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Heritage Statement
13 Grafton Crescent
Camden
London
NW1 8SL



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Introduction

The Author

Katherine Harrison, is a fully accredited member of the Institute of Historic Building Conservation (IHBC), holds a master's degree in building's history from Cambridge University, a Postgraduate Certificate in Historic Conservation from Oxford Brookes University, and a Bachelor's in Fine Art from Goldsmiths University of London.

Prior to her employment at Janus Conservation, she worked for 7 years as a specialist Conservation Officer advising on all aspects of the management of historic buildings and areas at South Northants District Council.

The Report

This Heritage Statement and Impact Assessment establishes the historic development and significance of 13 Grafton Crescent, to inform the assessment of the impact of a mansard roof extension on the locally listed property. It has been formulated using the assessment methodology contained within the National Planning Policy Framework (NPPF) (paragraphs 194, 195, 197, 199, 201) and local planning policies within the following documents:

- Camden Local Plan 2017
- Home Improvements CPG Jan 2021
- Design CPG Jan 2021
- London Plan 2021

It also takes account of the relevant Historic England guidance, most notably their best practice guidance document, Conservation Principles (2008 and revised 2017) and Conserving Georgian and Victorian Terraced Housing (2020).

The knowledge of the site has been derived from a site visit undertaken by Katherine Harrison and supported by archive and desk-based research- including the HER.

The report is not a detailed record, or assessment, of building fabric.



Figure 1: Aerial view of 13 Grafton Crescent - Site location highlighted in yellow.

Designated Heritage Assets

13 Grafton Crescent has been identified as a 'Locally Listed' Building by Camden Council. The local list was adopted on 21st January 2015. The property is therefore considered to be a Non-Designated Heritage Asset.

Number 13 is part of a terrace of period buildings on the east side of the crescent, stretching from numbers 7-15. The odd numbered buildings 7, 9, 11 and 13, but not 15, are included in the local list. The even numbered buildings 8, 10, 12 and 14 are excluded. The oversight in designation has not been made clear by Camden Council.

A handful of listed buildings are around the site however by virtue of the topography of the road, intervening development, and massing of the buildings, the intervisibility between the site and designated heritage assets is limited.

The full local list description can be found in [Appendix A](#).



Figure 2: The distribution of Listed Buildings in 100m of the site is shown in map above taken from Historic England webpage 'Search the List'. Every blue triangle on the map represents a listed building - site location highlighted in yellow.

Historical Development- Grafton Crescent

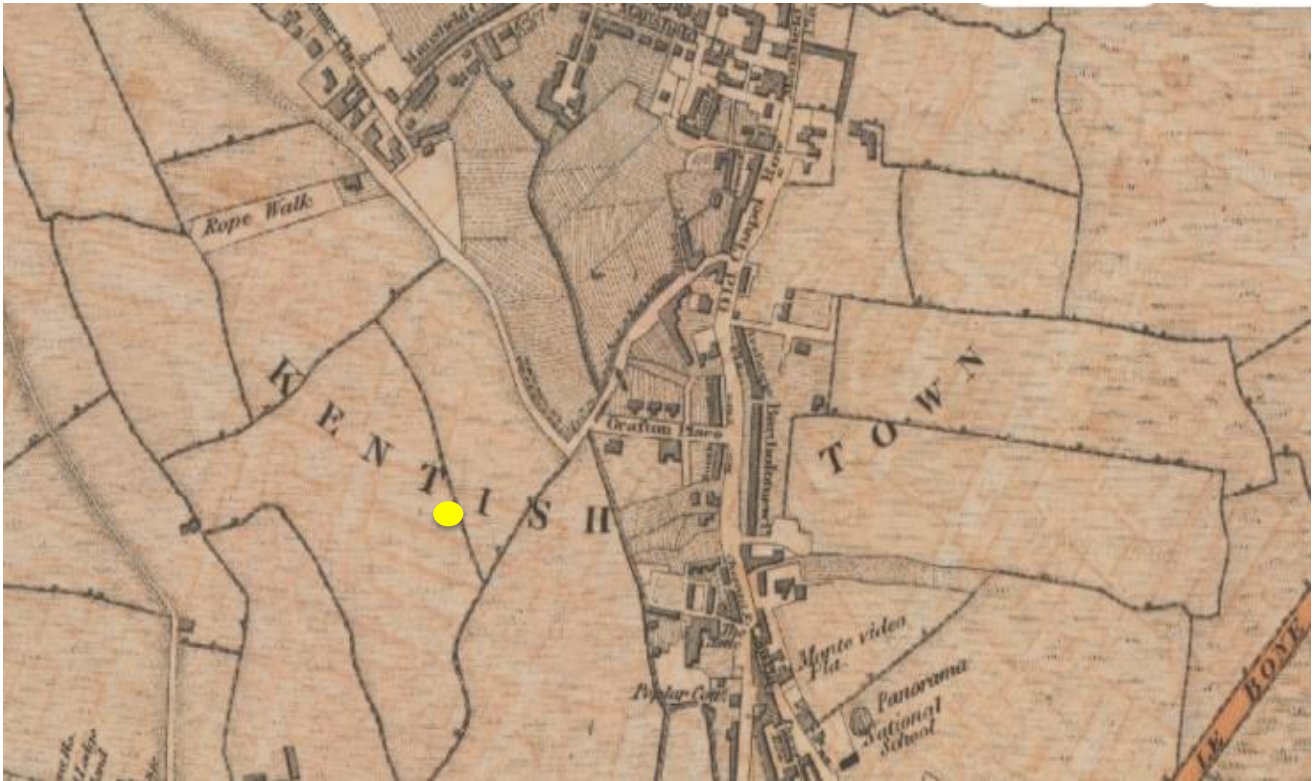


Figure 3: C & J Greenwood Map of London made from an actual survey in the years 1824, 1825 and 1826 dedicated to King William IV (1828). This map depicts the extent of London's growth in the generation following Horwood's survey at the turn of the 19th Century (1799). Approx site location highlighted yellow.

Grafton Crescent is a collection of mid-19th century townhouses predominantly constructed of London stock brick with stucco to the architraves. The map above gives the approximate location of the property before the 'boom' of development in North London in the 19th century (**Figure 3**). The site and surrounding area were largely open fields until the mid/late 1800s when a succession of terraces were built upon the land.

The 1873 map below illustrates a terrace of properties of varying depths with differing rear extensions/outbuildings (**Figure 4**), whilst the 1887 Goad Map highlights a uniformity of housing not just along Grafton Crescent but the neighboring streets also (**Figure 5**).

Interestingly the London County Council Bomb Damage map from 1945 illustrates Grafton Crescent as being significantly impacted by bombing during WWII with evidence of complete destruction of buildings within the terrace (**Figure 6**). The northern part of the terrace was completely destroyed and razed to the ground. The remainder of the terrace, including No.13, and the terrace opposite appear to have been significantly damaged- enough to be identified on the map below. The property attached directly north of No. 13 appears to have suffered serious damage of 'doubtful reparability' whilst the property south looks to have suffered 'serious damage and blast damage.'

Curiously No. 13 has been illustrated as a grey/purple colour on the map. This tint of purple within the coloring may suggest that this was how it was originally highlighted before potential damage/wear to the map. If this is the case, then the property would have been originally identified as 'damaged beyond repair'. It is very likely that given the level of substantial damage to the terrace and terrace adjacent, that No. 13 suffered some form of damage and loss during WWII.

It is important to note the entry for No. 13 Grafton Crescent on the Camden Local List;

Two terraces of mid-19th century houses with small paved front gardens on either side of Grafton Crescent (formerly known as Junction Street). Three storeys in stock brick with stucco to architraves and ground floor elevation. Comparable detailing on either terrace, for example the design of door and window architraves; and distinct differences for example the parapet cornice and first floor window balustrades on 7-13, and the central projecting three bays to the terrace of 16-26. Very attractive and well-preserved group which forms a high-quality piece of historic townscape.

As will be discussed below, the terrace that stands today is unlikely to be wholly original and as 'preserved' as suggested by Camden Council in their Local List description ([see Appendix A](#)).



Figure 5: Charles E Goad Ltd 1887 Insurance Map of London- originally produced to aid insurance companies in assessing fire risk.
Approx site location highlighted in yellow.



Figure 6: Map showing bomb damage. Classified from Total Destruction (Black), through Seriously Damaged (Dark Red) to Clearance Areas (Green). Includes V1 and V2 Bomb locations. The full set of maps is made up of 110 hand-coloured 1:2500 Ordnance Survey base sheets originally published in 1916 but updated by the LCC to 1940. Because they use the 1916 map, they give us a glimpse of a 'lost London', before post-war redevelopment schemes began to shape the modern city. Note- No. 13 Grafton Crescent is a 'grey/purple' colour. It is likely, given the severity of damage to the rest of the terrace, that No. 13 suffered a degree of damage.

Heritage Appraisal: 13 Grafton Crescent



Figure 7: Front elevation of No. 13 Grafton Crescent (highlighted in yellow).

Interior

It was not necessary to assess the interior for this application.

Front Elevation

Historic England's Guidance Note on Conserving Georgian and Victorian Terraces states the following:

'The speculative system that underlies the creation of the (Georgian) terrace was based on ensuring consistency in the overall composition of the front elevation. (p14)

As an urban building type, the relationship between the terrace and the street is an important element of its special interest- it could be argued it is the most significant aspect of any terrace.

No. 13, it is part of a terrace of houses on the east side of the crescent stretching from numbers 7-15 which, at first glance are identical. However, upon closer inspection each of the individual houses have varying architectural detailing whether that be the windows, mouldings, doors, iron railings etc.

It should be noted *again* that the odd numbered buildings 7,9,11 and 13 are included in the local list but not 15. The even number buildings 8,10, 12 and 14 have been excluded. The council have not offered an explanation for this numbering. As such at present, 4 properties within the terrace are not formally considered to be Non-Designated Heritage Assets.

The map above which illustrates the level of destruction during WWII suggests that large parts of the crescent were significantly impacted and partly destroyed. This may explain the odd differences between each of the houses across the terrace as they may have been rebuilt/restored using what salvageable features were left.

The windows are largely timber sashes and upon first look appear uniform across the facade however the first-floor windows (depending on the property) have moulded architraves, others have horns, and some have iron railings. This is also the case across the second-floor fenestration, where again the sashes differ with some having horns and others not, whilst across the ground floor the mouldings around the front doors vary in size and depth.

The cornice detail at the top of the terrace is where the lack of uniformity becomes more apparent. Varying depths and profiles of the moulding has resulted in several heights across the parapet. Finally, the brickwork across the front facade has a clear variation in brick and mortar joints suggesting later alterations and/or repairs.

All properties benefit from a small front enclosure/store delineated by iron railings of again varying styles and design. The properties are set back from the main footpath and by virtue of their grouping, alongside the terrace adjacent, create a strong sense of enclosure along the crescent.



Figure 8: Front elevation of No.13 Grafton Crescent- note the varying profile of the parapet (highlighted in yellow).



Figure 9: Front elevation of the terrace along Grafton Crescent looking south-west (No. 13 highlighted in yellow).



Figure 10: Front elevation of the terrace along Grafton Crescent looking north-east- No.13 not visible in the photograph.



Figure 11: No. 13 to the left- note the broken ridgeline of the neighbouring No. 14 to the right (highlighted in yellow).

Rear Elevation

The front elevations of many terraces from this period were the result of a combination of factors including Building Acts, leasehold requirements, and architectural economy. The desire for regularity applied mainly to front elevations but greater change was permitted to the rear as the rear of the house was usually lower status.

The rear elevation of No. 13, when compared to the front elevation, has significantly less architectural features that contribute to the significance of the non-designated heritage asset. It also has considerably less uniformity due to a number of the properties being extended to the rear.

It should be noted, the rear of terraces is usually the area that has been most altered it is important that any proposals for further extensions or alterations respect existing important features.

The rear elevation of No. 13 is unassuming and matches, to a degree, most of the elevations along the terrace. The fenestration comprises of sash windows under flat brick arches with access to the small rear courtyard via the ground floor. It should be noted that the valley roof of No. 14 has already been altered as has the roof of No.15, however due to the topography of the site and surrounding built form, these alterations are completely obscured from the public streetscape. As such, from the main road the continuity of an 'identical' terrace is maintained even though 2 of the roofs within the terrace have been compromised.



Figure 12: Aerial image of No.13 (highlighted in yellow)- note the neighbouring 2 properties have varying roof profiles however from street level are clearly read as a continuation of an 'unbroken' terrace (highlighted in red).

The Roof

Of particular importance across a terrace and the overall front elevation was, historically, the treatment of the roof which for those terraces employing the classical tradition was often hidden behind a parapet. Late Georgian terraces across the country usually reflected the hierarchy of the interior plan in their window proportions.

The Historic England Guidance Note on Conserving Georgian and Victorian terrace housing states that the roof of these terraces, even when visible, was often kept low to ensure the visual dominance of features such as architectural detailing across the front elevation.

At No. 13 the roof form is pitched down from the party walls to a central valley gutter. This is generally called a butterfly or valley roof and is the historic form of the roof. The rest of the terrace have similar roof arrangements which have been modified at various times, however as mentioned No. 14 and No. 15 both have different roof profiles. The pitched slate covered roof discharges into the central valley gutter. The roof is accessed through a roof light over the staircase well.

The parapet that runs the length of the terrace is uneven both in height and in detailing likely due to rebuilding and repair works undertaken following WWII. Across the terrace, all of the roofs are completely obscured from public view when viewed from the front. Only small parts of the chimney stacks and pots can be glimpsed from particular views within the streetscape- this is particularly the case for No. 13. The most dominant visual feature across the roofscape from street level, again when viewed from the front, are the TV aerials. The valley roof of No. 13 is not visible from the public streetscape.



Figure 13: View of terrace along Grafton Crescent looking southwest- again note that roof is obscured from view due to the parapet and topography, only the top of a chimney pot is visible on No. 13 (highlighted in yellow).



Figure 14: View of terrace along Grafton Crescent looking southwest- again note that roof is obscured from view due to the parapet and topography, only the top of the chimney pots are visible on No. 13 (highlighted in yellow).



Figure 15: View of terrace looking north. Due to the topography of the road and curvature of the terrace the roof of No. 13 (highlighted in yellow) is not visible from this viewpoint.



Figure 16: View of terrace looking north. Due to the topography of the road and curvature of the terrace the roof of No. 13 (highlighted in yellow) is not visible from this viewpoint.



Figure 17: Further view of terrace looking north- photo taken from junction at Castle Road. Due to the topography of the road and curvature of the terrace the roof of No. 13 (highlighted in yellow) is not visible from this viewpoint.



Figure 18: Further view of terrace looking north- photo taken from junction at Castle Road. Due to the topography of the road and curvature of the terrace the roof of No. 13 (highlighted in yellow) is not visible from this viewpoint.



Figure 19: View of terrace looking south-west- photo taken from junction at Castlehaven Road. Due to the topography of the road and curvature of the terrace the roof of No. 13 (highlighted in yellow) is not visible from this view point however the chimney pots can be glimpsed.



Figure 20: Figure 21: View of terrace looking south-west- phot taken from junction at Castlehaven Road. Due to the topography of the road and curvature of the terrace the roof of No. 13 (highlighted in yellow) is not visible from this view point however the chimney pots can be glimpsed.

Brief outline of Significance

Overall No. 13 Grafton Crescent has heritage values which are significant to a greater or lesser extent due to age, rarity and integrity which should combine to justify its status as a Locally Listed Building and can be summarised in order of significance (see [Assessment](#) for further details);

High

- No elements within the building are considered to be of 'High' significance as they are not nationally important (see [Appendix B](#) for Significance Criteria).

Medium

- No elements within the building are considered to be of 'Medium' significance (see [Appendix B](#) for Significance Criteria).

Neutral-Low

- The varying architectural detailing to the principal front elevation- which helps situate the building within the terrace.
- The curvature of the terrace along Grafton Crescent
- The linear character of the parapet which completely obscures the 'M' valley roof from the streetscape- a typical feature of Georgian buildings.
- The buildings association to the wider context of Grafton Crescent and surrounding streets- the terraces appear to have all been built around the same time in the late 19th century to similar plans and detailing.
- The buildings documentary evidence associating it with WWII following on from bomb damage to the crescent during the war (see [OS maps](#) above).

Conclusion

It is important to reiterate the entry for No. 13 Grafton Crescent on the Camden Local List;

Two terraces of mid-19th century houses with small paved front gardens on either side of Grafton Crescent (formerly known as Junction Street). Three storeys in stock brick with stucco to architraves and ground floor elevation. Comparable detailing on either terrace, for example the design of door and window architraves; and distinct differences for example the parapet cornice and first floor window balustrades on 7-13, and the central projecting three bays to the terrace of 16-26. Very attractive and well-preserved group which forms a high-quality piece of historic townscape.

Local listing is a concept that is designed to ensure that the historic and architectural interest of buildings that are of local value but do not meet the criteria for being nationally listed is taken account of during the planning process. As mentioned, buildings on the list are therefore identified as Non- Designated Heritage Assets (NDHAs).

In July 2019 the Planning Practice Guide (PPG), which accompanies the National Planning Policy Framework (NPPF), was amended to remind local authorities that the identification of NDHA is a rarity rather than a common occurrence and, if a building is highlighted as such, it should have **sufficient justification and plausibility**.

In other words, just because a building is old, or holds a record on a local Historic Environment Record (HER), it does not mean it should automatically be treated as an NDHA. In fact, the PPG states that "a substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets."

It is therefore curious as to why Camden Council have locally listed the terrace at Grafton Crescent as it appears they have all been substantially rebuilt and altered in the mid-20th century following damage incurred from WWII. Surrounding terraces such as the groups along Healey Street and Hadley Street were largely untouched by bombs in WWII and would have been much better examples of *'well preserved'* groups- words used by Camden LPA. Further, as the [OS maps](#) above indicate, the terrace that stands today is only part of what once originally stood.

Camden Council rightly identify the variation in detailing across the terrace, defining it as *'distinct'* and *'high quality'*, however the connotation throughout the listing gives the impression that these differences in detailing were deliberate, as part of a conscious design plan. Yet, as discussed above, it is likely these differences are due to a rebuild just after the war. The local listing is therefore an inaccurate representation of the reality.

The terrace is not considered to be a *'well preserved'* unit however it is agreed that the terrace as a whole, and when looked at upon first glance is an attractive collection of buildings of a largely similar style. The significance therefore is considered to lie almost entirely in the aesthetic of the front elevation as this is the most prominent and places the property within the context of a *'uniform terrace'*. The contribution that the valley roof makes to the significance of the property as a locally listed building is considered to be very minimal. The fact that it is not visible from the public streetscape is contributing factor to the overall significance of the terrace.

In regard to the property being classed as a Non-Designated Heritage Asset it is thought that the building does not have anything other than **limited heritage** significance and its inclusion as an NDHA is therefore questioned.

Critical Assessment

The assessment of significance is based on the characteristic of heritage values as expressed by Historic England in Conservation Principles (2008 Revised 2017), which defines value as ‘an aspect of worth or importance... attached by people to qualities of place’. See [Appendix B](#) for criteria.

Heritage Value:	Rating:
Evidential	Neutral-Low
Explanation:	
<p>The structure and fabric of the terrace as a whole was damaged during WWII- what stands today is only a percentage of the original terrace. The detailing across the terrace is an amalgamation of repairs and salvageable materials giving the impression of a well ‘preserved’ 19th century building when it is not.</p>	
Heritage Value:	Rating:
Historical	Neutral-Low
Explanation:	
<p>No. 13 has low historical value as an example of a typical 19th century terrace. The value can be considered to have suffered considerably due to the impact of bomb damage during WWII. Some slight historic value could be found in its WWII association but this again is considered very limited.</p> <p>When viewed as a whole, the building reflect the social and economic status of the original owners and their position, standing, and occupation within the wider area. The building also has low illustrative historic value derived from the ‘hodgepodge’ of architectural detailing.</p>	
Heritage Value:	Rating:
Aesthetic	Neutral-Low
Explanation:	
<p>The buildings aesthetic value across the front elevation makes a generally positive contribution to the wider area. The use of a similar palette of materials and architectural style links the property to the rest of the terrace and the surrounding buildings. Its aesthetic value lies primarily in its front elevation and linear character. The slight design differences seen across the terrace are an attractive feature and contribute to its character.</p>	
Heritage Value:	Rating:
Communal	Neutral-Low

Explanation:






Since the building was constructed, it has been in private occupancy. Therefore, public interaction has been limited.

Communal significance may be drawn from the contribution the building makes to the composition of the terrace and the Grafton Crescent area as a whole, forming an illustrative history from where the local population can draw a sense of history and understanding.

Summary of Significance

The **evidential, historical, and aesthetic value** of No.13 Grafton Crescent is considered to be **neutral-low**. The significance of the building lies primarily in the front elevation which contributes to the 'symmetrical' character of the terrace. The private, nature of the building has resulted in its communal value being defined as **neutral-low**.

Appendix A: Local List Entry

Photograph	Asset Details	Description
<p>Ref507:</p>  <p>(Click here to return to the ward map)</p>	<p>Address: 101 Fortress Road, The Junction Tavern</p> <p>Significance: Architectural, Townscape and Social Significance</p> <p>Asset Type: Building or Group of Buildings</p> <p>Ward: Kentish Town</p>	<p>Mid 19th century public house on corner of Fortress Road and Lady Somerset Road. Restrained elevations to main building and richly decorated shopfront to both elevations with pilasters, foliate capitals, pediments to main entrances and Courage Brewery identifiers above canted corner entrance.</p>
<p>Ref508:</p>  <p>(Click here to return to the ward map)</p>	<p>Address: Linton House, 39-51 Highgate Road</p> <p>Significance: Architectural and Townscape Significance</p> <p>Asset Type: Building or Group of Buildings</p> <p>Ward: Kentish Town</p>	<p>Massive red brick warehouse building dating to early 20th century, in a restrained classical style with metal windows, giant brick pilasters, and stone string course, lintels and parapet cornice. Part of a group of light industrial/warehouse buildings in the immediate location; this relates visually with 53-79 Highgate Road to the north.</p>
<p>Ref526:</p>  <p>(Click here to return to the ward map)</p>	<p>Address: 7-13 (odd) and 16-26 (even) Grafton Crescent</p> <p>Significance: Architectural and Townscape Significance</p> <p>Asset Type: Building or Group of Buildings</p> <p>Ward: Kentish Town</p>	<p>Two terraces of mid 19th century houses with small paved front gardens on either side of Grafton Crescent (formerly known as Junction Street). Three storeys in stock brick with stucco to architraves and ground floor elevation. Comparable detailing on either terrace, for example the design of door and window architraves; and distinct differences for example the parapet cornice and first floor window balustrades on 7-13, and the central projecting three bays to the terrace of 16-26. Very attractive and well preserved group which forms a high quality piece of historic townscape.</p>
<p>Ref529:</p>  <p>(Click here to return to the ward map)</p>	<p>Address: 177 Kentish Town Road</p> <p>Significance: Historical and Townscape Significance</p> <p>Asset Type: Building or Group of Buildings</p> <p>Ward: Kentish Town</p>	<p>Early 20th century former post office building to street frontage (single storey with arched opening flanked by windows on the front elevation, and arched openings on the side and prominent pitched slated roof) and telephone exchange behind (two storey stock brick structure with stone band at second floor level and stone surround to entrance bay).</p>
<p>Ref530:</p>  <p>(Click here to return to the ward map)</p>	<p>Address : 217-223 Kentish Town Road</p> <p>Significance: Architectural and Townscape Significance</p> <p>Asset Type: Building or Group of Buildings</p> <p>Ward: Kentish Town</p>	<p>Notable early 20th century commercial building with monumental classical façade - stone columns flanking deeply recessed full height windows with metal frames and decorative transom panels, surmounted by a projecting cornice. Single storey projecting shopfront of little significance.</p>

Appendix B: Significance Assessment Criteria

Historic England in Conservation Principles, Policies and Guidance (2008 revised 2017) identify four principal heritage values:

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

The National Policy Planning Framework (NPPF) Updated 2021) suggests that for planning purposes, the significance of heritage assets should be assessed under the headings of archaeological, architectural, artistic, or historic which are essentially the same as the Historic England values. The NPPF also points out that significance derives not only from a heritage asset's physical presence, but also from its setting, being the surroundings in which it is experienced.

Assessing the significance of heritage assets is to a great extent based on knowledge of the asset type, a comparison with what exists elsewhere, and the extent to which it may be distinctive or have special meaning for different groups of people. The incorporation of a values-based benchmark within the assessment helps to ensure a consistency of approach when determining significance in the context of managing change to significant places.

Value / Criteria	Description
Very High Building/site/area of international significance.	Sites, buildings, monuments, or landscapes of international significance and listed on the World Heritage Site List, or other sites, buildings, monuments, or landscapes of comparable quality.
High Building/site/area of national significance.	Listed Buildings Grade I, Grade II*, Conservation Areas (containing very important buildings) Scheduled Monuments, non-designated sites or assets of comparable quality, Registered battlefields, Registered Parks and Gardens Grade I and Grade II*. An aspect (e.g., structure or feature) that strongly contributes to significance.
Medium Building/site/area of national significance.	Listed Buildings Grade II, Conservation Areas, Historic Townscapes, Registered Parks, and Gardens Grade II. An aspect (e.g., structure or feature) that makes a moderate contribution to significance.
Low Buildings/sites/areas of regional / local significance.	Buildings and areas of local interest, sites and archaeological remains which are not of national importance, historic landscapes of regional/county importance. An aspect (e.g., structure or feature) that makes a lesser contribution to significance.
Negligible Buildings /Sites / Areas of little or no significance.	Buildings/sites/areas of little or no significance. An aspect (e.g., structure or feature) that has little or no value and therefore does not impact significance, either positively or negatively.
Negative	An aspect (structure or feature) that detracts from the significance of the building.

Appendix C: Impact Assessment Criteria

Changes that may affect these heritage assets (both negatively and positively) as a result of development include:

- Alterations to the external appearance of the property
- Internal alterations to the property

To fully understand the effect of the impact of the proposed changes on the heritage value of the properties, we have used criteria based on that recommended by ICOMOS. This defines:

- Level of Change proposed.
- Effect of Overall Impact

This latter is in the form of a matrix setting the “Level of Change” against “Heritage Value” to determine the subsequent “Effect of Overall Impact”, which ranges from “Neutral” to “Very Large”, and on a scale of beneficial or adverse.

The table below clarifies what is meant by ‘Level of Change’ and is adapted from guidance set out by ICOMOS.

Level of Change	Description
Major Change	Substantial visual or physical change (i.e. loss of historic fabric) to the form, appearance, or context of a heritage asset
Moderate Change	Significant visual or physical change (i.e. loss of historic fabric) to the form, appearance, or context of a heritage asset.
Minor Change	Some visual or physical change (i.e. loss of historic fabric) to the form, appearance, or context of a heritage asset.
Negligible Change	Negligible visual or physical change to the form, appearance, or context of a heritage asset.
No Change	No change to the visual or physical elements of the heritage asset

By establishing the heritage value (significance) of a heritage asset and the Level of Change as a result of proposed development; the two can be combined to reach an overall impact.

Heritage Value + Level of Change = Overall Impact
 (Significance)

Effect of Overall Impact (Adverse or Beneficial)					
Significance/ Heritage Value	Level of Change				
	No Change	Negligible Change	Minor Change	Moderate Change	Major Change
Very High Value	Neutral Impact	Slight Impact	Moderate/Large Impact	Large/Very Large Impact	Very Large Impact
High Value	Neutral Impact	Slight Impact	Moderate/Slight Impact	Moderate/Large Impact	Large/Very Large Impact
Medium Value	Neutral Impact	Neutral/Slight Impact	Slight Impact	Moderate Impact	Moderate/Large Impact
Low Value	Neutral Impact	Neutral/Slight Impact	Neutral/ Slight Impact	Slight Impact	Slight/Moderate Impact
Negligible Value	Neutral Impact	Neutral Impact	Neutral/Slight Impact	Neutral/Slight Impact	Slight Impact

Appendix D: Local and National Relevant Planning Policies & Legislation

The Planning (Listed Buildings and Conservation Areas) Act (1990) (“the Act”) contains legislation relating to listed buildings and conservation areas. The Act sets out the legislative framework within which development affecting listed buildings and conservation areas must be considered by local planning authorities, upon which it imposes a general duty in the exercise of planning functions. Sections 16(2) and 66(1) direct the local planning authority when considering whether to grant consent for any works or development to a listed building or its setting to 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. Section 72(1) imposes the same duty in respect of a conservation area and directs that special attention should be paid to the desirability of preserving or enhancing the character or appearance of that area.

National Planning Policy

The National Planning Policy Framework 2021 (NPPF), the Historic England ‘Planning for the Historic Environment Practice Guide’ and the Historic England Good Practice Advice documents (advice notes 2 and 3) are relevant to the content of this report and the consideration of any application. The government objective is that heritage assets (which includes listed buildings and their settings) should be conserved in a manner appropriate to their significance, so they can be enjoyed for their contribution to the quality of life of this and future generations.

National Planning Policy Framework

Chapter 16 ‘Conserving and Enhancing the Historic Environment’. This states that heritage assets should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Paragraph 194 states that when determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on that significance.

Paragraph 195 identifies that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.

Paragraph 197 sets out that in determining applications, local planning authorities should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- The desirability of new development makes a positive contribution to local character and distinctiveness.

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 proposal will lead to less than substantial harm to the significance of a designated asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Planning for the Historic Environment Practice Guide (English Heritage, 2010)

Although the NPPF superseded Planning Policy Statement 5: Planning for the Historic Environment (PPS5) as Government Policy, the policies in the NPPF are very similar and the intent is the same, so the Practice Guide remains almost entirely relevant and useful in the application of the NPPF.

Paragraph 58 of the Practice Guide and the Historic England Good Practice Notes 2 and 3 advocate the methods of investigating the significance of a heritage asset. In particular it advocates that three steps should be carried out when preparing an assessment including:

- Check the development plan, main local and national records including the relevant Historic Environment Record, statutory and local lists, the Heritage Gateway, the NMR, and other relevant statutory sources of information that would provide an understanding of the history of the place and the value the asset holds for society.
- Examine the asset and its setting.
- Consider whether the nature of the affected significance requires an expert assessment to gain the necessary level of understanding.

A number of other steps are suggested as appropriate, subject to the nature of the asset and the proposed works.

In the case of this application the records which have been investigated include:

- The Heritage Gateway.
- The planning records and planning policy Documents held by Westminster Council
- Historic England Website

Historic England Good Practice Advice Notes and Guidance Notes

Advice Note 2 titled ‘Managing Significance in Decision-Taking in the Historic Environment’ and Advice Note 3 titled ‘The Setting of Heritage Assets’ are relevant to the consideration of this application.

Advice Note 2 highlights that there are 4 types of Conservation Principles that an asset may hold, which are aesthetic, communal, historic, and evidential value. The Assessment of Significance at Section 5.0 identifies the value attached to the setting and significance of the surrounding heritage assets.

Advice Note 3 in relation to the impact of development on the setting of listed buildings, highlights the steps which should be taken when assessing the significance of heritage assets. The curtilage, character and context of a heritage asset must be taken into consideration during assessment. This has been carefully considered as part of the assessment provided.

Camden Local Plan 2017

Policy D1 Design

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

- a. respects local context and character;

- b. preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage;
- c. is sustainable in design and construction, incorporating best practice in resource management and climate change mitigation and adaptation;
- d. is of sustainable and durable construction and adaptable to different activities and land uses;
- e. comprises details and materials that are of high quality and complement the local character;
- f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;
- g. is inclusive and accessible for all;
- h. promotes health;
- i. is secure and designed to minimise crime and antisocial behaviour;
- j. responds to natural features and preserves gardens and other open space;
- k. incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of trees and other soft landscaping,
- l. incorporates outdoor amenity space;
- m. preserves strategic and local views;
- n. for housing, provides a high standard of accommodation; and
- o. carefully integrates building services equipment.

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

Tall buildings

All of Camden is considered sensitive to the development of tall buildings. Tall buildings in Camden will be assessed against the design criteria set out above and we will also give particular attention to:

- p. how the building relates to its surroundings, both in terms of how the base of the building fits in with the streetscape and how the top of a tall building affects the skyline;
- q. the historic context of the building's surroundings;
- r. the relationship between the building and hills and views;
- s. the degree to which the building overshadows public spaces, especially open spaces and watercourses; and
- t. the contribution a building makes to pedestrian permeability and improved public accessibility.

In addition to these design considerations tall buildings will be assessed against a range of other relevant policies concerning amenity, mixed use and sustainability.

Public art

The Council will only permit development for artworks, statues or memorials where they protect and enhance the local character and historic environment and contribute to a harmonious and balanced landscape design.

Excellence in design

The Council expects excellence in architecture and design. We will seek to ensure that the significant growth planned for under Policy G1 Delivery and location of growth will be provided through high quality contextual design.

Policy D2 Heritage

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.

Listed Buildings

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

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

Archaeology

The Council will protect remains of archaeological importance by ensuring acceptable measures are taken proportionate to the significance of the heritage asset to preserve them and their setting, including physical preservation, where appropriate.

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.

Policy CC2 Adapting to climate change

The Council will require development to be resilient to climate change.

All development should adopt appropriate climate change adaptation measures such as:

- a. the protection of existing green spaces and promoting new appropriate green infrastructure;
- b. not increasing, and wherever possible reducing, surface water run-off through increasing permeable surfaces and use of Sustainable Drainage Systems;
- c. incorporating bio-diverse roofs, combination green and blue roofs and green walls where appropriate; and
- d. measures to reduce the impact of urban and dwelling overheating, including application of the cooling hierarchy.

Any development involving 5 or more residential units or 500 sqm or more of any additional floorspace is required to demonstrate the above in a Sustainability Statement.

Sustainable design and construction measures

The Council will promote and measure sustainable design and construction by:

- e. ensuring development schemes demonstrate how adaptation measures and sustainable development principles have been incorporated into the design and proposed implementation;
- f. encourage new build residential development to use the Home Quality Mark and Passivhaus design standards;
- g. encouraging conversions and extensions of 500 sqm of residential floorspace or above or five or more dwellings to achieve “excellent” in BREEAM domestic refurbishment; and
- h. expecting non-domestic developments of 500 sqm of floorspace or above to achieve “excellent” in BREEAM assessments and encouraging zero carbon in new development from 2019.

Camden Planning Guidance Design CPG 1

DESIGN EXCELLENCE- KEY MESSAGES

Camden is committed to excellence in design and schemes should consider:

- The context of a development and its surrounding area;
- The design of the building itself;
- The use of the building;
- The materials used; and
- Public spaces.

HERITAGE- KEY MESSAGES

Camden has a rich architectural heritage and we have a responsibility to preserve, and where possible, enhance these areas and buildings.

- We will only permit development within conservation areas that preserves and enhances the character and appearance of the area
- Our conservation area statements, appraisals and management plans contain more information on all the conservation areas
- Most works to alter a listed building are likely to require listed building consent
- The significance of ‘Non-Designated Heritage Assets’ (NDHAs) will be taken into account in decision-making
- Historic buildings can and should address sustainability and accessibility

Implications of being a non-designated heritage asset (NDHA)

Unlike proposals that will affect designated assets (such as statutorily Listed Buildings) being identified as a non-designated heritage asset (either identified on the Local List or as part of the planning process) does not automatically affect your permitted development rights.

However if planning permission is required for any proposal that would either directly or indirectly affect the significance of a non-designated heritage asset (either on the Local List or not) then the Council will treat the significance of that asset as a material consideration when determining the application.

OFFICERS - will make a balanced judgment having regard to the scale of any harm or loss and the significance of the asset/s affected. They will take account of:

- the desirability of sustaining and enhancing the significance of any non-designated heritage asset/s and putting them to viable uses consistent with their conservation;

- the positive contribution that the conservation of heritage assets can make to sustainable communities including their economic vitality;
- the desirability of new development that affects non-designated heritage assets to preserve and enhance local character and distinctiveness.

APPLICANTS - will need to show how the significance of the asset, including any contribution made by their setting, has been taken into consideration in the design of the proposed works. The level of detail required will be proportionate to the asset/s importance and no more than is sufficient to understand the potential impact of the proposal on the significance of the asset/s affected;

PLEASE NOTE: There is a presumption in favour of retaining NDHAs which are either identified as part of planning process or on the Local List.

EXTENSIONS, ALTERATIONS, AND CONSERVATORIES KEY MESSAGES

- Alterations should always take into account the character and design of the property and its surroundings.
- Windows, doors and materials should complement the existing building.
- Rear extensions should be secondary to the building being extended.
- You can make certain types of minor alterations without planning permission (see below) external alterations

ROOFS, TERRACES, AND BALCONIES KEY MESSAGES

Roof extensions fall into two categories:

- Alterations to the overall roof form; or
- Smaller alterations within the existing roof form, such as balconies and terraces.

When proposing roof alterations and extensions, the main considerations should be:

- The scale and visual prominence;
- The effect on the established townscape and architectural style;
- The effect on neighbouring properties

Roof alterations and extensions – general principles

Proposals to alter and extend roofs fall into two categories: those that are accommodated within the existing roof form, such as dormer windows and roof lights, and those which alter the overall roof form, such as the construction of mansard roofs.

Additional storeys and roof alterations are likely to be **acceptable** where:

- There is an established form of roof addition or alteration to a terrace or group of similar buildings and where continuing the pattern of development would help to re-unite a group of buildings and townscape;
- Alterations are architecturally sympathetic to the age and character of the building and retain the overall integrity of the roof form;
- There are a variety of additions or alterations to roofs which create an established pattern and where further development of a similar form would not cause additional harm.

A roof alteration or addition is likely to be **unacceptable** in the following circumstances where there is likely to be an adverse effect on the skyline, the appearance of the building or the surrounding street scene:

- There is an unbroken run of valley roofs;

- Complete terraces or groups of buildings have a roof line that is largely unimpaired by alterations or extensions, even when a proposal involves adding to the whole terrace or group as a co-ordinated design;
- Buildings or terraces which already have an additional storey or mansard;
- Buildings already higher than neighbouring properties where an additional storey would add significantly to the bulk or unbalance the architectural composition;
- Buildings or terraces which have a roof line that is exposed to important London-wide and local views from public spaces;
- Buildings whose roof construction or form are unsuitable for roof additions such as shallow pitched roofs with eaves;
- The building is designed as a complete composition where its architectural style would be undermined by any addition at roof level;
- Buildings are part of a group where differing heights add visual interest and where a roof extension would detract from this variety of form;
- Where the scale and proportions of the building would be overwhelmed by additional extension.

Materials, such as clay tiles, slate, lead or copper, that visually blend with existing materials, are preferred for roof alterations and repairs. Where roofs are being refurbished, original materials such as keyhole ridge tiles or decorative chimney stacks and chimney pots should be reused. Replacement by inappropriate substitutes erodes the character and appearance of buildings and areas.

Mansard Roofs

Mansard roofs are a traditional means of terminating a building without adding a highly visible roof. This form is acceptable where it is the established roof form in a group of buildings or townscape.

True Mansard

Lower slope is at a steeper angle than the upper, and the upper slope is visible

Flat topped Mansard

Upper slope of a pitch below 5° or totally flat

Mansard roofs are often the most appropriate form of extension for a Georgian or Victorian dwelling with a raised parapet wall and low roof structure behind. Mansard roofs should not exceed the height stated in Figure 5 so as to avoid excessive additional height to the host building. They are often a historically appropriate solution for traditional townscapes. It should be noted that other forms of roof extensions may also be appropriate in situations where there is a strong continuous parapet and the extension is sufficiently set back or where they would match other existing sympathetic roof extension already in the terrace.

The three main aspects to consider when designing a mansard roof extension are its:

- pitches and profile;
- external covering;
- windows.

The lower slope (usually 60-70°) should rise from behind and not on top of the parapet wall, separated from the wall by a substantial gutter. Original cornice, parapet and railing details should be retained and where deteriorated or lost, should be incorporated into the design of new roof extensions. Visible chimney stacks should be retained and increased in height, where necessary. Only party walls with their chimney stacks and windows should break the plane of the roof slope, and should be accommodated in a sensitive way and be hidden as far as is possible. (See also

guidance on dormer windows and roof lights). Dormer windows or roof lights should be confined to the lower slope.

Roofing materials should be of the highest quality because of their significant visual impact on the appearance of a building and townscape and the need to be weather-tight. Natural slate is the most common covering and this should be laid with a traditional overlap pattern. Artificial slate or felt are not acceptable roof coverings in conservation areas. Where a roof in a conservation area is being re-covered, the choice of covering should replicate the original, usually natural slate or clay tile.

Valley or Butterfly roofs

On buildings with a 'valley' or 'butterfly' roof if a mansard extension is considered acceptable in terms of the guidance in paragraphs 5.7 and 5.8 of this chapter, then the parapet should be retained. The new roof should start from behind the parapet at existing hopper-head level, forming a continuous slope of up to a maximum of 70° (see Figure 6). In this context, it is usually more appropriate to introduce conservation-style roof lights, which are flush with the roof slope, rather than dormers. Terraces and additional railings will not usually be acceptable.

Balconies and terraces

Balconies and terraces can provide valuable amenity space for flats that would otherwise have little or no private exterior space. However, they can also cause nuisance to neighbours. Potential problems include overlooking and privacy, daylight, noise, light spillage and security.

Balconies and terraces should form an integral element in the design of elevations. The key to whether a design is acceptable is the degree to which the balcony or terrace complements the elevation upon which it is to be located. Consideration should therefore be given to the following:

- detailed design to reduce the impact on the existing elevation;
- careful choice of materials and colour to match the existing elevation;
- possible use of setbacks to minimise overlooking – a balcony need not necessarily cover the entire available roof space;
- possible use of screens or planting to prevent overlooking of habitable rooms or nearby gardens, without reducing daylight and sunlight or outlook; and
- need to avoid creating climbing opportunities for burglars

Camden Planning Guidance- Home Improvements CPG January 2021

Extending properties with a new storey at roof level is a well-established method to increase the useable space of properties. This type of extension would retain more space at ground level available for greenery, garden storage and outdoor activities.

The most common type of extensions to the roof are mansards, traditionally associated with Georgian or Victorian buildings, as the existing roof structure with front parapets or valley roofs allow for a simple insertion of a new level in this traditional form.

In general, a traditional approach for mansard extensions would be preferred for traditional buildings. You are also encouraged to think about different approaches to additional roof levels. It is recommended that pre-application advice is sought where it is unclear what design approach would suit the host building.

There are two types of mansard roof extensions: a true mansard (A) and a flat topped mansard (B). In order to be designed successfully, you should follow the details below:

- The lower slope (usually 60-70°) should rise from behind the parapet wall, separated from the wall by a substantial set back and gutter;
- Retention of roof features such as original cornice, parapet, and chimney stacks;

- Windows should respond to the fenestration character of the host building and generally project at right angle similar to a dormer window with timber sash openings; and
- Materials to complement the existing roof and building and respond to the neighbouring context

There are certain considerations that should be taken into account when designing an additional roof level, to ensure it is sensitively and appropriately designed for its context.

A new roof level should:

- Be subordinate to the host building;
- Include features informed by the host building and surrounding context;
- Take the form of a traditional mansard, a modern interpretation or a more innovative approach, supported by pre-application advice;
- Consider the installation of green roofs and/ or solar panels. Biodiverse green roofs with a minimum substrate of 100mm are preferred rather than sedum roofs, as they provide a greater biodiversity value. For further information about the installation of a green roof, see [CPG on Energy efficiency and Adaptation](#);
- Consider other greening opportunities through planters;
- Consider adequate insulation materials to the new roof and floor below;
- Consider shutters and thick curtains to aid with the overheating in summer;
- Be aware of the prominence of your home's roof to appreciate what impact an additional roof level would have on the street-scene and wider area;
- There are cases when an additional roof level could help re-unite a group of buildings and wider townscape. You should consider the scale of the adjacent development if proportionate to the host building and street-scene and reflect this into your proposal;
- Erecting a roof extension on a building within a complete terrace or group that currently has no extensions and it is not identified in Conservation Area Appraisals as being significant for its roofline, it is likely to be acceptable, generally, in a traditional form. If the complete terrace or group is identified as significant for its roofline, a new roof level is likely to not be acceptable regardless of its form. It is strongly recommended that pre-application advice is sought where it is unclear what design approach would suit the host building. You should also discuss your proposal with your neighbours to explore the possibility of a joint application;
- Where a group of buildings are originally designed as a complete composition a comprehensive design for the whole group is encouraged. Your design should be supported by pre-application advice, prior to a planning application submission. If a comprehensive design for the whole group is not achievable, you should still consider pre-application advice to ensure your proposal would not block further development;
- If buildings are part of a group where differing heights add visual interest, you should consider maintaining that pattern into the design of the new roof storey.

London Plan March 2021

Policy HC1 Heritage conservation and growth

A Boroughs should, in consultation with Historic England, local communities and other statutory and relevant organisations, develop evidence that demonstrates a clear understanding of London's historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to, and interpretation of, the heritage assets, landscapes and archaeology within their area.

B Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London's heritage in regenerative change by:

- 1) setting out a clear vision that recognises and embeds the role of heritage in place-making
- 2) utilising the heritage significance of a site or area in the planning and design process
- 3) integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place
- 4) delivering positive benefits that conserve and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing.

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.

D Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.

E Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use.

Appendix D: Planning History of Site

13 Grafton Crescent London NW1 8SL (2021/2759/P)

Granted (Aug 11, 2021) - Householder Application

Erection of a single storey rear extension and alterations to external drainpipe at rear.

13 Grafton Crescent London NW1 8SL (2021/5526/P)

Granted (Jan 19, 2022) - Householder Application

Erection of a part width single storey rear extension with roof terrace and balustrade above and alterations to ground floor fenestration and external drainpipe at rear.

13 Grafton Crescent London Camden NW1 8SL (2022/4000/P)

Refused (Dec 13, 2022) - Householder Application

Erection of a mansard roof extension with new front and rear dormer windows, extended chimney, and PV panels

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