

Overview: Historic Environment Good Practice Advice in Planning

Historic England have published a series of documents to advise applicants, owners, decision takers and other stakeholders on managing change within the historic environment. These include Historic Environment Good Practice Advice in Planning (GPAs) documents and Historic England Advice Notes (HEANS).

GPA2: Managing Significance in Decision-Taking in the Historic Environment (March 2015)

This document provides advice on numerous ways in which decision making in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to that significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged. The advice suggests a structured, staged approach to the assembly and analysis of relevant information:

- 1) Understand the significance of the affected assets;
- 2) Understand the impact of the proposal on that significance;
- 3) Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
- 4) Look for opportunities to better reveal or enhance significance;
- 5) Justify any harmful impacts in terms of the sustainable development objective of conserving significance balanced with the need for change; and
- 6) Offset negative impacts to significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

GPA3: The Setting of Heritage Assets (Second Edition; December 2017)

This advice note focuses on the management of change within the setting of heritage assets. This document replaces GPA3: The Setting of Heritage Assets (March 2017) and Seeing History in the View (English Heritage, 2011) in order to aid practitioners with the implementation of national legislation, policies and guidance relating to the setting of heritage assets found in the 1990 Act, the NPPF and PPG. The guidance is largely a continuation of the philosophy and approach of the 2011 and 2015 documents and does not present a divergence in either the definition of setting or the way in which it should be assessed.

As with the NPPF the document defines setting as 'the surroundings in

2.2 NATIONAL PLANNING GUIDANCE

which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve'. Setting is also described as being a separate term to curtilage, character and context. The guidance emphasises that setting is not a heritage asset, nor a heritage designation, and that its importance lies in what it contributes to the significance of the heritage asset, or the ability to appreciate that significance. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, and thus the way in which an asset is experienced, setting also encompasses other environmental factors including noise, vibration and odour. Historical and cultural associations may also form part of the asset's setting, which can inform or enhance the significance of a heritage asset.

This document provides guidance on practical and proportionate decision making with regards to the management of change within the setting of heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, further weighing up the potential public benefits associated with the proposals. It is further stated that changes within the setting of a heritage asset may have positive or neutral effects.

The document also states that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting, and that different heritage assets may have different abilities to accommodate change without harming their significance. Setting should, therefore, be assessed on a case-by-case basis.

Historic England recommends using a series of detailed steps in order to assess the potential effects of a proposed development on significance of a heritage asset. The 5-step process is as follows:

- 1) Identify which heritage assets and their settings are affected;
- 2) Assess the degree to which these settings and views make a contribution to the significance of a heritage asset(s) or allow significance to be appreciated;
- 3) Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it;
- 4) Explore ways to maximise enhancement and avoid or minimise harm; and,
- 5) Make and document the decision and monitor outcomes.

HEAN1: Understanding Place: Conservation Area Designation, Appraisal and Management (Second Edition, February 2019)

This document forms revised guidance which sets out the ways to manage change in order to ensure that historic areas are conserved. In particular information is provided relating to conservation area designation, appraisal and management. Whilst this document emphasises that 'activities to conserve or invest need to be proportionate to the significance of the heritage assets affected,' it reiterates that the work carried out needs to provide sufficient information in order to understand the issues outlined in Paragraph 129 of the NPPF, relating to the assessment of any heritage assets that may be affected by proposals.

There are different types of special architectural and historic interest that contribute to a Conservation Area's significance. These include:

- Areas with a high number of nationally designated heritage assets and a variety of architectural styles and historic associations;
- those linked to a particular industry or individual with a particular local interest;
- where an earlier, historically significant, layout is visible in the modern street pattern;
- where a particular style of architecture or traditional building materials predominate; and,
- areas designated on account of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of parks and gardens of special historic interest.

The guidance suggests the following factors which may be significant contributors to character:

- Views of rivers, the sea and surrounding hills and glimpses of landscape from urban streets
- Open spaces, church towers and prominent public buildings that provide landmarks in views or views that illustrate a particular element of the area's historic development
- Groups of buildings, both those with a degree of conscious design or with recognised fortuitous beauty and the consequent visual harmony or congruity of development
- Townscape attributes such as enclosure, definition of streets and spaces and spatial qualities as well as lighting, trees, and verges, or the treatments of boundaries or street surfaces

- A uniform building height resulting either from past influences or planning restrictions that contribute to the character of views
- Distant views of the settlement and those in the approach to it
- Adjacent or nearby heritage assets that gain or contribute significance through views to or from the area
- Nearby areas of recognised landscape character value such as Areas of Outstanding Natural Beauty (AONBs) or Areas of High Landscape Value, where penetrating or abutting the built-up area, should also be noted and explained.

With regard to the setting of conservation areas the guidance makes clear that heritage assets can gain significance from their relationship with their setting and that views from within or outside an area form an important way in which its significance is experienced and appreciated. It clarifies that views may relate to approaches along historic routes or visual connections between different areas that illustrate an important historic relationship, such as between a village and its surrounding agricultural landscape, or from an area of workers' housing and the factory or extractive landscape that was a source of employment. In other cases a relationship may be part of a formal design, such as a designed view from a park or garden to a feature in the landscape beyond.

HEAN12: Statements of Heritage Significance: Analysing Significance in Heritage Assets (October 2019)

The purpose of this advice note is to provide information on how to assess the significance of a heritage asset. It also explores how this should be used as part of a staged approach to decision-making in which the assessment of significance precedes the design of the proposals.

The document illustrates that the first stage in the process to identify the significance of a heritage asset is to understand its form and history. This includes the historical development of a building or site, an analysis of surviving fabric or features and an analysis of the setting, including the contribution that the setting makes to significance.

Historic England describes heritage interest within the same context as set out in the NPPF and PPG. These are archaeological interest, architectural interest, artistic interest and historic interest. The guidance advises that assessments should describe the likely impact of development proposals and the way in which they may affect significance. It also states that efforts should be made to minimise harm to significance through the design process, with justification given to any residual harm.

2.3 LOCAL PLANNING POLICY & GUIDANCE

Strategic Policy

The London Plan (Greater London Authority, March 2021)

The London Plan is the overall strategic plan for London, setting out a complete framework for its development. The following policies are those most relevant to heritage, requiring that developments which may have an effect upon heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy HC1 Heritage conservation and growth

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.

Local Planning Policy

In considering any planning application for development, the planning authority will be mindful of the framework set by government policy, in this instance the NPPF, by current Development Plan Policy and by other material considerations.

Local planning policy for the Site is set by Camden Council. The Camden Local Plan (Adopted June 2017) provides the local planning framework for the application Site.

Camden Local Plan (July 2017)

The Camden Local Plan was adopted by the Council on 3 July 2017 and replaced the Core Strategy and Camden Development Policies documents as the basis for planning decisions and future development in the borough.

Policy D1 Design

The Council will seek to secure high quality design in development. The Council will require that development (*inter alia*):

- a. respects local context and character;
- b. preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage;
- e. comprises details and materials that are of high quality and complement the local character;

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

Policy D2 Heritage states:

The Council will preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas.

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

Designated heritage assets

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

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

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

Conservation areas

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

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;
- f. resist the total or substantial demolition of an unlisted building that makes

a positive contribution to the character or appearance of a conservation area;

g. resist development outside of a conservation area that causes harm to the character or appearance of that conservation area; and

h. preserve trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for Camden's architectural heritage.

Other heritage assets and non-designated heritage assets

The Council will seek to protect other heritage assets including non-designated heritage assets (including those on and off the local list), Registered Parks and Gardens and London Squares. The effect of a proposal on the significance of a non-designated heritage asset will be weighed against the public benefits of the proposal, balancing the scale of any harm or loss and the significance of the heritage asset.

Local Planning Guidance

To support the policies of Camden's Local Plan, Camden Planning Guidance (CPG) forms a Supplementary Planning Document (SPD), an additional 'material consideration' in planning decisions, which is consistent with the adopted Core Strategy and the Development Policies. Following statutory consultation, the Camden Planning Guidance documents (CPG1 to CPG8) replaces Camden Planning Guidance 2006.

CPG 1: Design (January 2021)

This guidance provides information on all types of detailed design issues within the borough and includes a section on heritage. CPG1 Design supports Policy D1 Design and Policy D2 Heritage of the Camden Local Plan.

With regard to integrating new development with heritage assets, the guidance states that:

It is important that all development proposed to a heritage asset or in close proximity to a heritage asset is informed by a thorough understanding of its sensitive context, the historic environment and the significance of the heritage asset and its setting.

The Council expects that development not only conserves and avoids harm but also takes opportunities to enhance or better reveal the significance of heritage assets and their settings. Development must respect local character and context and seek to enhance the character of an area where possible.

3.0 ARCHITECTURAL & HISTORICAL APPRAISAL

3.1 HISTORICAL DEVELOPMENT

Highgate Road was first established as Green Street c.1700, before being renamed as Highgate Road in 1864. Prior to the mid-nineteenth century, much of the area remained as open fields, with ribbon development focused along the main roads. This pattern of development is shown on the 1801 Parish of St Pancras map and remains discernible on the 1849 Parish map (Figures 5 and 6).

Industrialisation and the rapid increase in London's population during the nineteenth century led to the expansion of developed areas in this locality. This was additionally fuelled by improvements to transport links and the construction of a number of new railway lines in Gospel Oak from the 1840s.

By the end of the nineteenth century much of the surrounding area had been developed over the former rural fields (Figures 7 and 8). As part of this new, urban townscape the infrastructure and railway lines dominates the layout, with residential development surrounding it. This pattern of development continued in the early decades of the twentieth century, with the expansion of residential areas and growth of industrial uses, such as the bottling store to the north (Figure 9).

The 1952 Ordnance Survey Map (Figure 10) shows there had been a large amount of redevelopment in the area during the first half of the twentieth century, including a number of industrial buildings. This can also be noted along Highgate Road, where a number of the residential terraces have been cleared and redeveloped with factory and works buildings.

The 1977-77 Ordnance Survey map (Figure 11) shows further redevelopment in the local area. Terraces and some industrial buildings can be noted as being cleared and replaced with large scale residential buildings. Similarly some terraces have been cleared along Highgate Road, with the large scale factory buildings being amalgamated. The Highgate Centre is first shown extant on this map, having replaced a terrace of residential properties.

In recent decades the extensive railway sidings have reduced in size. Whilst some of the industrial uses prevail, many operations have now ceased and the associated buildings converted to new uses, including office use. The area is now largely characterised by the commercial uses, associated with the centre of Kentish Town to the south.

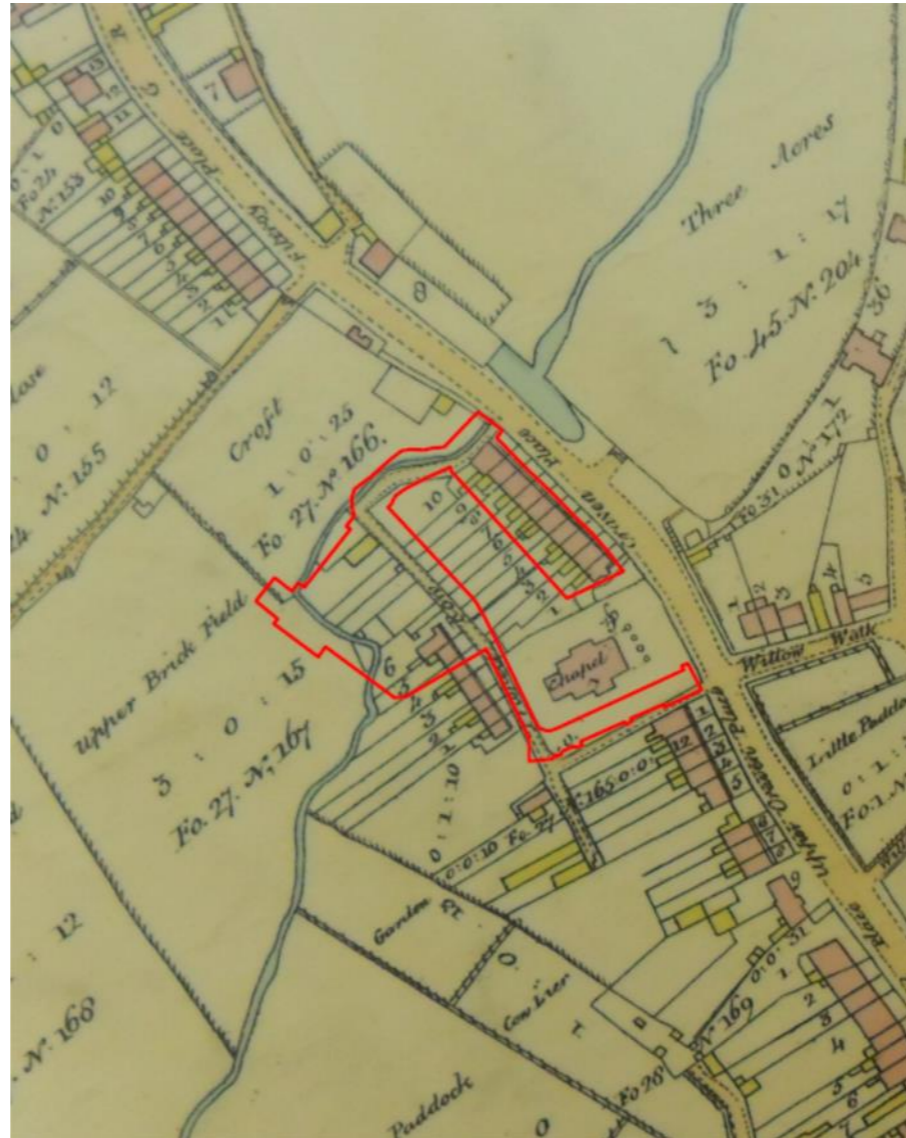


Figure 5: 1801 Parish of St Pancras map



Figure 6: 1849 Parish of St Pancras map

3.1 HISTORICAL DEVELOPMENT



Figure 7: 1871 OS map

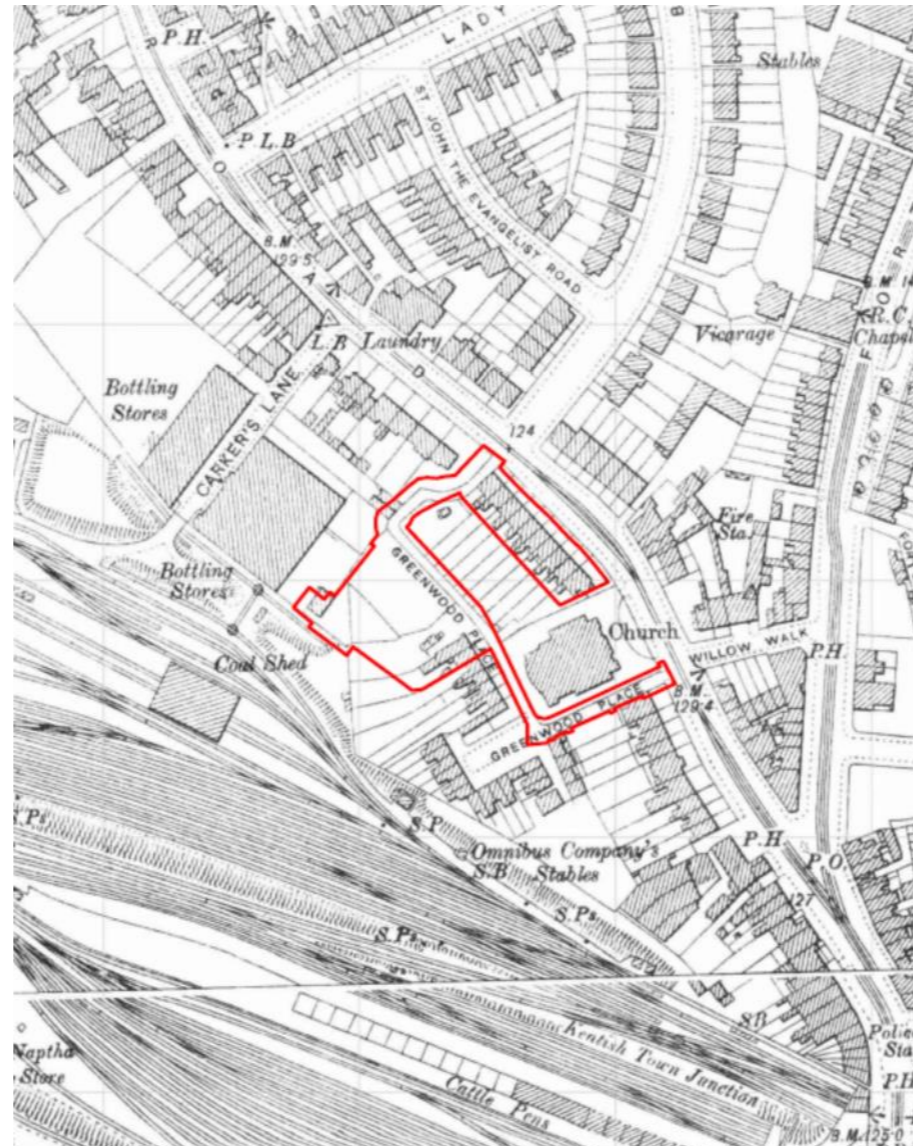


Figure 8: 1896 OS map

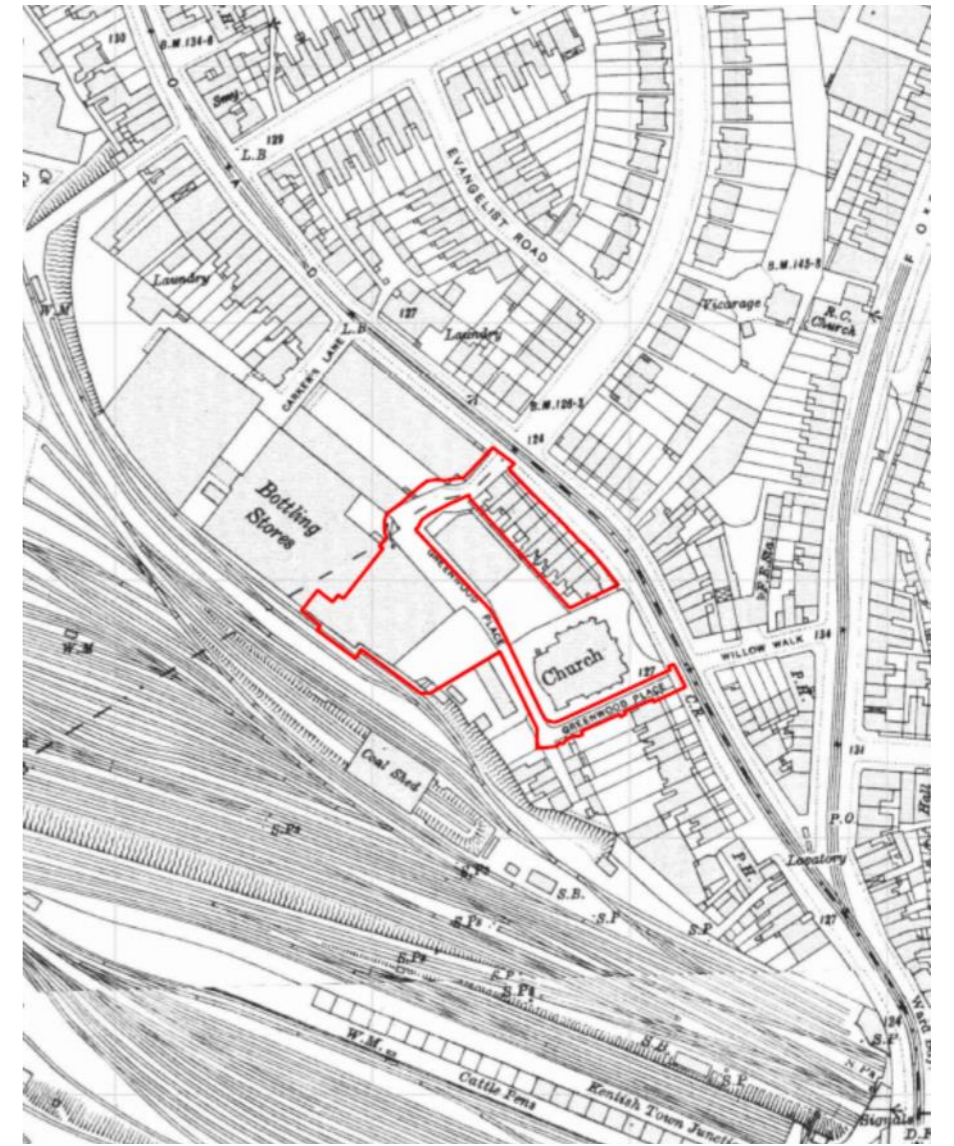


Figure 9: 1915-16 OS map

3.1 HISTORICAL DEVELOPMENT

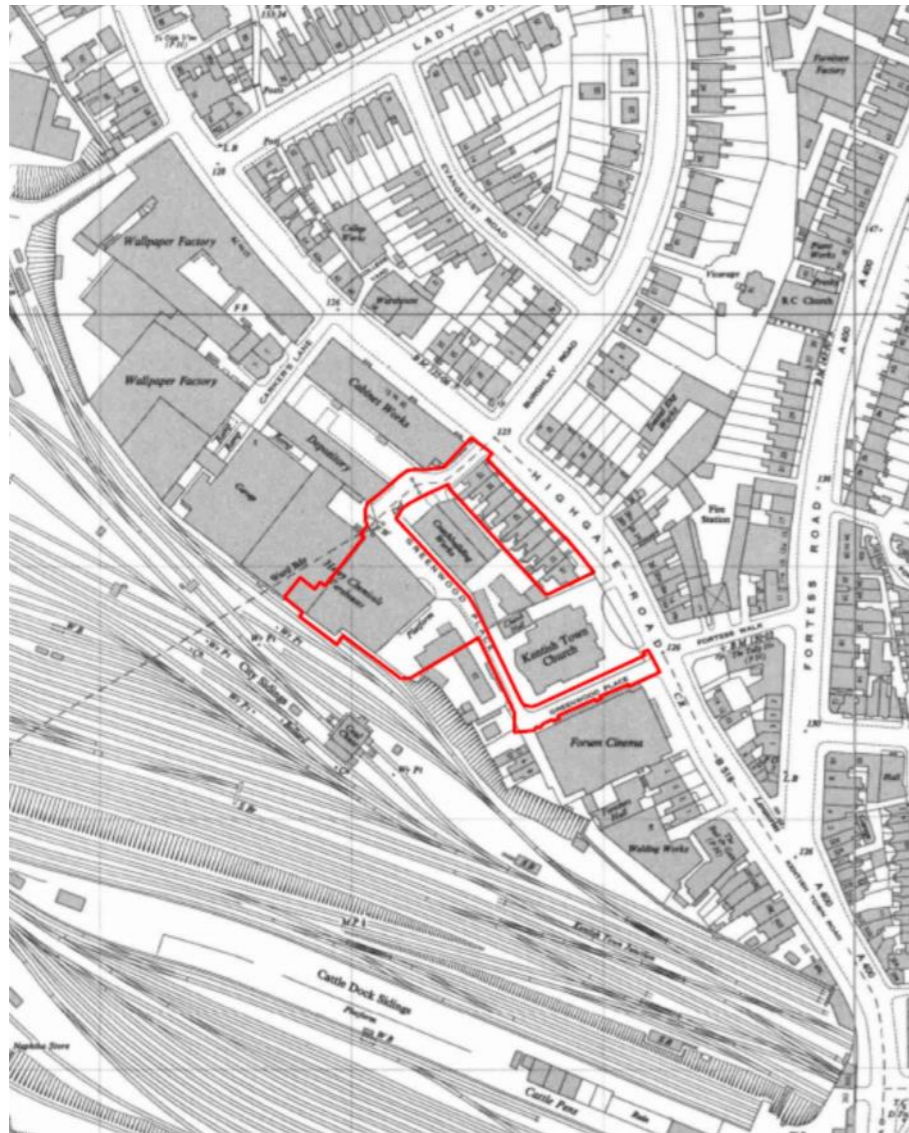


Figure 10: 1952 OS map

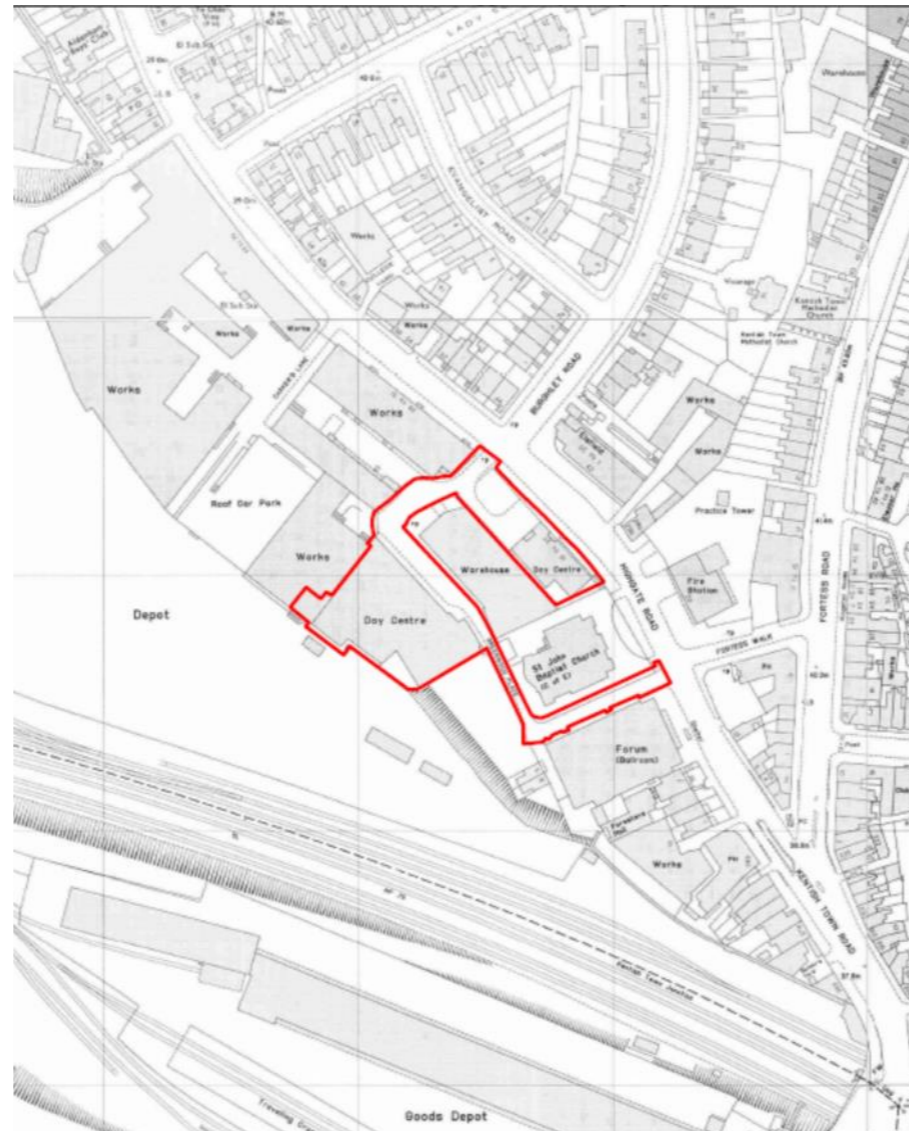


Figure 11: 1975-77 OS map

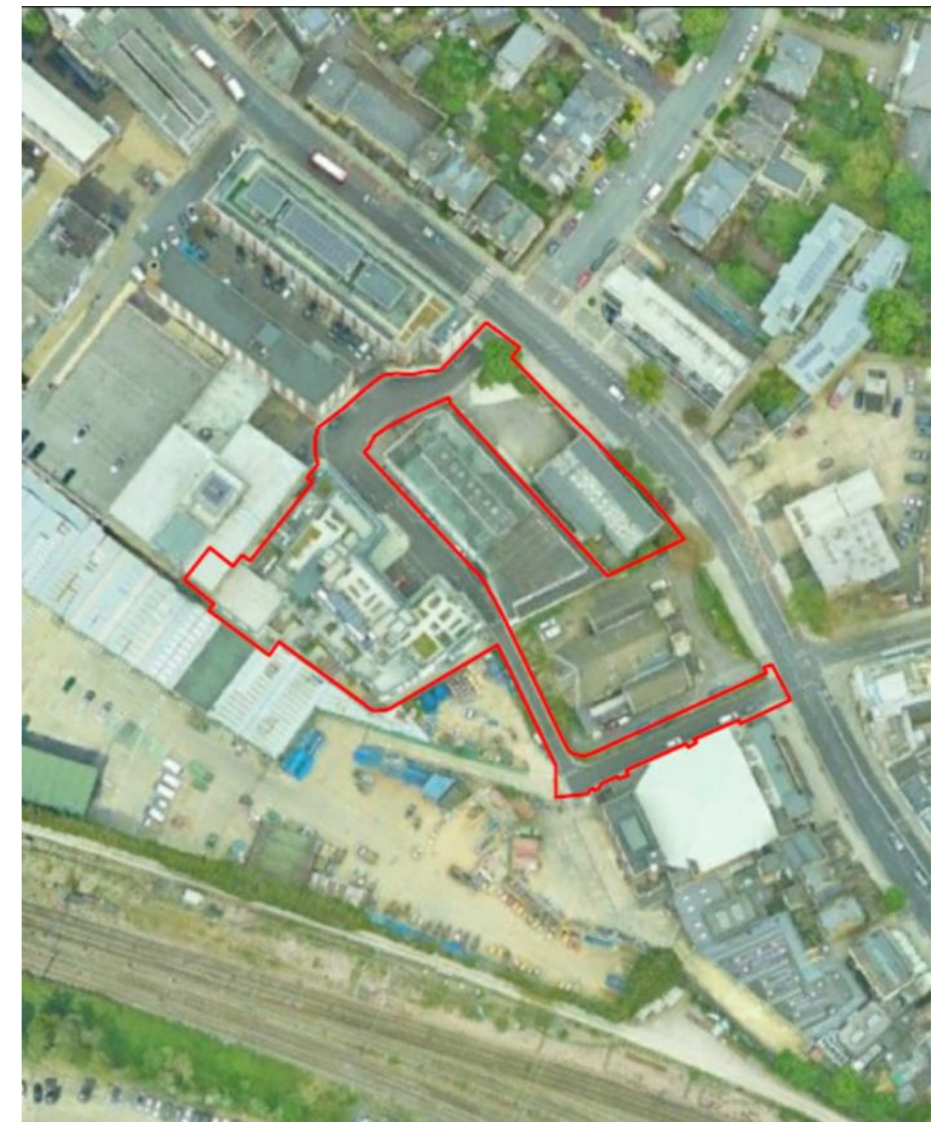


Figure 12: 2020 Aerial Photograph (Google Earth)

4.0 ASSESSMENT OF SIGNIFICANCE

4.1 SITE ASSESSMENT

Site Description

The Site is located on Highgate Road, Kentish Town in the London Borough of Camden. It includes a single property located on the western side of the thoroughfare, which comprises the Highgate Centre at 19-37 Highgate Road.

The Highgate Centre was previously used to provide day care services for those with mental health conditions. These services have recently been relocated to the Greenwood Centre, a new facility to the south. The Highgate Centre is now vacant and surplus to the Council's requirements. The building is a two-storey brick structure, constructed in the 1970s. It presents a brown brick façade to Highgate Road. The side elevation of the Highgate Centre includes a loading bay, adding an industrial character to the Site.

The Highgate Centre does not have any architectural or historic interest in its own right.

The Site is bounded by industrial and commercial uses to the west, Highgate Road to the north east and the commercial centre of Kentish Town to the south east.



Figure 13: The Highgate Centre, viewed from Highgate Road.



Figure 15: To the south of the Site on Highgate Road there are a group of listed buildings, including Christ Apostolic Church and The Forum.



Figure 14: The side elevation of the Highgate Centre includes a loading bay, adding an industrial character to the Site.



Figure 16: To the north of the Site the height of development steps up where there are a number of former industrial buildings, including Linton House, a locally listed building.

4.2 IDENTIFICATION OF HERITAGE ASSETS

The Site is not located within a conservation area, but it is located within the setting of a number of listed buildings and close to two conservation areas. A study area has been identified as the basis for the identification and assessment of heritage assets, extending 150m from the Site boundary for designated heritage assets (Figure 17). This scope is based upon an understanding of the Site, local topography, existing urban development and the nature of the proposals.

There are no heritage assets within the Site and there would therefore be no direct effects on heritage assets as a result of the proposed development. With regard to heritage assets identified within the study area, the proposals have potential to impact upon their settings, or the surroundings within which they are experienced.

A number of heritage assets identified within the Study Area have been scoped out from detailed assessment, based upon an understanding of the townscape and an initial review of their significance and settings:

- Numbers 64 and 66 and attached railings, Grade II
- 68 and 70 Highgate Road, Grade II
- 53-79 Highgate Road (Highgate Studios), locally listed building
- 81a Highgate Road (off Sanderson Close), locally listed building
- 44-94 Fortess Road, Grade II
- 11 Fortess Road, locally listed building
- 14-18 Fortess Road, locally listed building
- 21-37 (Odd) Fortess Road including glass canopy over 33 Fortess Road, locally listed building
- 28-34 Fortess Road, Kentish Town, locally listed building

The NPPF defines 'significance' as 'the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'

Historic England's 'GPA 3: The Setting of Heritage Assets' (March 2015, revised December 2017) provides a five step process to assess the impact of development within the setting of heritage assets:

- Step 1: identify which heritage assets and their settings are affected;
- Step 2: assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated;
- Step 3: assess the effects of the proposed development, whether



Figure 17: Identification of built heritage assets within 150m study area.

beneficial or harmful, on the significance or on the ability to appreciate it;

Step 4: explore the way to maximise enhancement and avoid or minimise harm; and

Step 5: make and document the decision and monitor outcomes.

This Built Heritage Statement addresses Steps 1 and 2 of the guidance, identifying and assessing those heritage assets in the surrounding area whose setting and significance may be affected by the proposals within the Site. Step 3 is addressed in Section 5.2.

London Views Framework

The Site is not located within any of the viewing corridors identified as part of the London Views Management Framework, although it is located within the 'wider setting consultation area' of the Kenwood to Central London View (London Panorama View 3).

4.3 STATUTORILY LISTED BUILDINGS

Christ Apostolic Church, Grade II (List Entry Number: 1379013)

Christ Apostolic Church is built on the site of the Kentish Town Chapel which was constructed by James Wyatt in 1783, of which only the nave walls and the heightened shallow western apse remain. The rest of the church was rebuilt and extended in 1843-5 by J. H. Hakewill. The building is constructed from grey brick with carved stone dressings and slate pitched roofs.

The church comprises north and south aisles with galleries, vestry and south porch, and east end with twin stone spired towers with louvred Romanesque type belfry openings and lean-to porches decorated with heavy neo-Norman and thirteenth-century style ornament. The east, principal facade fronts onto Highgate Road. Symmetrical in design, it is buttressed with windows of 3 round-arched lights separated by colonnettes. There is a narrow round-arched window above and a roundel in the gable, which has Lombard type frieze.

Significance

The building's significance is derived from its historic and architectural interest as a good example of an urban Victorian church, designed to serve the local, residential community. Its function as a place of worship within the local community underlines its established communal value which contributes to its historic interest.

Setting

The original setting for the church was suburban, located between two residential terraces. Over time the surrounding area became more industrialised and commercial. Terraces in the immediate vicinity of the church became gradually replaced by Lindon House (early twentieth century), The Forum (1934) and the Highgate Centre (after World War II). The church has therefore experienced continual change to its setting and its former suburban setting largely lost.

In the present day the building is located within a tight plot, which it mostly fills, defined by a brick wall. Situated on a busy main road, development surrounds the church on all sides. Immediately surrounding the church, buildings are of 3 to 4 storeys. The church spires are slightly taller than other buildings on the western side of the road but longer distance views of the spires have been blocked by the close urban grain and later development.

Contribution Setting makes to Significance

The setting of the church makes a modest contribution to its significance. Its immediate setting comprises the surrounding churchyard, enclosed by a wall and railings. Whilst this area is largely surfaced for car parking, the limited greenery within the enclosed space contributes positively to the setting and significance of the church.

The church is a prominent building on Highgate Road in short distance



Figure 18: Christ Apostolic Church, Grade II. Its architectural interest is appreciated most clearly in direct views from Highgate Road.



Figure 19: The Forum, Grade II, blocks longer distance views of the church, so that the church instead becomes gradually revealed as part of a series of views moving northwards along Highgate Road.

views, from where its architectural interest can be clearly experienced and these views make a positive contribution to its setting. The surrounding townscape is very mixed, including late eighteenth and nineteenth century residential buildings, industrial buildings, former industrial buildings converted to new uses, modern residential flats and a fire station. The degree of redevelopment within the surroundings of the church limits the degree to which its setting now contributes to its significance. The height of nearby industrial buildings to the north prevent longer distance views towards the church, which instead becomes revealed as part of a series of emerging views moving southwards along Highgate Road. From the south The Forum similarly blocks longer distance views (Figure 19).

Contribution the Site makes to Significance

The church is situated to the south of the Site, within its own grounds enclosed by the church wall and railings. Whilst it has a spatial relationship with the adjacent Site, the Site's poor aesthetic appearance is such that it makes no positive contribution to the church's setting. The Site makes no visual contribution to the way in which the listed building is experienced or its special interest is understood, nor does the Site make any contribution in any non-visual way (either through historic or cultural associations).

The Forum, Grade II (List Entry Number: 1379018)

The Forum is a former cinema building that fronts onto Highgate Road. The listing description gives a detailed description of the building. The building is of three storeys and constructed with a steel frame. The western and northern elevations are faced with brown stock brick. The southern elevation, also faced with brick, is shared with No. 7 Highgate Road. The eastern façade is the principal elevation and includes a seven bay front decorated in an Egyptian style. As noted within the listing description, the central five bays 'are separated by giant order of six half-columns with streamlined acanthus capitals' and there is a 'heavy moulded parapet and cornice continued across flanking towers of outer bays.' The doors and signage date from the twenty-first century.

Significance

The Forum was designated as a Grade II listed building in 1990. The building's architectural interest is expressed by the high-quality design and decoration of the principal façade and interior, which also reflect its building type. Photographs of the cinema during the 1930s and 1970s show that there has been limited alteration to the highly-significant, principal elevation. However, the doors and signage have been altered a number of times and are not considered to be of architectural or historic interest. Therefore, externally, the highest amount of significance is held in the principal eastern elevation. The northern and western elevations are plainer and hold limited architectural and historic interest. These elevations were constructed as plainer, secondary elevations which deliberately do not share the grandeur of the principal elevation to Highgate Road.

4.3 STATUTORILY LISTED BUILDINGS

Setting

The setting of the building is closely related to its prominent location on Highgate Road. It is deliberately sited as a landmark building with the principal façade clearly expressing its high-quality design and architectural interest. As an entertainment venue and focal point, this is an integral element of both the building's setting and significance. The building historically would have drawn people from the surrounding residential streets and nearby tube station and continues to do so today.

The building is proximate to a small group of other listed buildings, including residential and religious buildings. This variety demonstrates the increasing diversity of uses within this small area, which took place over the course of the twentieth century. To the south lies 1-7 Highgate Road and to the north, Christ Apostolic Church.

Contribution Setting makes to Significance

The significance of The Forum lies mostly in its fabric, design and aesthetic appearance. Its visibility along Highgate Road contributes to its setting and significance, but the mixed townscape otherwise has minimal influence upon the way in which the listed building's special interest is appreciated and understood.

Contribution the Site makes to Significance

The Forum is located to the south of Christ Apostolic Church, which separates The Forum from the Site. Whilst it is possible to appreciate the listed building and part of the Site along the western edge of Highgate, the Highgate Centre is an aesthetically poor building within its setting. The Site makes no contribution to the setting and significance of the listed building, either in visual or non-visual terms (eg: historic or cultural associations).

1-7 Highgate Road, Grade II (List Entry Number: 1378940)

Nos 1-7 Highgate Road comprises a row of four terraced houses, built c. 1786, with early nineteenth century alterations. All are of yellow stock brick, however No.3 has been refaced in the twentieth century. Nos 1 and 7 are of four storeys with semi-basements, both are three bays wide. Nos 3 and 5 are of three storeys with semi-basements, both are two bays wide.

All have architectural features that are typical of the late eighteenth century. These vary for each property, however all have gauged brick flat arches to recessed sashes. No.1 has a square-headed doorway with overlight, whereas Nos 3 to 7 have round-arched doorways with fanlights. No. 1 has rusticated stucco on the ground floor with stucco sill bands at first and third floors. Other architectural details include the mask keystone and impost blocks to No.3, the fluted half columns to No. 5 and radial fanlight to No. 7. There have been a number of changes to the rear elevations, including extensions and the provision of new windows.



Figure 20: 1-7 Highgate Road (Grade II)



Figure 21: The Bull and Gate Public House (Grade II)

Significance

The significance of Nos 1-7 Highgate Road is principally drawn from their architectural and historic interest as a group of late eighteenth century houses forming a terrace. As a whole the terrace has clear rhythm and follows a polite architectural design, typical of the period. The buildings are illustrative of architectural taste in the late eighteenth century and of the historic development of the surrounding area. As a group, this significance is largely found through the principal elevation.

Setting

Nos 1-7 Highgate Road are primarily experienced in relation to one another and the rest of the buildings that front Highgate Road, including The Forum and church to the immediate north, and the Bull and Gate Public House to the immediate south. The buildings front onto a busy road which carries traffic out of central London. To the south there are a few late eighteenth/early nineteenth century terraces amongst the infrastructure, as the railway line runs east to west, behind the buildings, and Kentish Town Road runs north to south. Opposite Nos 1-7 are mid to late twentieth century dwellings.

The setting of this terrace has changed throughout the twentieth century due to the redevelopment of the area. This can be noted in the historic mapping of the area. Nos 1-7 were experienced with other terraces that fronted Highgate Road. Due to the dense urban layout views to the terraces are limited.

Contribution Setting makes to Significance

The terrace's relationship with other terraces found to the south contributes to the listed building's significance by demonstrating the historic development of the area. The later surrounding development is not considered to contribute to the listed building's setting and does not give any further understanding to its significance.

Contribution the Site makes to Significance

1-7 Highgate Road is located to the south of The Forum and Christ Apostolic Church, which both separate the terrace from the Site. Whilst it is possible to appreciate the listed building and the Highgate Centre as part of the streetscape along the western edge of Highgate, the Site is an aesthetically poor building within the terrace's setting. The Site makes no contribution to the setting and significance of the listed building, either in visual or non-visual terms (eg: historic or cultural associations).

Bull and Gate Public House, Grade II (List Entry Number: 1391501)

The Bull and Gate was established in 1871 on the site of an eighteenth century pub, thought to be known as the 'Boulogne Gate'. Rising to three storeys overall, the ground floor has a richly detailed rendered dressing

4.3 STATUTORILY LISTED BUILDINGS

with large windows and two openings, one of them located on the curved return to the north. The first and second storeys are set back and of red brick with rendered detailing to the rusticated pilasters and frieze. The eastern, principal façade is five window bays wide with Palladian style architectural features. The side and rear elevations are much plainer, and have been altered, including twentieth century windows inserted to the rear elevation.

Significance

The significance of the Bull and Gate Public House is principally derived from its architectural and historic interest as a Victorian public house. Architectural interest is found in its aesthetic merit as a Victorian public house in the Gin Palace tradition, in addition to the internal and external detailing and a surviving good-quality pub interior. Historic interest is found through the building being part of the redevelopment of the area during the late nineteenth century, and being developed on a site of an earlier public house. The building is also evidential of building types and techniques used for public houses during the Victorian period. The listing description also notes there is group value with the Assembly Rooms public house due to their location at the same historic junction and similarities in architectural interest.

Setting

Situated along Highgate Road, the pub is in a strategic location, a route for travellers in and out of London to the north. However, the buildings are not prominent or a landmark feature in views when travelling north along Kentish Town Road/Highgate Road, as it maintains the building line. To the south, running east to west lies the railway tracks. To the north lies No. 1-7 Highgate Road, the Forum and the Church. In contrast the eastern side of Highgate Road has a number of buildings dating from the mid-late twentieth century.

Contribution Setting makes to Significance

The setting of the listed building makes a mostly positive contribution to the significance. Its location on the road gives further understanding to the historic use, while the surviving residential terraces reveal the former residential community served by the public house. The similar architectural details on the upper floors as well as materials, provide a positive contribution between the heritage assets, further illustrating the nineteenth century development within the area.

Contribution the Site makes to Significance

The Bull and Gate Public House is located to the south of the Site along Highgate, with a number of buildings located between them. Whilst it is possible to appreciate the public house and the Highgate Centre as part of the extended streetscape along the western edge of Highgate, the Site is an aesthetically poor building within the wider setting of the public house. The Site makes a neutral contribution to the setting and significance of the

listed building, either in visual or non-visual terms (eg: historic or cultural associations).

4.4 CONSERVATION AREAS

Dartmouth Park Conservation Area

Dartmouth Park Conservation Area was first designated in 1992. A section of Highgate Road was designated in 1985 as part of Highgate Village and was transferred to Dartmouth Park in 1992, including the St. Anne's Close and St. Anne's Church area. In 2006, Holly Village and the Highgate West Hill area were transferred to Dartmouth Park from Highgate Village Conservation Area.

The amalgamation of areas has resulted in a conservation area covering a large area that is approximately rectangular in shape with sections extending to the north west and a section covering the north of Highgate Road (which lies in closest proximity to the Site). The Dartmouth Park Conservation Area Appraisal and Management Strategy was adopted in January 2009 and notes that there are ten sub areas which are mostly characterised by a period or type of development from the area's history: Highgate Road, Dartmouth West, Dartmouth East, York Rise Estate, Highgate New Town, Brookfield Estate, Holly Village, St Albans Road, Lissenden Gardens, Schools.

Its overall character and appearance is defined by the variety and complexity of domestic architecture from the late eighteenth century to the present day. The appraisal notes that the 'conservation area is a mainly residential area, but integral to its character are the interspersed uses scattered throughout it' and that 'part of the sense of character is derived from social cohesion'.

Assessment of Significance

Dartmouth Park Conservation Area contains a large number of statutorily listed buildings, which are identified within the conservation area appraisal and considered to be essential to the character and appearance of the area. The appraisal also identifies a large number of buildings that are considered to make a positive contribution to its special interest. In addition to their individual contributions to the conservation area, these buildings together as a group reinforce the experience of the historic development of the area.

The significance of the conservation area is derived mainly from the historic and architectural interest of the townscape which illustrate the historical residential evolution of the area from the late eighteenth century. The proximity of these assets to each other therefore contributes to an understanding and aesthetic appreciation of their domestic elements and architectural unity.

The sub area that lies closest to the Site is Sub Area 1 - Highgate Road. This sub area covers a large portion of Highgate Road. The southernmost section includes the buildings on the eastern side of the road, and excludes the western side. The busy road dominates the character and appearance of this sub area along with its mix of building types and uses, which is more commercial than other areas. Historic and architectural interest also stems



Figure 22: Map of the Dartmouth Park Conservation Area. The section extending to the south lies closest to the Site, which is located further to the south on Highgate Road.



Figure 23: Views from the conservation area towards the Site are restricted by tall former industrial buildings on Highgate Road and the curve of the road.

from Highgate Road being one of the oldest streets in the conservation area and the built form reflects this, including a number of surviving eighteenth century terrace houses. Ad hoc development and redevelopment through the nineteenth and twentieth centuries does however provide variety along this road, although this later built form typically shares similar materials and plot widths.

The conservation area appraisal identifies a number of views in this area, which are predominately inward facing. These include views of Grove Terrace and the green, a view of the west elevation of the former Baptist Chapel from Gordon House Road (obscured by trees in the summer) and long views along Highgate Road.

Setting

The conservation area appraisal notes that the area is 'defined by two important local roads - Highgate Road on the western edge and Dartmouth Park Hill on the east. To the west is the open land of Parliament Hill and Hampstead Heath and Mansfield Conservation Area, the north abuts both Holly Lodge and Highgate Conservation Areas. To the east is the borough boundary with the London Borough of Islington. Other than the small projecting arm of Highgate Road the railway line marks its southern boundary'.

Contribution the Setting makes to Significance

The continuation of the roads, including Highgate Road, out of the conservation area makes a positive contribution as it provides further understanding of the historic development the area. Linton House features prominently in these views, revealing information about the historic development of the wider local townscape. The open land of the parks and Mansfield Conservation Area has a positive contribution due to illustrating the historic development.

Contribution the Site makes to Significance

The Site is situated outside the south eastern boundary of the conservation area, as it extends along Highgate Road. There are no views of the Site due to the intervening built environment and the curved alignment of the road (Figure 23). Additionally, there is no known historic or functional associations between the two areas. In its current form, the Site is not considered to form part of the setting of, or contribute to the significance of, the Dartmouth Park Conservation Area.

4.4 CONSERVATION AREAS

Kentish Town Conservation Area

The Kentish Town Conservation Area was designated in November 1969 with extensions in 1982, 1988 and 2014. The Kentish Town Conservation Area Appraisal and Management Strategy was adopted in March 2011 and gives a thorough account of the historic development of the area and its significance.

The designation covers a predominately residential area in Kentish Town. Kentish Town Road, runs north to south and lies to the western boundary, marking the commercial edge of the area. The Conservation Area Appraisal identifies five character zones within the designated area, which loosely relate to the phases of urban development. These include: Kentish Town Road, the ancient route; Leighton Road – east and west; Torriano Cottages; Leverton Street and Falkland Place; and The Northern Roads surrounding Lady Margaret Road.

Assessment of Significance

The conservation area contains a large number of statutorily listed buildings, which are identified within the conservation area appraisal. The buildings are considered to be important contributors to the character and appearance of the conservation area. The conservation area appraisal also identifies unlisted buildings that are considered to make a positive contribution to the area's special interest. In addition to their individual contributions to the conservation area, these buildings collectively reinforce the experience of the historic development of the area as a group.

The character and appearance of the area is defined by predominantly nineteenth century domestic development. The buildings are typically brick terraces with nineteenth century architectural features. In some character zones such as Torriano Cottages and Northern Streets including Lady Margaret Road there is twentieth century development including extensions to nineteenth century buildings. The built form ranges from two to four storeys in height, though is generally of three storeys, fronting quieter roads, away from Kentish Town Road.

The Conservation Area Appraisal notes that the local landmarks are the red brick former sorting office in Leighton Road and the Assembly House at the corner with Kentish Town Road. Key views of the area has also been identified. These include Kentish Town Road - The Village House (304 Kentish Town Road), in addition to views along Leighton Road and Lady Margaret Road. Due to topography and the domestic scale of the area, the western end of the conservation area falls within the protected views from Parliament Hill to St Paul's Cathedral.

Setting

The setting on the northern and eastern boundaries is defined by further residential development, predominantly dating from the nineteenth century, with some late twentieth century redevelopment interspersed. Tufnell Park Conservation Area is located in close proximity to the north.



Figure 24: Map of the western boundary of the Kentish Town Conservation Area. Part of the Site is shown to the far left of the image.



Figure 25: View from the edge of the Kentish Town Conservation Area, looking northwards along Highgate Lane towards the Site (which is not visible).

Kentish Town Road runs along the western boundary before forking off to form Highgate Road and Fortess Road. These busy roads are lined with early nineteenth century buildings with some late twentieth century redevelopment which is a mix of residential and commercial uses.

To the south lies the railway tracks and Kentish Town Underground station, beyond which is the Bartholomew Estate Conservation Area, which includes predominantly late nineteenth century residential development.

Contribution Setting makes to Significance

Overall the setting makes a variable but largely positive contribution to the significance of the conservation area. The surrounding residential development provides an understanding of the historic development of the conservation area. This is equally found in the historical route of Kentish Town Road, which enabled the area's initial development, the railway infrastructure and the nearby conservation areas.

Contribution the Site makes to Significance

The Site is located to the west of Kentish Town Conservation Area, separated by the built environment along Highgate Road and Fortess Road. The Site currently makes no contribution to the setting or significance of Kentish Town Conservation Area, due to there being no inter-visibility between the two areas and no historic or functional associations between them.

4.5 LOCALLY LISTED BUILDINGS

Linton House

Linton House (now known as The Maple Building) comprises a locally listed building (Ref: 508), identified for its architectural and townscape significance. It is a large, red brick warehouse building dating from the early twentieth century which fronts onto Highgate Road. The building rises seven storeys in height (five storeys above a lower ground floor, with a two storey roof extension). The upper floors have been converted to residential use.

Assessment of Significance

The significance of Linton House is derived from its local architectural and townscape interest. The building features prominently on Highgate Road due to its scale, modest architectural quality and industrial character. It also has historic interest for the way in which it illustrates the historic changes to the townscape over the course of the twentieth century, whereby the formerly suburban terraces gave way to industrial and commercial uses.

Setting

Linton House is located alongside a number of other former industrial buildings and warehouses in the local area. It is otherwise experienced as part of Highgate Road, with its long principal façade fronting onto the thoroughfare.

Contribution Setting makes to Significance

The group of industrial buildings and warehouses located near Linton House contribute positively to its setting. The building's setting as it relates to Highgate Road makes a neutral contribution to its significance, comprising an area of mixed townscape of varying dates and uses.

Contribution the Site makes to Significance

The Site is located to the immediate south of Linton House. Whilst it forms part of the setting of Linton House, the poor aesthetic form of the buildings within the Site is such that it makes a negative contribution to the setting and significance of the locally listed building.



Figure 26: Linton House, locally listed building

5.0 PROPOSALS AND ASSESSMENT OF IMPACT

5.1 PROPOSALS



Figure 27: Proposed elevation to Highgate Road, showing how it would relate to its wider context with Christ Apostolic Church to the left and Linton House to the right.

Proposals

Consent was granted on 8 June 2014 (ref: 2013/5947/P) for:

Demolition of existing buildings and redevelopment to provide: a new 3,228sqm (GIA) Centre for Independent Living (CIL) (Class D1) comprising 3 storeys plus basement at Greenwood Place; a part 5 part 7 storey mixed-use development at Highgate Road comprising 42 residential units (including 8 supported affordable housing units) and 100sqm (GIA) social enterprise in flexible retail, restaurant/cafe, office or community use (Classes A1/A3/B1/D1) at ground floor level; highway improvements to Greenwood Place, and associated plant, landscaping, servicing and disabled car parking.

A further application (ref: 2022/1603/P) was granted in March 2023 for works to rationalise the 2013 consented design and improve the configuration of the residential units, via minor material amendments to the original planning permission (ref: 2013/5947/P).

The current application comprises the following

Variation of Conditions 2 (development in accordance with approved plans), granted under reference 2013/5947/P, dated 18/06/2014 (as amended by reference 2015/3151/P, 2016/0936/P, 2017/0363/P, 2017/01518/P, 2021/5384/P, 2022/0929/P and 2022/1603/P) (for: Demolition of existing buildings and redevelopment to provide: a new Centre for Independent

Living at Greenwood Place; and mixed-use development at Highgate Road comprising residential units, including supported affordable housing units, and social enterprise space; highway improvements; plant, landscaping; servicing; disabled car parking etc.). Amendments to Highgate Road site to include replacement of wintergardens with balconies, alterations to fenestration, brick detailing and brick colour, and relocation of disabled parking space.

Full details are provided in the accompanying Design and Access Statement by AHR Architects, including a comparison study between the current and previously consented (2022/1603/P) schemes (Section 3).

The principal changes with the 2022/1603/P scheme comprise the following:

- Replacement of wintergardens with balconies
- Brick colour
- Brick detailing
- Brick column to balconies
- Crittall windows

The proposals have been designed with regard to the existing consents at the Site, and with a careful understanding of the associated constraints and

opportunities. The development will broadly not extend beyond the parameters of the original consent, the 2016 Squire & Partners scheme or the 2022 scheme, thereby ensuring that the amendments do not result in any detrimental impacts on the setting and significance of nearby heritage assets (most notably the adjoining Grade II listed Christ Apostolic Church), whilst simultaneously delivering a much-improved quality of residential accommodation, mix of units and overall appearance of the development, whilst ensuring its deliverability.

Pre-Application Advice and Response

Proposals for this Site have been the subject of various pre-application discussions with the London Borough of Camden (2021/3097/PRE, advice dated 8.10.21). With regard to built heritage, design comments were provided with regard to the redistribution of massing to reduce effects to the setting of the adjacent listed church.

The design for the proposed development was revised as part of a positive response to the pre-application feedback. The updated proposals were then the subject of further pre-application discussions with the Council in December 2021. The amendments were received favourably as part of these discussions which then led to the successful consent for application 2022/1603/P.

5.2 ASSESSMENT OF PROPOSALS

In assessing potential effects of the proposed development the principal consideration is whether the proposals could cause harm to the significance of any heritage assets through changes to their respective settings. Potential effects of development in this instance relate primarily to visual effects, considering the nature of the proposals which would not cause additional noise, vibration or odour. Potential wider effects on setting (such as historic or cultural associations) have additionally been considered as part of this assessment.

The relevant legislation stems from s.66 of the 1990 Act which states that in considering whether to grant planning permission for development which affects a listed building or its setting, the decision maker shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Whilst there is no statutory duty in primary legislation to have regard to the setting of conservation areas there is nevertheless a clear requirement under the NPPF to give great weight to the conservation of heritage assets and their settings.

The NPPF defines 'setting' as the surroundings in which an asset is experienced. It makes clear that 'elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or be neutral'.

Introduction

The amendments put forward as part of the current application are minor in the context of the overall proposed development and in light of previously consented schemes. Proposals to remove winter gardens, fenestration changes and brick detailing would not have a materially different impact upon how the built heritage assets identified in this report are experienced, when compared with the previously consented schemes.

Changes to the materiality of the building, specifically the brick colour, would be a comparatively more notable contrast with the previous application. When viewed in the context of the Site and its surroundings, however, it is considered that the proposed brick would sit comfortably as part of the local built environment of Highgate Road, which includes a broad range of brick types and colours. The brick would also complement the colour of Linton House, the locally listed red brick building to the north. Crucially, the design language of the consented scheme is carried through with only very minor alterations.

As such, the proposed amendments to the ref: 2022/1603/P consented scheme are minor and would not materially change the impact assessment carried out as part of that earlier scheme.

Christ Apostolic Church

The special interest and significance of the Christ Apostolic Church is derived from its architectural and historic interest. It has architectural interest for the way in which an earlier structure was adapted as part of the

later, nineteenth century building, as well for its current form and detailing. This element of the church's significance is appreciated most clearly in short distance views from Highgate Road towards its principal elevation. This façade does not feature in long distance views due to the surrounding townscape but instead becomes gradually revealed as the viewer approaches the building from the north or south. The church has historic interest as a remnant of the suburban townscape which once characterised the immediate area.

It has been demonstrated in Section 4.3 of this report that the setting of the church became increasingly industrial and commercial over the course of the twentieth century, losing its earlier suburban setting whereby it was previously flanked by residential terraces and gardens. In the present day the church forms part of a very mixed area of townscape. The immediate setting of the church comprises the surrounding churchyard, enclosed by a wall and railings. Whilst this area is largely surfaced for car parking, the limited greenery within the enclosed space contributes positively to the setting and significance of the church. The positive contribution that this immediate setting makes to the significance of the listed building would remain unaltered by the proposals.

The wider setting of the church relates principally to the townscape of Highgate Road. Redevelopment over the course of the twentieth century has resulted in a wide range of building heights along this part of Highgate Road, creating a somewhat disjointed building line along its western edge. The Site's poor aesthetic quality and markedly lower profile fronting onto the road (the Highgate Centre) is a notable contributor to this lack of townscape cohesion within the setting of the listed building.

The current proposed development offers many of the advantages of the previously consented schemes, in that the stepped profile would provide a more natural transition from the church up to the height of Linton House to the north and other surrounding industrial buildings nearby. In doing so, this would create a more balanced composition on either side of Christ Apostolic Church, providing an increased level of consistency with The Forum to the south and improved enclosure to the street. The current proposed development would have largely the same effects on the setting of the church as the previously consented schemes.

It is considered that the proposed development would cause no harm to the setting or significance of Christ Apostolic Church. The scheme would preserve the setting of listed building and the features of special and historic interest that it possesses.

The Forum, 1-7 Highgate Road and The Bull and Gate Public House

The Forum is located to the south of Christ Apostolic Church and it is possible to appreciate the listed building in conjunction with the Site further to the north from Highgate Road. The Site currently makes no contribution to the listed building's setting, however, appearing as an aesthetically poor

building within its surroundings.

The proposed development would introduce a good quality new building in place of the aesthetically poor Highgate Centre and its area of car parking. The proposed development would additionally be more comparable to The Forum in scale and would provide a greater degree of consistency to the building line along the western edge of Highgate Road. The proposed development would help to unify the townscape with a comparable scale of residential development which reflects the urban form and urban environment of the theatre.

1-7 Highgate Road and The Bull and Gate Public House are both located further to the south of The Forum and would experience minimal changes to their settings as a result of the proposed development.

It is considered that the proposed development would largely result in the same effects to the settings of these listed buildings as the consented schemes for the Site. No harm would be caused by the proposed development to the setting or significance of the listed buildings, preserving their special interest along with the features of special and historic interest which they possess.

Dartmouth Park Conservation Area

Proposals for the Site would not be visible from the conservation area and would not impact upon its setting. Linton House, which is a large former warehouse, stands between the Site and the southern end of the conservation area, at a height of seven storeys following a recent addition to its roof. It is considered that the significance of the conservation area would be entirely preserved by the proposals.

Kentish Town Conservation Area

The proposed development may feature in longer distance outward views looking northwards from the junction of Leverton Place and Highgate Road at the edge of the conservation area, but it is considered that these views would not affect the way in which the significance of the conservation area is appreciated and understood. Its significance would therefore be preserved by the proposals.

5.2 ASSESSMENT OF PROPOSALS

Linton House (Locally Listed Building)

Linton House is locally listed for its architectural and townscape significance. The proposals would replace a poor quality building within the setting of Linton House with a good quality scheme, more in keeping with the height and scale of development along the western edge of Highgate Road in this location.

The proposed development would maintain a broadly similar height and stepped profile to the 2022 consented scheme. There would be no sense of dominating the locally listed building, which itself has recently been extended upwards with a two storey roof extension. It is considered that the current proposals would not materially alter the impacts as assessed under the consented 2022 scheme, with respect to Linton House. There would additionally be some minor design enhancements with respect to the use of crissall style windows and amended brick detailing, which complement the materiality and features of Linton House. The choice of brick colour for the proposed development has been approved by the council's design/heritage officer during a site meeting.

In light of its scale, robust warehouse character and location within a cluster of large warehouses, it is considered that the proposals would not harm the setting or significance of the locally listed building. These effects would not be materially different to the effects of the previously consented schemes for the Site.

Effects on London Panorama View 3, London View Management Framework

The Site is not located within any of the viewing corridors identified as part of the London Views Management Framework, although it is located within the 'wider setting consultation area' of the Kenwood to Central London View (London Panorama View 3). The proposed development would sit below the height threshold of this strategic view and would have no impact upon the view.

6.0 CONCLUSIONS

This Built Heritage Assessment been prepared by RPS, on behalf of GM London with regard to proposals for 19-37 Highgate Road, London, NW5 1JY.

The Site is located in the London Borough of Camden. It includes one property located on the western side of Highgate Road, which comprises the Highgate Centre at 19-37 Highgate Road.

The Site is located to the north of a Grade II listed building: Christ Apostolic Church. The church forms part of a small group of listed buildings to the south of the Site, including The Forum (Grade II), 1-7 Highgate Road (Grade II) and the Bull and Gate Public House (Grade II). The Site is not located within a conservation area but it is proximate to the Dartmouth Road Conservation Area and the Kentish Town Conservation Area. It is additionally located adjacent to a locally listed building: Linton House.

Consent was granted for development within the Site on 8 June 2014 (ref: 2013/5947/P) for:

Demolition of existing buildings and redevelopment to provide: a new 3,228sqm (GIA) Centre for Independent Living (CIL) (Class D1) comprising 3 storeys plus basement at Greenwood Place; a part 5 part 7 storey mixed-use development at Highgate Road comprising 42 residential units (including 8 supported affordable housing units) and 100sqm (GIA) social enterprise in flexible retail, restaurant/cafe, office or community use (Classes A1/A3/B1/D1) at ground floor level; highway improvements to Greenwood Place, and associated plant, landscaping, servicing and disabled car parking.

A further application (ref: 2022/1603/P) was granted in March 2023 for works to rationalise the 2013 consented design and improve the configuration of the residential units, via minor material amendments to the original planning permission (ref: 2013/5947/P).

The current application comprises the following

Variation of Conditions 2 (development in accordance with approved plans), granted under reference 2013/5947/P, dated 18/06/2014 (as amended by reference 2015/3151/P, 2016/0936/P, 2017/0363/P, 2017/01518/P, 2021/5384/P, 2022/0929/P and 2022/1603/P) (for: Demolition of existing buildings and redevelopment to provide: a new Centre for Independent Living at Greenwood Place; and mixed-use development at Highgate Road comprising residential units, including supported affordable housing units, and social enterprise space; highway improvements; plant, landscaping; servicing; disabled car parking etc.). Amendments to Highgate Road site to include replacement of wintergardens with balconies, alterations to fenestration, brick detailing and brick colour, and relocation of disabled parking space.

It is considered that the stepped profile of the proposed development would provide a natural transition from **Christ Apostolic Church** up to the height

of Linton House to the north. It would create a more balanced composition on either side of the listed building, providing an increased level of consistency with The Forum to the south and improved enclosure to the street. The proposed development would cause no harm to the setting or significance of Christ Apostolic Church as a listed building and would preserve its setting and the features of special and historic interest which it possesses.

No harm would be caused by the proposed development to the setting or significance of **The Forum, 1-7 Highgate Road** or **The Bull and Gate Public House**. The special interest of the listed buildings, along with the features of special and historic interest which they possess, would remain preserved.

There would be no effects arising to the settings of the **Dartmouth Park Conservation Area** of the **Kentish Town Conservation Area**. The character and appearance of the conservation areas would remain preserved.

The proposed development has additionally been considered for potential effects to **Linton House**, a locally listed building. When considered alongside the 2013 and 2016 consented schemes, the current proposals offer various advantages with regards to height and stepped-back position next to Linton House and offers a more sensitive design response to the location. In light of its scale, robust warehouse character and location within a cluster of large warehouses, it is considered that the proposals would not harm the setting or significance of the locally listed building.

The Site is not located within any of the viewing corridors identified as part of the London Views Management Framework, although it is located within the 'wider setting consultation area' of the **Kenwood to Central London View (London Panorama View 3)**. The proposed development would sit below the height threshold of this strategic view and would have no impact upon the view.

APPENDICES

APPENDIX A: STATUTORY LIST DESCRIPTIONS

CHRIST APOSTOLIC CHURCH (FORMER CHURCH OF ST JOHN)

Heritage Category: Listed Building

Grade: II

List Entry Number: 1379013

Date first listed: 10-Jun-1954

Date of most recent amendment: 05-Dec-2008

Statutory Address: CHRIST APOSTOLIC CHURCH (FORMER CHURCH OF ST JOHN), 23, HIGHGATE ROAD

County: Greater London Authority

District: Camden (London Borough)

Details

798-1/42/858 HIGHGATE ROAD 10-JUN-54 (West side) 23 CHRIST APOSTOLIC CHURCH (FORMER CHURCH OF ST JOHN) (Formerly listed as: HIGHGATE ROAD CHURCH OF ST JOHN, KENTISH TOWN)

II CAMDEN TQ2885SE HIGHGATE ROAD 798-1/42/858 (West side) 10/06/54 Church of St John, Kentish Town GV II

Church. Built on the site of the Kentish Town Chapel by James Wyatt, 1783, of which only the nave walls and the heightened shallow western apse remain. The rest rebuilt and extended 1843-5 by JH Hakewill. Grey brick with carved stone dressings. Slate pitched roofs. EXTERIOR: north and south aisles with galleries (removed 1889), vestry and south porch, east end with twin stone spired towers with louvred Romanesque type belfry openings and lean-to porches decorated with heavy neo-Norman and thirteenth-century ornament. East facade buttressed with window of 3 round-arched lights separated by colonnettes; narrow round-arched window above and roundel in gable which has Lombard type frieze. Behind the porches, gable ends of side aisles with 2-light round-arched windows. INTERIOR: open nave with open timber tie-beam roof. 3 round-headed windows each side. 2 round-headed windows with rose above at apsidal west end. 3 neo-Norman arches separate nave from shallow, flat-ended chancel. Carved oak pulpit, pews with carved ends on choir platform, and nave pews intact. Late C19 alabaster font on stone base with elaborate openwork wooden cover suspended from pulley. Late C18 and early C19 wall monuments on both sides of the nave. Stained glass: mostly of the 1840s, including 'Baptism of Christ and Lazarus' by Wailes, 1845. In former south gallery, stained-glass window by Burne-Jones, 1862, depicting the 'Building of the Temple' in storage at St Benet's, Lupton Street in 1994. Monuments: many minor tablets. John Finch, d.1797, festooned sarcophagus, by Charles Regnant. Sarah Pepys, d.1806, south aisle, mourning woman by an urn. William Minshull, d.1836, with portrait profile by Chantrey. (Survey of London: Vol. XIX, Old St Pancras and Kentish Town: London: 54, 56 & 145-7).

THE FORUM

Heritage Category: Listed Building

Grade: II

List Entry Number: 1379018

Date first listed: 14-May-1990

Statutory Address:

THE FORUM, HIGHGATE ROAD

County: Greater London Authority

District: Camden (London Borough)

Details

CAMDEN

TQ2885SE HIGHGATE ROAD 798-1/42/863 (West side) 14/05/90 The Forum

Formerly known as: Town and Country Club (formerly Forum Cinema) KENTISH TOWN ROAD. Cinema, now in use as a concert hall. 1934. By J Stanley Beard and WR Bennett. Steel frame clad in brick with faience front. Plan of double-height auditorium with balcony reached via single-storey entrance hall and foyers. EXTERIOR: 3 storey, 7-bay front in Egyptian style. Later C20 doors to black faience ground floor. Decorative metal glazing to windows; those to 5-bay central feature are separated by giant order of 6 half-columns with streamlined acanthus capitals. Heavy moulded parapet and cornice continued across flanking towers of outer bays. INTERIOR: foyer has foliate cornice, fluted capitals to piers and staircases to upper foyer which has Pompeian-style capitals to piers, Victorian scroll cornice, decorative metal panels flanking doorways to circle and cigar-shaped ceiling; access to front tearoom (a rare survival) with panelling, moulded plasterwork and decorative iron grilles. Auditorium in Roman style has heavily fluted proscenium arch and flanking side walls, with shields and banners to spandrels; fluted side walls have grilles decorated in Roman style with urns (damaged at time of listing), and legionary standards having Roman medallions and eagles on top. Friezes of centurions and chariots to rest of side walls. Ceiling has central dome surrounded by coffering with original circular light brackets/ventilators. Panelled exit doors. Later C20 stairs, in matching style, from stalls to balcony.

1 TO 7, HIGHGATE ROAD

Heritage Category: Listed Building

Grade: II

List Entry Number: 1378940

Date first listed: 14-May-1974

Statutory Address: 1 TO 7, HIGHGATE ROAD

County: Greater London Authority

District: Camden (London Borough)

Details

CAMDEN TQ2885SE HIGHGATE ROAD 798-1/42/851 (West side) 14/05/74 Nos.1-7 (Odd) GV II

4 terraced houses. c1786 with early C19 alterations; No.3, C20 refacing in facsimile. Yellow stock brick; No.1 with rusticated stucco ground floor. No.5, slated mansard roof and dormer. Nos 1 & 7, 4 storeys and semi-basements. Nos 3 & 5, 3 storeys (Nos 5 plus attic) and semi-basements. Nos 1 & 7, 3 windows each, Nos 3 & 5, 2 windows each. No.1, square-headed doorway with overlight; Nos 3 to 7, round-arched doorways with fanlights, No.3 with mask keystone and impost blocks, No.5 with fluted half columns, No.7 with radial fanlight. All with C20 doors. Gauged brick flat arches to recessed sashes, Nos 1 & 5 with glazing bars; No.1 with cast-iron balcony to 1st floor. No.1 with stucco sill bands at 1st and 3rd floors; No.7, at 1st floor. Parapets. INTERIORS: not inspected. (Survey of London: Vol. XIX, Old St Pancras and Kentish Town, (St Pancras part II): London: -1936: 56).

APPENDIX A: STATUTORY LIST DESCRIPTIONS

BULL AND GATE PUBLIC HOUSE

Heritage Category: Listed Building

Grade: II

List Entry Number: 1391501

Date first listed: 23-Aug-2005

Statutory Address: BULL AND GATE PUBLIC HOUSE, 389, KENTISH TOWN ROAD

County: Greater London Authority

District: Camden (London Borough)

Details

798-1/0/10325 KENTISH TOWN ROAD 23-AUG-05 Kentish Town 389 Bull and Gate Public House II

Pub. Dated 1871 with minor later alterations. Architect unknown. Red brick with rendered dressings. EXTERIOR: Advanced ground floor houses the public rooms and main entrances with a curved return to the north where second door, large windows with decorative transoms have been replaced, and a pair of wide arches over the 2 main openings, that to the left with some later infill (formerly a shop here). All of this is richly detailed, including heads and leaves in the ionic capitals over the marble pilasters, the name of the pub spelled out prominently in the frieze and an eponymous bull and gate relief above the main entrance. Behind this are 2 further storeys of the building, of red brick with rendered detailing to rusticated pilasters and frieze, of 5 window bays with a central elongated Palladian style window under a half-moon shape plaque announcing 'Bull & Gate 1871'. The first floor windows have semi-circular shells over each one, and the brick is curved at both corners. Plaque to north side with date, architect and builder names is heavily painted. Side and rear elevations much plainer and more altered, including inserted C20 windows to rear. INTERIOR: Much of the original pub interior survives, such as the bar counter with pilasters and cornelled brackets, and the back bar with decorative glass, and cast-iron fluted columns with ornate composite capitals. The original plan form is also mainly readable, with the front public rooms divided by partition with Neo-Classical dressed arch, and a former billiard room to the rear. Also of interest is a strapwork embossed paper ceiling, wide arches with fluted pilasters, and Neo-Classical detailing around the arch (that to the rear alternating small medallions of bulls' heads with the vases), pedimented doorcases and hardwood vestibule, fruity grape detailing throughout, large skylight to rear and fireplace in front bar. To rear wall of main bar, a pair of wide arches, that to north with later bar extension now projecting from it, that to south with further pedimented double door into rear now used as a music venue, which has fewer features of interest. HISTORY: The Bull and

Gate was rebuilt in 1871 on the site of an C18 pub, when it was apparently known as the 'Boulogne Gate' at this important 'pick-up-and-set-down' point for travellers in and out of London via the north. A 1904 photograph shows a show in the end bay, and a slightly different window and door arrangement, as well as a openwork parapet along the front range. SOURCES: The Fields Beneath, Gillian Tindall; Kentish Town Past, John Richardson; Buildings of England London 4: North.

A fine Victorian pub in the Gin Palace tradition with exuberant internal and external detailing (including a bull and gate illustrating the historic name) and a well surviving quality pub interior, that furthermore has group value, particularly with the Assembly Rooms pub (q.v.) at the same historic junction.



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