

Cohanim Architecture

HARLINGFORD HOTEL 61-63 CARTWRIGHT GARDENS, LONDON WC1H 9EL

Heritage Statement

Project Ref: FL12331

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Date: June 2023

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1 INTRODUCTION

1.1 PROJECT BACKGROUND

- 1.1.1. Fuller Long has been commissioned by Joshua Harrison, of Cohanim Architecture, to produce a Heritage Statement in support of an application for full planning permission and listed building consent at Harlingford Hotel, 61 - 63 Cartwright Gardens, London WC1H 9EL (hereafter referred to as the subject property). The subject property is located within the administrative boundary of the London Borough of Camden.
- 1.1.2. The scheme is for the construction of an external glazed lift to the rear of the subject property which forms part of a grade II listed terrace. The subject property forms part of a terrace of grade II statutory listed properties. The terrace group is composed of No. 46 – 63 (cons), Cartwright Gardens, which are located within the northern boundary of the Bloomsbury Conservation Area.
- 1.1.3. Four doors and windows on the external rear elevation will also be adapted to facilitate access to and from the lift. The proposed works will also entail the replacement of the 1/1 ground floor windows to the front elevation with multi-paned sash windows with tracery, restoring the original design. It is also proposed to restore the boundary railings, reinstating the missing rail heads.
- 1.1.4. For full details of the subject site and the proposed scheme, reference should be made to the plans and documents submitted with this application produced by Cohanim Architecture.
- 1.1.5. This report provides an assessment of the heritage significance of the Harlingford Hotel, 61 - 63 Cartwright Gardens, London WC1H 9EL. Professional expert opinion has been used to assess heritage significance, based on historic, archaeological, architectural or artistic interest, and the heritage values set out in Historic England's Conservation Principles (2008). The report also provides a heritage impact assessment of the contribution of setting to the significance of designated assets within the study area in line with The Planning (Listed Buildings and Conservation Areas) Act 1990, The National Planning Policy Framework (2021) (NPPF) and Local Plan policies. This Heritage Statement does not address buried heritage assets (archaeological remains).
- 1.1.6. A site visit was conducted on 16th May 2023 to analyse the site and to ascertain whether the proposed works will affect the significance of No. 46 - 63 Cartwright Gardens or the character and appearance of Bloomsbury Conservation Area. Consideration has been given to the features which contribute to the special interest of these designated assets and their settings.

1.2 AIMS AND OBJECTIVES

- 1.2.1. The aim of this Heritage Statement is to assess the impact of the scheme and to provide a suitable strategy to mitigate any adverse effects, if required, as part of a planning and listed building consent application. The aim is achieved through six objectives:
- identify the presence of any known or potential heritage asset that may be affected by the scheme;
 - describe the significance of such assets, in accordance with the National Planning Policy Framework (NPPF), taking into account factors which may have compromised an asset's survival or significance;

- determine the contribution to which setting makes to the significance of any sensitive (i.e. designated) heritage assets;
- assess the impacts upon the significance of the asset(s) arising from the scheme,
- assess the impact of the proposed scheme on how designated heritage assets are understood and experienced through changes to their setting; and
- provide recommendations for further investigation and/or mitigation where required, aimed at reducing or removing any adverse effects.

2 METHODOLOGY AND SOURCES

2.1.1. This HS has been carried out in accordance with the requirements of the National Planning Policy Framework (NPPF) (MHCLG 2021) and to standards and guidance produced by Historic England (HE), the Institute of Historic Buildings Conservation (IHBC), and the Chartered Institute for Archaeologists (CIfA). The British Standard: Guide to the Conservation of Historic Buildings 7913:2013 (BS 2013) has also been used to inform this HS.

2.1.2. In addition to the above, the scheme will be assessed in relation to its compliance with the following principal sources:

- The Planning (Listed Building and Conservation Areas) Act 1990
- National Planning Policy Framework (NPPF), 2021
- Planning Practice Guidance (PPG)
- Conservation principles, policies and guidance for the sustainable management of the historic environment, Historic England, April 2008
- Historic Environment Good Practice Advice in Planning, Historic England, March 2015:
 - Planning Note 1: The Historic Environment in Local Plans
 - Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment
 - Planning Note 3: The Setting of Heritage Assets
- The London Plan (2021)
- Local Planning Policy and Guidance

2.1.3. The table below provides a summary of the key data sources used to inform the production of this HS. Occasionally there may be reference to assets beyond the study site or surrounding study area, where appropriate, e.g., where such assets are particularly significant and/or where they contribute to current understanding of the historic environment.

2.1.4. Table 1 - Summary of data sources

Source	Data	Comment
Historic England	National Heritage List (NHL) with information on statutorily designated heritage assets	Statutory designations (scheduled monuments; statutorily listed buildings; registered parks and gardens; historic battlefields) can provide a significant constraint to development.
Local Planning Authority	Conservation area supporting documents	An area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.

Ordnance Survey mapping	Ordnance Survey maps from the 1st edition (1860–70s) to present day.	Provides an indication of the development of settlements/ landscape through time as well as the possible date of any buildings on the site. Provides a good indication of past land use, the potential for archaeology and impacts which may have compromised archaeological survival.
Internet	Web-published local history; Archaeological Data Service	Many key documentary sources, such as the Victoria County History, the Survey of London, and local and specialist studies are now published on the web and can be used to inform the archaeological and historical background. The Archaeological Data Service includes an archive of digital fieldwork reports. Local History Societies online published material.
The client	Planning data	Drawings of the existing and proposed.

2.2 DEFINITION OF HARM

- 2.2.1. Current guidance by Historic England is that ‘change’ does not equate to ‘harm’. The NPPF and its accompanying PPG effectively distinguish between two degrees of harm to heritage assets – substantial and less than substantial. Paragraph 201 of the NPPF states that:
- 2.2.2. ‘Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss...’
- 2.2.3. Paragraph 202 of the NPPF states that:
- 2.2.4. ‘Where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposals...’
- 2.2.5. In determining the effects of the Proposed Scheme this heritage statement is cognisant of case law. Including the below:
- Flag Station, Mansel Lacy, Herefordshire [22/09/2015] Case Number EWHC 2688
- 2.2.6. This ruling has emphasised the primacy of the 1990 Planning Act – and the fact that it is up to the decision makers in the planning system to ‘have special regard to the desirability of preserving the [listed] building or its setting’. As stated by HH Judge David Cooke in a judgment of 22 September 2015 regarding the impact on the setting of a listed building:

- 2.2.7. 'It is still plainly the case that it is for the decision taker to assess the nature and degree of harm caused, and in the case of harm to setting rather than directly to a listed building itself, the degree to which the impact on the setting affects the reasons why it is listed.'
- PALMER Appellant and Herefordshire Council and ANR [04/11/16] Case No: C1/2015/3383
- 2.2.8. The judgment was agreed by Lord Justice Lewison at the Court of Appeal, who stated that:
- 2.2.9. 'It is also clear as a matter both of law and planning policy that harm (if it exists) is to be measured against both the scale of the harm and the significance of the heritage asset. Although the statutory duty requires special regard to be paid to the desirability of not harming the setting of a listed building, that cannot mean that any harm, however minor, would necessarily require planning permission to be refused.'
- 2.2.10. In line with the above, this HS will make an assessment of the significance of the heritage asset(s) subject to a potential effect due to the proposed scheme. This assessment will identify and set out the principal heritage values that contribute to the significance of the subject property/ site, and, where relevant, heritage assets beyond the subject property/ site.
- 2.2.11. The relative contribution of the heritage values to the significance of the asset(s) are graded as either high, medium, low, neutral or detrimental.

3 THE SUBJECT PROPERTY AND SITE

3.1 SITE LOCATION AND CONTEXT

- 3.1.1. Cartwright Gardens was originally built as an elegant Georgian crescent of terraced houses located in Bloomsbury, just to the south of Kings Cross and St Pancras. The Harlingford Hotel comprises three combined townhouses located at the southern end of the terrace which is statutorily listed for its group value. The three townhouses have been laterally converted to form one hotel which was founded in 1911. The subject property is located within The Bloomsbury Conservation Area towards the south-western boundary of the London Borough of Camden.
- 3.1.2. The crescent (which is centrally subdivided by Burton Place), curves around the perimeter of a semi-circular garden space which itself is flanked to the east by a 20th and 21st century hall of residence owned by University College London. The subject property is located in the southern half of the crescent on the junction with Marchmont Street, with the doorway to no.63 on the return to Marchmont Street. The A501 Euston Road is located 150m to the north of the site. The gardens to the front of the crescent form a verdant open space with mature trees, shrubs, lawns and tennis courts. The surrounding built environment is laid out in a series of terraces and squares, creating a formal urban townscape, interspersed with 20th and 21st century buildings.
- 3.1.3. Many of the properties in Cartwright Gardens have been converted into hotels and University of London facilities.



Figure 1. North, street-facing elevation of No. 61 – 63 Cartwright Gardens. Figure 2. Site Location indicated in red.

3.2 SITE DESCRIPTION

- 3.2.1. Like all of the terraced houses in the crescent, The Harlingford Hotel is set back from the street behind lightwells, fronted by black iron railings. The subject property is eight bays wide, three storeys in height with a basement and attic, and constructed from London Stock brick in a Flemish bond. On the east and north elevations, the basement

and ground floor levels are rendered in painted stucco, rusticated at ground level. Nos. 62 and 63 project forward from Nos. 48-61 to create a stepped profile that is mirrored at the opposite end of the terrace at No. 46 and 47.

- 3.2.2. The principal elevation of the subject property, facing Cartwright Gardens, displays a varied range of fenestration; 8/8 sash windows with a segmental arch to the basement, 1/1 sash windows with a round arch to the ground floor, 6/6 sash windows with gauged red brick heads to the first and second floor levels, and 3/3 sash windows at third floor level. The fenestration diminishes in size between the first and third floors, in accordance with classical hierarchy ideals. Each town house has a balconette at first floor level with geometric black iron railings which is repeated along the entire length of the terrace. A projecting white stucco string course extends across the width of the terrace at the third-floor cill level. The boundary treatment to the subject property, and the wider crescent, is provided by black iron railings with hinged gate openings that correspond with the door entryways (or former entrances). The railings continue around the corner onto Marchmont Street and Burton Place.
- 3.2.3. The return elevation to Marchmont Street has been rebuilt as is evidenced by the change in brick type and pattern. The main door to no.63 is located beneath an arched portico. A second door and ground floor ½ sash window with a round arch located to the east of the portico. Fenestration on this elevation is to one side only above the main entrance door. A balconette over the portico fronts the first floor 6/6 sash, above which are second and third floor sash windows that match the principal elevation. A small window has been inserted just to the east of the first floor sash which detracts from the overall aesthetic of the south elevation.
- 3.2.4. The rear (west) elevation of the subject property presents a simpler façade, devoid of decoration with irregular fenestration. The back of the terrace was not designed to be admired as it overlooked the mews development that was originally constructed to service the houses. The appearance of the rear elevation is therefore more functional in nature, with closet wings and outriggers. Replacement fenestration and uPVC guttering, together with ad-hoc lean-to extensions, detract from the significance of this elevation. The mews were eventually redeveloped, firstly as a milk distribution centre at the beginning of the 20th century, and latterly by The London School of Hygiene and Tropical Medicine who redeveloped the site again with a new school building last year in a contemporary design with metallic cladding.

3.3 HISTORICAL BACKGROUND

- 3.3.1. This section provides an overview of the subject site and the historical background relevant to an understanding of the property, its site and its historic context and interest. This is based on accessible records. It is not the purpose of this document to create a detailed historical narrative of the area, but to provide an assessment of the subject property and the site's historical development and heritage potential in accordance with the NPPF.

BRIEF OVERVIEW

- 3.3.2. The name of the area now referred to as 'St Pancras' in London, has origins from 597 AD, when monks arrived at British shores with the relics of the martyr St Pancras. A church was founded with these relics, where St Pancras Old

Church is today, which later came to define the settlement surrounding it.¹ Through its early history, into the medieval era, this part of London consisted of open pastureland for agricultural use a couple of miles north from the city of London. Following the Great Fire of London in 1666, many areas north of the city replaced agricultural and pastoral land with smaller subdivided plots in anticipation for building development to house the growing population of the inner city. This was carried out speculatively by esteemed builders, on leases from the aristocratic landowners. The developments were produced to a formulaic design that incorporated terraced housing and communal crescents or squares. It was not until the end of the 18th century that the distinguishable townscape now known as 'Bloomsbury' emerged in this area.

- 3.3.3. One parcel of land owned by The Skinners Company was bought by Sir Andrew Judd for the benefit of Tonbridge School in 1572. The Skinner's Company's Estate as it became known spanned north from the present site of St Pancras station, and south into what became known as Bloomsbury, forming one of the largest estates in London at this time. Plans from 1898 (Figure 4) show a series of linear streets incorporating a crescent named 'Burton Crescent' after James Burton (1761 – 1837), who worked to the designs of the Skinners' Company Estate.² The crescent was constructed in 1809 and forms a symmetrical, balanced design, consisting of thirty-seven houses, which are subdivided by Burton Place (formerly Crescent Place). Burton Crescent became known as Cartwright Gardens in 1908, being named after Major John Cartwright (1740 – 1824), a notable political reformer of the period who lived in No. 37 Cartwright Gardens. A bronze statue of Cartwright by George Clarke was set up in the gardens in 1831 in front of the reformer's residence.
- 3.3.4. Speculative building continued to drive the development of Bloomsbury resulting in the comprehensive growth of the area throughout the 19th century. This was a period where Georgian style and classical proportioning remained the favoured architectural language. Bloomsbury was designed as a spacious residential area for the aspiring middle classes, but the fortunes of the area changed and leases were soon granted to hotels and institutions such as the University College of London (founded 1826). The census records of 1901 show a dramatic increase in the number of households occupying the crescent, rising by 230 to 288 households between 1841 and 1901, reflecting the change of use of the properties to house multiple families. A total of 18 different households occupied nos. 61-63 at the beginning of the 20th century prior to the establishment of The Harlingford Hotel in 1911.
- 3.3.5. The crescent is numbered from north to south beginning with No. 27 at the corner of Mabledon Place and continues to No. 63 at the corner of Marchmont Street where the subject property stands. Cartwright Gardens is the only street within the former Skinners Estate, where the freeholds remain largely intact. The 'straight' eastern side has suffered seriously from war damage and redevelopment. Nos. 1 to 6, from the corner of Leigh Street were demolished post WWII. In addition, Nos. 19 to 26 have also been demolished and redeveloped to provide student accommodation for UCL.

¹St Pancras Old Church is 900m north of the subject property. The name of the area derives from the church and the settlement that surrounded it.

²In 1807 the Skinners' Estate gave a lease to Burton. S. Rivington, '*Burton and the Sandhills Estate*,' *The Builder*, 30 May 1908.

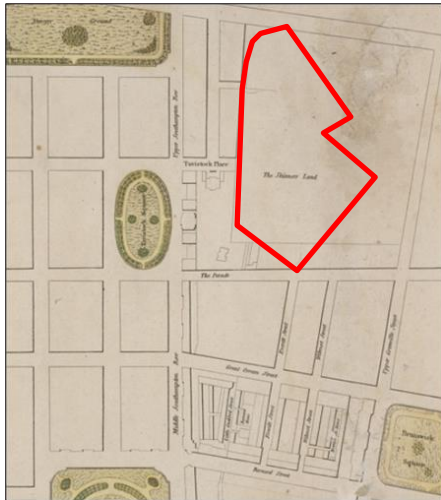


Figure 3. A plan of the intended improvements, on the estate of His Grace the Duke of Bedford. By Samuel John Neele, 1800.

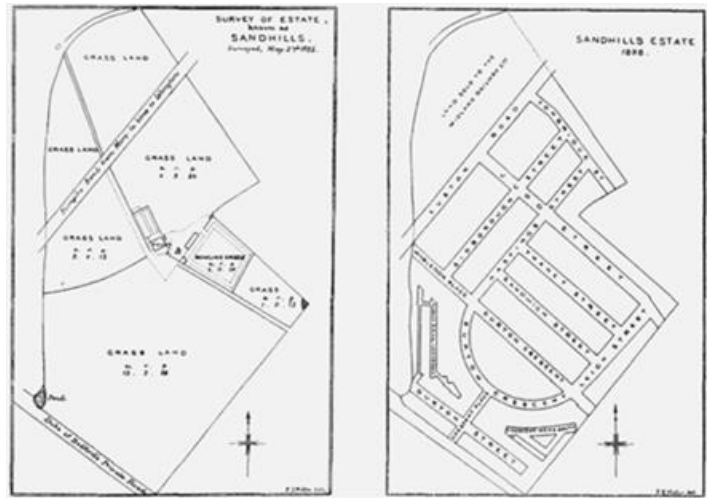


Figure 4. Skinners' Company (Sandhills) Estate, plans, 1785 and 1898. From Rivington's History of Tonbridge School. Image source: Survey of London.

Over the course of the last 120 years, the use of the crescent has evolved from private residences into hotels and university buildings. These changes resulted in substantial internal alterations to the properties, in order to merge the singular townhouses into larger properties. These changes in plan form resulted in the loss of much of the historic detailing, whilst windows were also replaced according to need and fashion across the terrace.



Figure 5. southern and eastern elevation of 63 Cartwright Gardens c.1964



Figure 6. Principal (east) elevation of 61-63 Cartwright Gardens c. 1964

3.4 MAP PROGRESSION

3.4.1. The following section will review the subject property and its evolution over time based on available map-based evidence. The approximate position of the subject property is identified with a red dot or red square on the following maps.

1756, NEW and ACCURATE PLAN of the CITY of WESTMINSTER, The DUCHY of LANCASTER and Places Adjacent

For much of the 18th century, the majority of building works in London were localised around the Thames and The City, with small village settlements and pastureland defining the outskirts of London.

The red box indicates the location of the subject site, which at this time was open pasture.



1765, A new plan of the city and liberty of Westminster, by Thomas Jeffreys

By this date, the Foundling Hospital has been established and the Skinners' Company (also known as Sandhills) Estate has been enclosed.



1799 Map of London, by R Harwood

In the late 18th century, the growth of London pushed northwards, and speculative developments have taken place to the north and east of the Skinner's Estate, which was still used as a farm at this date.



1828 Map of London by C and J Greenwood

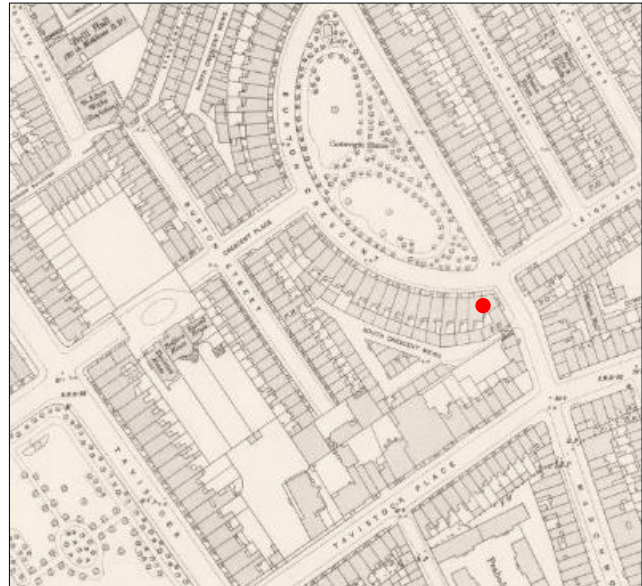
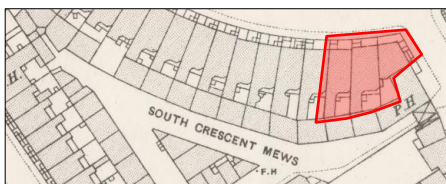
The Skinners' Estate has been laid out and constructed. Burton Crescent and gardens is clearly illustrated with Mews properties to the rear. The urban grain is formed of linear streets and squares with intermittent areas of green space. The streets are widely spaced and the areas to the front and rear of the properties are generous.



1894 OS Map

The first Ordinance Survey records the subject property, and the wider crescent, in greater detail. It is worth noting that No. 61, 62 and 63 are individual residences at this stage, with closet wings and outbuildings to the rear.

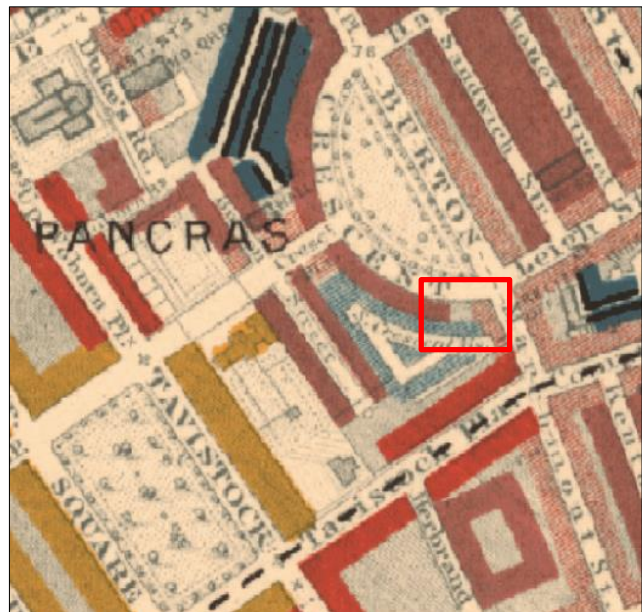
The mews properties at the rear of the crescent are labelled South Crescent Mews.



1898 Charles Booth's Poverty Map

This map shows the inhabitants of the properties along Burton Crescent as 'mixed, some comfortable, some poor'. No. 61 and 62 are highlighted in grey, a colour used to denote that the property was in non-residential use and was therefore not recorded by Booth. Census documents support that by this date, No. 61 and 62 were now used as a guest house.

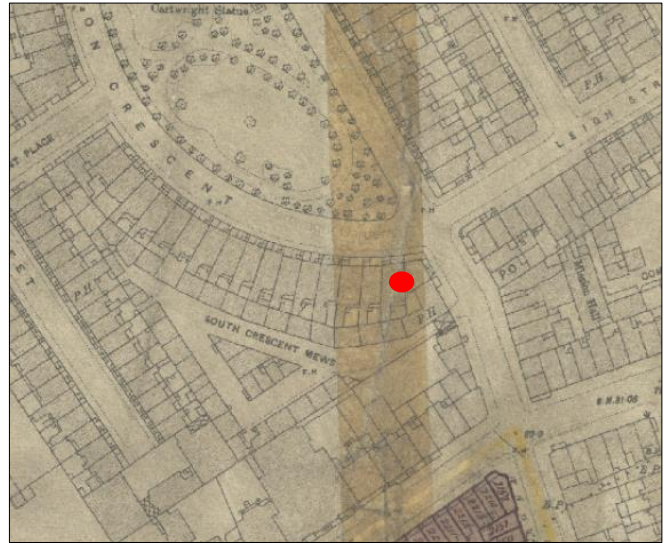
No 63 is recorded as 'fairly comfortable, good ordinary earnings'.



1910-1915, Inland Revenue: Valuation Office Survey

This map shows the change of name from Burton Crescent to Cartwright Gardens, which took place in 1908.

No changes have occurred to No. 61, 62, or 63.



1946 Bomb Damage Map

The bomb damage maps are based on the OS maps from 1946. These show no change to the outline of the subject property, and relay that the building was unaffected.

However, the map shows that the majority of properties along Cartwright Gardens and Leigh Street had been effected by bomb damage. These properties are depicted in yellow indicating bomb damage 'minor in nature'. Parts of the northern section of the Skinners' Estate was almost entirely destroyed by bomb damage.

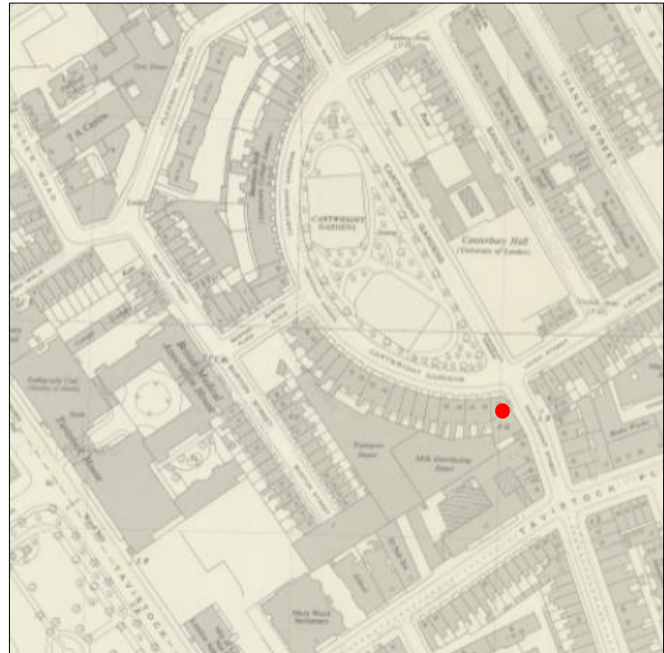
Nos 46 – 63 Cartwright Gardens therefore represent a largely unaffected Georgian terrace in an area that was heavily damaged in the war.



1940 OS Map

Nos. 61 and 62 are now shown as one property. The outbuilding to the rear of No 61 has also gone.

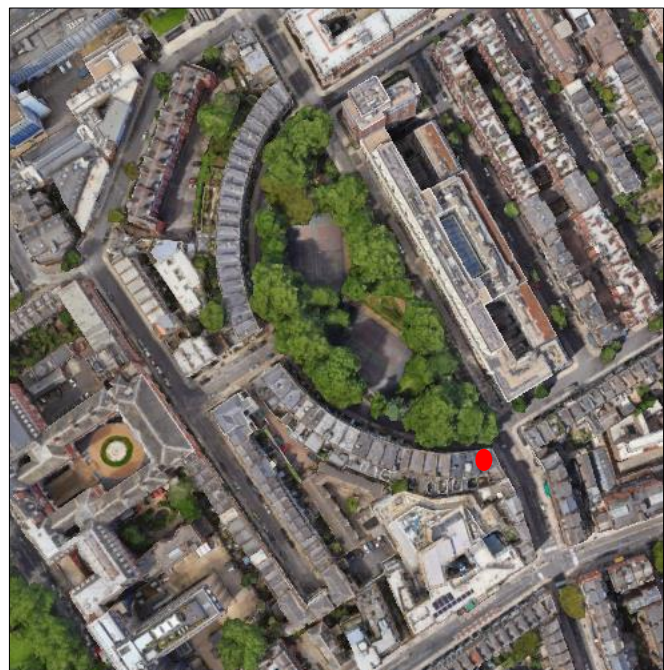
The mews properties have been demolished to the rear of the terrace and replaced with a Milk Distribution Centre that adjoins the rear boundaries of the townhouses along Cartwright Gardens. This created a dense and compact plot that changed the character of the wider area. The eastern aspects of Cartwright Gardens have been substantially affected by bomb damage, resulting in the construction of a new university buildings along the eastern edges of Cartwright Gardens.



2022 Google Maps Aerial Image

From this image, No. 61, 62 and 63 are identified as one property through a uniform roof treatment in comparison with the rest of the terrace.

The area retains much of its 19th century street plan, however, plots dominated by modern buildings sit amidst the retained historic fabric. The London School of Hygiene and Tropical Medicine to the rear of the subject property is contemporary in design and materials and dominates the setting to the rear of Cartwright Gardens.



4 STATEMENT OF SIGNIFICANCE

4.1 ASSESSING HERITAGE SIGNIFICANCE

- 4.1.1. Significance is a concept that forms the foundation of conservation philosophy. The NPPF states that heritage 'assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.'
- 4.1.2. A heritage asset is defined in the NPPF (Annex 2) 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. Heritage assets include designated heritage assets and assets identified by the local planning authority (i.e through local listing).'
- 4.1.3. The framework (NPPF Annex 2) goes onto define 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.'
- 4.1.4. Following Historic England's Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment (2008), significance can commonly be derived from five areas:
- **Evidential Value:** this derives from the potential of a place to yield evidence about past human activity. The evidential value of a place is largely derived from physical remains, these remains maybe archaeological (below ground), embedded in upstanding remains within the landscape or within built heritage (above ground remains).
 - **Historical Value:** this derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative.
 - **Aesthetic Value:** derives from the ways in which people draw sensory and intellectual stimulation from a place.
 - **Communal Value:** this derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Communal values are closely bound up with historical value but tend to have additional and specific aspects that establish a more direct relationship between a group or groups both in the past and or present.
 - **Setting:** the setting of a heritage asset is defined in the NPPF as 'the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.' Setting is not an asset in itself.

4.2 SUMMARY OF HERITAGE ASSETS

- 4.2.1. The following section is intended to identify any heritage assets (within a 25m radius, indicated in blue) that have a potential to be affected by the proposed scheme – either directly through a material change to the asset(s) or through a change to the contribution of setting to an asset(s) significance or the character of an area.

4.2.2. 2 heritage assets have been identified as having the potential to be affected by the proposed scheme. They comprise of Bloomsbury Conservation Area and a group listed asset - 46-63 Cartwright Gardens.

- No. 46 – 63 (cons), Cartwright Gardens and attached railings
- Bloomsbury Conservation Area

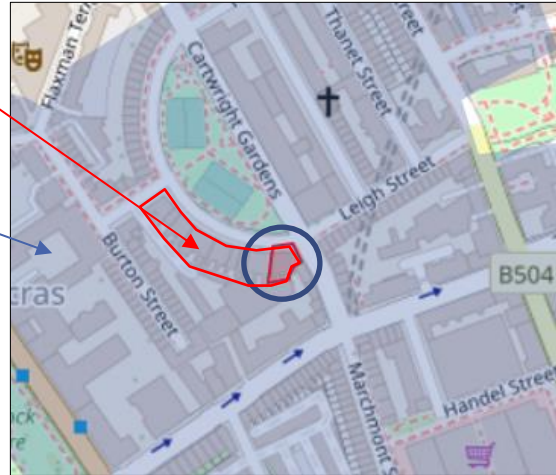


Figure 7. Map showing No. 46 – 63 outlined in red with subject property to the eastern end. Blue circle indicates 25m radius

ASSET DESCRIPTION: NUMBERS 46-63 CARTWRIGHT GARDENS AND ATTACHED RAILINGS



Figure 8. No. 46 – 63 Cartwright Gardens, north Street-facing elevation.

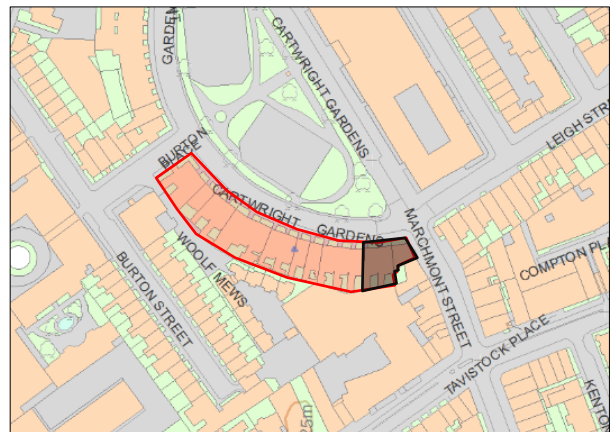


Figure 8. Asset location outlined in red. Subject property indicated in black. Map source: Historic England listing entry.

LISTING ENTRY:

Heritage Category: Listed Building

Grade: II

List Entry Number: 1244103

Date first listed: 14-May-1974

Date of most recent amendment: 11-Jan-1999

Listed building description:

Terrace of 18 houses forming the southern half of a crescent. Now occupied mostly as hotels as follows: Nos 46 & 47 Avalon Hotel, Nos 49 & 50 Crescent Hotel, No.53 Euro Hotel, Nos 54 & 55 Mentone Hotel, No.56 Devon Hotel, No.57 Avonmore Hotel, Nos 58-60 George Hotel, Nos 61-63 Harlingford Hotel. c1809-11. Designed and built by James Burton. Darkened stock brick (evidence of tuck pointing) with rusticated stucco ground floors (some gloss painted) and stucco cornice at 3rd floor level. EXTERIOR: 4 storeys and basements. 2 and 3 windows. Centre 4 and end 3 houses projecting. Round-arched doorways, (where unaltered) with reeded jambs, cornice-heads, fanlights (some patterned) and panelled doors. Nos 46 & 63 doorways on returns to Burton Place and Marchmont Street; No.46 (4 windows, 3 blind) with prostyle Doric portico; No.63, 1 window above rusticated stucco porch with subsidiary doorway to the right. Ground floor windows round-arched, those on the projecting bays in shallow, round-arched recesses. Gauged brick flat arches (mostly reddened) to recessed sash windows. 1st floor on central projecting bay, casements, one with geometrically patterned glazing to top light. All 1st floor windows, with continuous cast-iron balconies. Parapets. INTERIORS: not inspected. SUBSIDIARY FEATURES: attached cast-iron railings with baluster finials to areas. (Survey of London: Vol. XXIV, King's Cross Neighbourhood, Parish of St Pancras IV: London: -1952: 89).

EVIDENTIAL VALUE

- 4.2.3. *"Evidential value derives from the physical remains... [that have] been inherited from the past. The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement" (Conservation Principles, Para 38).*
- 4.2.4. The subject property, and the wider terrace, reflect the speculative development of Bloomsbury at the beginning of the 19th century. The terrace was aimed at the middle classes, but beyond this, the building is one of many very similar properties built in London during this period, and like many other was later converted into a hotel. Beyond this, the building, and wider terrace, provide little unique insight. On balance, the overall evidential value is therefore deemed to be low.

HISTORICAL VALUE

- 4.2.5. *"Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative."* (Conservation Principles Para 39).
- 4.2.6. *"The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value."* (Conservation Principles Para 44).
- 4.2.7. Cartwright Gardens forms a historic terrace in the heart of Bloomsbury and has been a feature of the townscape for over 250 years. The building has historical value in terms of illustrating the transformation of the area from open fields during the early 19th century to a densely occupied residential suburb by the 1860s. The building and the wider terrace therefore have historic interest as a surviving fragment of the first phase of development within the area. Associative Value is provided by the Skinners company and Sir Andrew Judd, the developer James Burton and the social reformer John Cartwright, after whom the crescent was eventually renamed. However, the conversion of the three townhouses to a hotel has significantly detracted from the historic value of the building as a group of family homes.
- 4.2.8. In terms of urban planning, the original layout and design of the terrace is still readily apparent. The principal façade in particular contributes to the legibility and understanding of the terrace having been developed as a residence for the 'well-to-do' middle classes. The historic value of the principal façade is considered to be medium-high.
- 4.2.9. Internally, the townhouses of No. 61 and 62 are laid out in the traditional two room deep planform with the staircase offset to the right, at the back of the property. No. 63's floorplan diverges from the traditional planform as it is a corner property with an irregular footprint, and consequently has an unusual plan form. Census documents from 1871 show this property as a private residence for a medical surgeon and his family and two servants.³ Presently all floors within the hotel can be accessed laterally as openings in the party walls have been created in the past and a central corridor has been incorporated at each level that runs across the entire width of the hotel. Throughout, the historical features of No. 61 to 63 (such as fireplaces, window shutters, cornicing, architraves, and skirting) can still be found, although many features have been lost or damaged as the hotel has evolved. Each of the three staircases remain in situ, culminating with a simpler profile at the top level of each townhouse. Overall, the historical value of the internal areas of The Harlingford Hotel is considered to be low - medium.
- 4.2.10. The rear parts of the buildings are of less significance than the front façade, due in part to the original lesser status accorded to the rear façade. However, its significance is also diminished due to the degree of alteration which it has sustained and the lack of architectural coherence. These changes have compromised the legibility of the rear elevation which renders the value of this part of the property as low.

³ Census Transcript Search, 1841-1911 [database online]. TheGenealogist.co.uk 2023.

AESTHETIC VALUE

- 4.2.11. "Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place". (Conservation Principles Para 46).
- 4.2.12. "Aesthetic values can be the result of conscious design of a place including artistic endeavour. Equally they can be the seemingly fortuitous outcome of the way in which a place has evolved and be used over time. Many places combine these two aspects. Aesthetic values tend to be specific to a time cultural context and appreciation of them is not culturally exclusive." (Conservation Principles Para 47).
- 4.2.13. "Design value relates primarily to the aesthetic qualities generated by the conscious design of the building, structure or landscape as a whole. The embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship." (Conservation Principles Para 48).
- 4.2.14. As described in the paragraphs above, the subject property is an attractive, solid early 19th century terraced house, constructed of typical materials of the period, including brickwork and stucco, and reflects Georgian principles of scale and proportion. The building has townscape value due to its group setting, its shared height and building line, as well as the repetition of features such as its stucco lower floors and pattern of window bays. Internally the building has been subject to notable intervention as a result of its conversion into a hotel. This has seen its original layout altered, as a degree of loss to its historic fixtures and fittings. However, the building still retains a sense of its original plan form and spatial quality in some areas. Surviving historic features include fireplaces, cornice, skirtings, architraves and doors.
- 4.2.15. The principal elevation of the terrace forms a pleasant composition with original decorative features that creates a visually unified and attractive formal crescent which provides a narrative of the building's original architectural quality. Overall, the aesthetic value of the principal facade is considered to be high.
- 4.2.16. Internally, and to the rear, modern hotel rooms, service areas and inappropriate alterations detract from the aesthetic value which is considered to be low-medium.

COMMUNAL VALUE

- 4.2.17. "Communal value, derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Communal values are closely bound up with historical value, but tend to have additional and specific aspects" (Conservation Principles, Para 54).
- 4.2.18. The building has communal value in so far that it has formed part of the local scene for over 250 years and has thus featured in the day to day lives of those who live, work and pass through the area.
- 4.2.19. The use of the subject property as a hotel for over 100 years also contributes to the property's communal value, which is considered to be medium.

SUMMARY

- 4.2.20. In summary, whilst the principal elevation of the terrace has a high historic and aesthetic value, the reappropriation of the houses for uses such as hotels and university buildings, with associative changes has degraded the overall significance of the subject property.

SETTING

- 4.2.21. The setting of the subject property, and the wider terrace, is derived principally from the form and appearance of the crescent itself, and from the semi-circular gardens in front of the crescent. Neighbouring Georgian Streets with historic terraces also make a positive contribution to the overall setting of the area, although some modern infill developments detract from the historic setting of Cartwright Gardens. The setting to the rear of the subject property has been completely changed as a result of the redevelopment of the London School of Hygiene and Tropical Medicine, and is therefore less sensitive to change.

ASSET DESCRIPTION: BLOOMSBURY CONSERVATION AREA

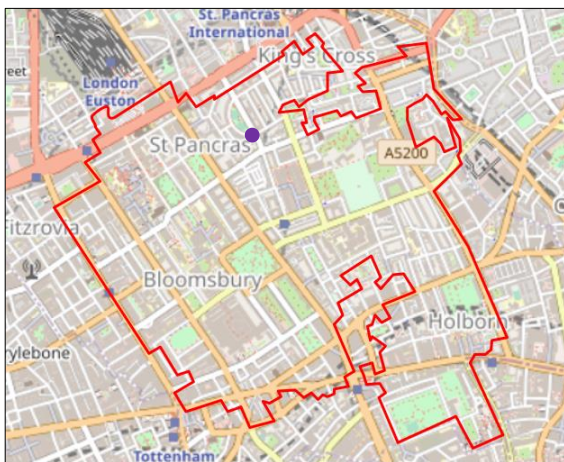


Figure 9. Bloomsbury Conservation Area. Map Source: Fuller Long resource. Purple dot indicates subject property.

Heritage Category: Conservation Area

Date first listed: 1968

SIGNIFICANCE

- 4.2.22. The Bloomsbury Conservation Area (BCA) was designated first in 1968 and extended later to incorporate significant Victorian and Edwardian developments with the result that is now one of the largest in north London. The conservation area appraisal was adopted on 18 April 2011. This describes the area as follows:

'The interest of this sub area derives from the formal early 19th century street pattern and layout of open spaces, and the relatively intact surviving terraces of houses. Developed mainly by James Burton, it was one of the later areas of Bloomsbury to be completed, and in its early 19th century parts retains a remarkably uniform streetscape. The mature trees to be found in the large formal gardens soften the urban area and provide a foil for the built environment in the summer months' (para 5.225).

'The earlier 19th century properties tend to be three or four storeys in height, adhering to classical proportions, with taller, grander buildings facing the open spaces. Other common features include timber sash windows with slender glazing bars, which are taller on the first-floor windows at piano nobile level, and decrease in height with each storey above; arched doors and ground-floor windows with delicate fanlights and arched motifs, intricate iron balconies, cast-iron front boundary railings, and roofs concealed behind parapets' (para 5.228).

- 4.2.23. The conservation area is notable as an exemplary example of Georgian town planning with its layout of garden squares and inter-related streets and mews. Despite its size, it also displays a consistency in terms of its street pattern, spatial character and predominant building forms.
- 4.2.24. The BCA is very large and consequently is divided into 14 separate character areas. Cartwright Gardens is located within Sub Area 13: Cartwright Gardens/Argyle Square. This is situated in the northern section of the conservation area and is focused upon two Georgian set piece compositions – the crescent of Cartwright Gardens to the west and Argyle Square to the east. As well as its Georgian terraces, the Sub Area also includes the large 20th and 21st century buildings on the eastern side of Cartwright Gardens. The brand new contemporary London School of Hygiene and Tropical Medicine behind the subject property, and several areas of good quality late Victorian and Edwardian mansion blocks are also included in the Sub Area.

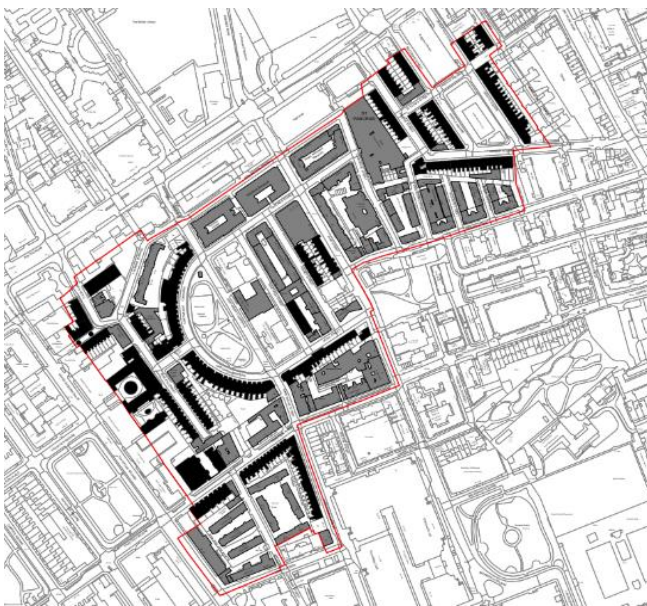


Figure 10. Sub Area 13 of The Bloomsbury Conservation Area

- 4.2.25. With regard to patterns of use within Sub Area 13, the Appraisal confirms notes that:

'The original residential character of the earlier 19th century area in large part disappeared during the 20th century, due to the migration of residents to outer London suburbs. The area became dominated by a mix of hotel and bed-and-breakfast uses, student accommodation and offices. However, with the coming of the 21st century, a scattering of properties are beginning to be converted back to single family dwellings. Notwithstanding use issues, there remains a striking uniformity and sense of repetition in the townscape, with townhouses of consistent form, plot

width, and architectural treatment including detailing and materials (for instance the use of London Stock brick, stucco decoration, timber joinery and slated roofs)' (para 5.227).

- 4.2.26. To summarise, the character and appearance of the Bloomsbury Conservation Area is derived from the quality and consistency of scale, materials, and design relating to the Georgian Terraces of the early 19th century and later Victorian and 20th century buildings.

5 RELEVANT LEGISLATIVE & POLICY CONTEXT

5.1 INTRODUCTION

- 5.1.1. In determining any planning application for development, the local planning authority will be guided by current legislation, government planning policy, and the policy and guidance set by the relevant Local Planning Authority (LPA).
- 5.1.2. The following section sets out the legislative and planning policy context for the proposed scheme, including national and local planning guidance.
- 5.1.3. The applicable legislative and policy framework to this assessment includes the following:
- The Town and Country Planning Act 1990;
 - The Planning and Compulsory Purchase Act 2004;
 - The Planning (Listed Buildings and Conservation Areas) Act 1990, and
 - Planning Act 2008.
 - Section 16 of The National Planning Policy Framework (NPPF)
 - The London Plan 2021
 - Local Planning Policy
- 5.1.4. In addition to the above the following guidance is also applicable:
- National Planning Policy Guidance (NPPG)

5.2 THE PLANNING (LISTED BUILDING CONSENT AND CONSERVATION AREAS) ACT 1990

- 5.2.1. The Planning (Listed Buildings and Conservation Areas) Act 1990 (P(LBCA) Act) sets out the legal requirements for the control of development and alterations which affect heritage assets.
- 5.2.2. The key elements of this Act relevant to this heritage statement are outlined below:
- 5.2.3. Section 16 of The Act states that in considering whether to grant listed building consent for development which affects a listed building, the decision maker should 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."
- 5.2.4. Section 66 of the Act places a duty upon the decision maker in determining applications for planning permission affecting listed buildings to pay special attention to the desirability of preserving or enhancing the character or the listed building.
- 5.2.5. Section 72 of the Act places a duty upon the decision maker in determining applications for planning permission within conservation areas to pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

5.3 NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

- 5.3.1. The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. The framework recognises the need for the planning system is to contribute to the achievement of 'sustainable development', through achieving three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
- 5.3.2. a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- 5.3.3. b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- 5.3.4. c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- 5.3.5. Paragraph 11 of the framework states that 'plans and decisions should apply a presumption in favour of sustainable development'.
- 5.3.6. Section 16, paragraphs 189 to 208, of the framework sets out the national planning policy basis for conserving and enhancing the historic environment.
- 5.3.7. Paragraph 189 recognises that heritage assets are an irreplaceable resource and requires the significance of heritage assets to be considered in the planning process, whether designated or not.
- 5.3.8. Paragraph 194 places a duty on local planning authorities to require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
- 5.3.9. Paragraphs 199 to 208 of the framework address the impact of a proposed development on the significance of designated and non-designated heritage assets.
- 5.3.10. Paragraph 199 of the framework 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.'
- 5.3.11. Paragraph 200 of the framework states that, 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of: a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered

battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.'

- 5.3.12. Paragraph 201 of the framework states that, 'Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply: a) the nature of the heritage asset prevents all reasonable uses of the site; and b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and c) conservation by grant-funding or some form of not for profit, 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.'
- 5.3.13. Paragraph 202 of the framework states that, 'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'
- 5.3.14. Paragraph 206 of the framework states that, 'Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.'

5.4 THE LONDON PLAN (2021)

POLICY HC1(C)

- 5.4.1. 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.

5.5 LOCAL DEVELOPMENT STRATEGY FOR CAMDEN

- 5.5.1. The local development strategy for Camden consists of the following documents:
- Camden Local Plan (2017)
- 5.5.2. There is currently a draft local plan under review, however consultation on this will not begin until later in 2023 according to the Council's website.
- 5.5.3. Further planning guidance documents include:
- London Borough of Camden Design Supplementary Planning Document (Jan 2021)

CAMDEN LOCAL PLAN (2017)

Policy G1 Delivery and Location of Growth

The Council will create the conditions for growth to deliver the homes, jobs, infrastructure and facilities to meet Camden's identified needs and harness the benefits for those who live and work in the borough.

Delivery of growth

The Council will deliver growth by securing high quality development and promoting the most efficient use of land and buildings in Camden by:

- a. supporting development that makes best use of its site, taking into account quality of design, its surroundings, sustainability, amenity, heritage, transport accessibility and any other considerations relevant to the site;

Policy A1 Managing the Impact of Development

The Council will seek to protect the quality of life of occupiers and neighbours. We will grant permission for development unless this causes unacceptable harm to amenity.

We will:

- a. seek to ensure that the amenity of communities, occupiers and neighbours is protected;
- b. seek to ensure development contributes towards strong and successful communities by balancing the needs of development with the needs and characteristics of local areas and communities;
- c. resist development that fails to adequately assess and address transport impacts affecting communities, occupiers, neighbours and the existing transport network; and
- d. require mitigation measures where necessary.

The factors we will consider include:

- e. visual privacy, outlook;
- f. sunlight, daylight and overshadowing;
- g. artificial lighting levels;
- h. transport impacts, including the use of Transport Assessments, Travel Plans and Delivery and Servicing Management Plans;
- i. impacts of the construction phase, including the use of Construction Management Plans;
- j. noise and vibration levels;
- k. odour, fumes and dust;
- l. microclimate;
- m. contaminated land; and

n. impact upon water and wastewater infrastructure.

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.

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.

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.*

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 nondesignated 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.

CAMDEN PLANNING GUIDANCE – DESIGN (JANUARY 2021)

Heritage

KEY MESSAGES

- Camden has a rich architectural heritage and we have a responsibility to preserve, and where possible, enhance these areas and buildings.
- The Council will only permit development within conservation areas that preserves and where possible enhances the character and appearance of the area.
- Our conservation area statements, appraisals and management plans contain further information and guidance 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.
- Heritage assets play an important role in the health and wellbeing of communities.

General Principles for the protection of heritage assets

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

- The desirability of sustaining and enhancing the significance of any 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 and health and wellbeing;

- *The desirability of new development that affects heritage assets to preserve and enhance local character and distinctiveness.*

APPLICANTS - *will need to show how the significance of a heritage 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.*

Effects of conservation area status

The Council will only permit development within conservation areas, and development affecting the setting of conservation areas, that preserves and where possible enhances the character and appearance of the area in lien with Local Plan policy D2 and the NPPF.

Alterations to listed buildings

In assessing applications for listed building consent the Council has a statutory duty 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. We will consider the impact of proposals on the historic significance of the building, including its features, such as:

- *original and historic materials and architectural features;*
- *original layout of rooms;*
- *structural integrity; and*
- *character and appearance.*

We will expect original or historic features to be retained and repairs to be in matching material. Proposals should seek to respond to the special historic and architectural constraints of the listed building, rather than significantly change them.

Inclusive access to listed buildings

It is important that everyone should have dignified and easy access to and within historic buildings, regardless of their level of mobility. With sensitive design, listed buildings can often be made more accessible, while still preserving and enhancing the character of the building.

For listed buildings and other heritage assets, the Council will balance the requirement to provide access with the interests of conservation and preservation. Sensitive design solutions that achieve access for all, to and within listed buildings, should be sought where it is practicable to do so. Further guidance is available in CPG Access and in the Historic England publication "Easy Access to Historic Buildings".

In order to support access for all, there are ways in which access can be provided to listed buildings that avoid removing features that contribute to their heritage significance and therefore their listing. Where features are retrofitted to a listed building in order to improve accessibility, care should be taken to ensure that any potential harm is appropriately prevented or mitigated.

Preventing harm to heritage assets

In accordance with Camden Local Plan policy H2 and the National Planning Policy Framework (NPPF) the Council will not permit the loss of or substantial harm to a designated heritage asset 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 particular circumstances apply.

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 outweigh that harm.

Substantial harm is a high test which may arise in a number of cases. In those cases where harm or loss is considered likely to be substantial, the Council will consider the relevant NPPF tests on levels of harm, heritage conservation as a public benefit in itself, optimum viable use, levels of harm and mitigating harm.

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.

Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

Development permitted in a particular location or in close proximity to a proposed application site will not be considered to form a precedent for similar development elsewhere or in a similar location. Each heritage asset has its own special significance and therefore each application or assessment of a proposal will be based on its own merit.

As outlined by Historic England Advice Note 1, (Conservation Area Appraisal, Designation and Management, second edition, 2018) harm could include severing the last link to part of the history of an asset or between the asset and its original setting. Conversely, positive change could include the restoration of a building's plan form or an original designed landscape.

Consideration of cumulative impact

In assessing applications that affect heritage assets, the Council will, in addition to considering proposals on an individual basis, also consider whether changes could cumulatively cause harm to the overall heritage value and/or integrity of the relevant Conservation Area, Listed building or heritage asset.

As set out in Historic England Advice Note 1 (second edition, 2018) the cumulative impact of incremental small-scale changes on a particular heritage asset may have as great an effect on its significance as a larger scale change. Where the significance of a heritage asset has been compromised in the past by unsympathetic development to the asset itself or its setting, the Council will consider whether additional change will further detract from, or can enhance, the significance of the asset in order to accord with the approach set out in the NPPF.

The Council recognises that changes to individual buildings, as well as groups of buildings such as terraces, can cumulatively cause harm to the character of conservation areas. We will therefore take cumulative impact into account when assessing a scheme's impact on conservation areas.

Integrating new development with heritage assets

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.

The Council has published a series of conservation area statements, appraisals, management plans and character studies that provide useful information and guidance on heritage assets, local context and how to achieve appropriate development in a historic context.

Addressing sustainability in historic buildings

The Council recognises that the historic environment can play a role in reducing the impact of climate change. For example, reusing existing buildings can avoid the material and energy cost of new development. There are many ways to improve the efficiency and environmental impact of historic buildings, for example improving insulation, draughtproofing and integrating new energy-saving and renewable-energy technologies. We will seek to balance achieving higher environmental standards with protecting Camden's unique built environment (in accordance with Local Plan Policies CC1 Climate change adaptation and CC2 Adapting to climate change through promoting higher environmental standards and D2 Heritage).

More detailed guidance on how to modify buildings without compromising their significance is contained within CPG Energy Efficiency and Adaptation and CPG Water and Flooding. For further information see the links at the end of this chapter.

6 IMPACT ASSESSMENT

6.1 OUTLINE OF THE PROPOSALS RELEVANT TO THE ASSESSMENT

- 6.1.1. The proposed scheme is for the installation of an external lift to the rear elevation to enable guests with luggage or mobility issues to easily access the upper floors.
- 6.1.2. The lift will extend between the ground and third floor levels, utilising existing openings on the half landings in the building fabric to provide access and egress from the lift. Proposed materials will comprise a brushed aluminium frame and bronze coloured cladding, perforated with a Greek Key pattern.
- 6.1.3. In addition, the client intends to reinstate the original sash window design to the fenestration on the ground floor of the principal elevation, and to restore the lost rail heads to the iron boundary railings on a like-for-like basis.
- 6.1.4. For full details of the scheme, the Plans and Design and Access Statement provided by Cohanim Architecture should be viewed in tandem with this HS.

6.2 IMPACT OF THE PROPOSALS ON 46-63 CARTWRIGHT GARDENS

- 6.2.1. The significance of the subject property and the rest of the terrace at 46-63 Cartwright Gardens has been assessed above in section 4.

LIFT

- 6.2.2. The need for a lift as part of the hotel has become increasingly necessary to cater for people requiring assistance accessing the upper levels of the hotel, especially to the third floor which is currently only accessible via the narrower, steeper staircases that are in place between the second and third storeys. Currently, the existing stairwells are problematic for those with luggage and traffic up and down the stairs can become very congested.
- 6.2.3. An initial impact study was carried out to identify suitable locations for a lift that would minimise the impact to historic fabric of the building whilst also improving the circulation patterns within the hotel.

Comparison of alternative lift locations

- 6.2.4. Two alternative routes were identified as potential locations for the lift, one internal and one external.
- 6.2.5. A location for the external lift option (Option 1) has been identified running parallel to the stairwell to the rear of no.62, utilising the space in the ground and first floor of the closet wing (already substantially modernised) and running up the rear elevation. The windows of the second floor half landing and a third floor bedroom (both replacements) would be removed, along with small amounts of masonry either side and below the fenestration to provide access and egress from the lift into the hotel, but there will be no other heritage impact bar a change in the external rear elevation (discussed below).
- 6.2.6. An internal lift option (Option 2) has been identified to the southern end of the hotel, in an area adjacent to the stairwell of no.63. This option is favoured in terms of access from the street (Marchmont Street entrance) and because access to each floor from the lift would be on the same level as the bedrooms, providing ease of access for everyone. However, the impact to the historic fabric and plan form of the hotel would be greater with this option as internal walls and ceilings would need to be removed to accommodate the installation of the lift. Furthermore, the

stairwell of no.63 is of relative high significance, retaining the original elegant staircase and joinery, including decorative cornicing, the impact to the significance of the listed building as a result of Option 2 is therefore considered to be more harmful than Option 1 (external lift).

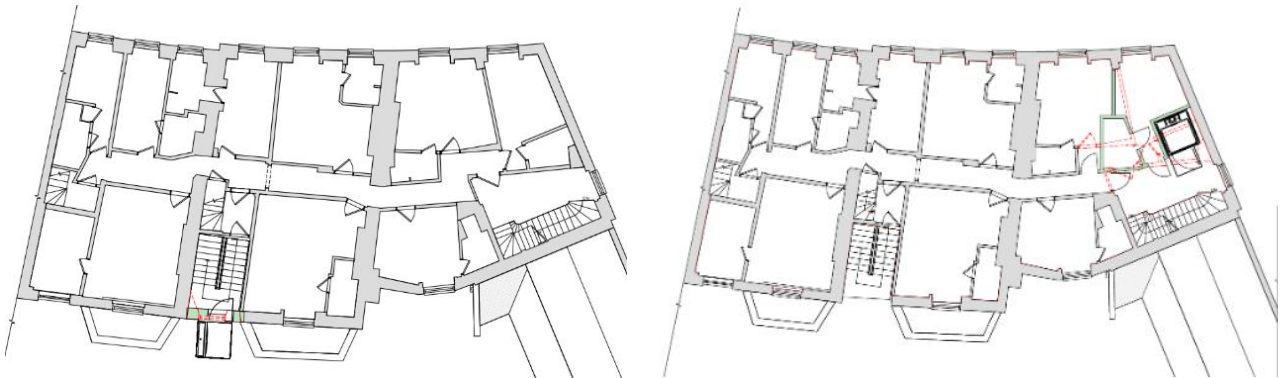


Figure 11. From left: External lift position (Option 1) on second floor indicating demolition (in red) and reconstruction (in green); Internal lift position to the southern end of the hotel (Option 2), adjacent to the stairwell of no.63. with associated demolition (in red) and reconstruction (in green).

- 6.2.7. The proposed development of the external lift will have no impact on the significant principal elevation of the building and no impact to the historic plan form of the hotel. The lift will be installed to the rear of no.62 Cartwright Gardens, which is the middle of the three townhouses. Nos. 61 and 63 will remain entirely unaffected by the proposals. At ground and first floor levels, the lift will be incorporated within the existing built form of the closet wing.
- 6.2.8. Whilst Option 1 will change the appearance of the rear elevation of the building, this area has already been much altered both in appearance and setting and is therefore less sensitive to change. The external lift would not be visible from the public realm, nor will it be visible from neighbouring listed buildings or from the conservation area beyond the immediate context of the hotel.
- 6.2.9. Whilst the internal option preserves the external façade of the hotel, it was found that the impact to the overall significance of the building was substantially higher than the option of providing an external lift due to the loss of a significant amount of historic fabric and changes to the historic layout.



Figure 12. Ground floor access to closet wing in no.62 and proposed location of lift in Option 1.



Figure 13. Ground floor main entrance door from Marchant Street and historic doorway on left in no.63 which would provide the lift location for Option 2.



Figure 14. First floor access to closet wing in no.62 and proposed location of lift in Option 1.



Figure 15. First floor stairwell with historic doorway in no.63 which would be removed as part of the lift installation for Option 2.

Fuller Long



Figure 16. Second floor half landing window which would be removed to provide access to closet wing and proposed location of lift in Option 1.



Figure 17. Second floor stairwell of no.63 with historic doorway which would be removed as part of the lift installation for Option 2.



Figure 18. Second floor stairwell of no.63 showing historic cornicing that would be impacted by Option 2 .



Figure 19. Third floor window (modern casement) proposed for removal in Option 1.



Figure 20. Third floor layout (modern layout of hotel) proposed for removal under Option 2.

Impact of External Lift (Option 1)

- 6.2.10. A closet wing to the rear of no.62 is evident on the earliest OS map of 1895, but a visual inspection of the building has revealed that the external walls are the only likely remnant of the original structure, the roof, windows and internal details and plan form having been replaced at some time in the past. The walls have been rendered and painted whilst modern, irregular uPVC windows have replaced some of the historic fenestration at first floor level. Plastic guttering, downpipes and vents add to the cluttered and unattractive nature of the outrigger which detracts from the appearance of the rear elevation.
- 6.2.11. The installation of the lift within this extension will reorganise the existing open apertures (previously adapted for hotel use which involved the removal of doors and some walling) between the original building and the closet wing (see Figure 12 and Figure 14) together with modern stud partition walls within the first floor of the closet wing and a section of the roof (see Figure 23). The external walls and appearance of the closet wing will remain unchanged.



Figure 21. Modern interior of ground floor closet wing where the external lift will be located



Figure 22. Modern interior of first floor closet wing where the external lift will be located



Figure 23. Clockwise from top left: North elevation of closet wing and partial rear (west) elevation of The Harlingford Hotel. External view of second and third floor windows proposed for removal; South elevation of closet wing and partial rear (west) elevation of The Harlingford Hotel; Modern roof of closet wing.

- 6.2.12. At the half landing between first and second floor levels, a 6/6 sash window is proposed for removal, with a section of masonry to the side and beneath. This window is located on the second floor half landing – the architrave has a patina of age, but the window frame and glass, whilst designed in a traditional form with slim glazing bars in an ovolo and fillet moulding profile, are of a more recent date, the glazing bars having a squarer profile than other sash windows within the hotel which are of older provenance. The removal of this window will therefore not cause the loss of a historic window.



Figure 24. From left: External view of second floor half landing window on the rear elevation above the closet wing; Modern frame of second floor half landing window inside an older architrave; Detail of the glazing bars of the second floor half landing window which is proposed for removal; Glazing bars of a second floor historic window on the front elevation illustrating a much slimmer profile with finer moulding.

- 6.2.13. At the third floor level, a modern casement is proposed for removal with a small amount of historic brickwork to create a new access to the lift at this level. The loss of this historic fabric will slightly change a wall of the building with low historic value and will have no impact on the overall significance of the building.



Figure 25. Internal view of modern casement window at third floor level proposed for removal



Figure 26. External view of modern casement window at third floor level proposed for removal.

- 6.2.14. The largest change to the listed building as a result of the proposals to install an external lift (Option 1) will be to the appearance of the rear elevation of no.62 Cartwright Gardens. The double storey lightweight structure which will enclose the lift shaft will clearly be a modern feature. However, this is not in itself considered to damage the special interest of the listed building as it affects the rear elevation only. This elevation has undergone a number of alterations over the years that has changed the historic and aesthetic significance of this elevation. The form of the lift shaft is slender and lightweight and will respond to the vertical rhythm of the rear elevations of the terrace provided by the existing closet wings and window arrangement. The cladding has been designed to reflect the appearance of the adjacent London School of Hygiene and Tropical Medicine which dominates this backland area, thus sitting easily within the surrounding context of contemporary structures amid historic buildings.
- 6.2.15. The proposed structure will be clearly legible as a contemporary addition. However, it will not be visible from the neighbouring listed buildings in the terrace beyond The Harlingford Hotel due to the curvature of the crescent and intervening built form. The proposed development will likewise not affect the setting of 46-63 Cartwright Gardens as this area is dominated by the contemporary form of The London School of Hygiene and Tropical Medicine which has completely changed the setting of the terrace to the rear (Figure 15).
- 6.2.16. The proposed work will also involve the consolidation of guttering and downpipes to tidy up the rear elevation, removing the detracting plastic piping that has been installed on a piecemeal basis over the history of the hotel. This work will enhance the limited views towards the rear elevation.



Figure 27. Existing rear elevations of 61-63 Cartwright Gardens (left) and proposed elevations (right).

FRONT WINDOWS

- 6.2.17. The ground floor windows of 46-63 Cartwright Gardens demonstrate a wide variety of styles and ages, as they have been replaced over time according to need and fashion. Several original examples are still visible, however, as demonstrated at no.49 (Crescent Hotel), no. 57 (Avonmore Hotel) and no. 59 Cartwright Gardens (George Hotel). An historic photograph dating to 1965 clearly shows the original windows on no.63, (Figure 28) which have since been replaced with 1/1 sash windows across the entire width of the hotel (Figure 15.).
- 6.2.18. The owner would like to reinstate the original window design to the ground floor fenestration of The Harlingford Hotel, thus reinstating a lost historic feature which will enhance the listed building and the setting of the entire terrace.

RAILINGS

- 6.2.19. A large number of arrow rail heads are missing from the boundary railings which degrades the aesthetic appearance of this boundary treatment an important feature of the listed building (Figure 29). The repair and reinstatement of the finials on a like for like basis in terms of form and materiality will enhance the significance of the listed building and the setting of the terrace.



Figure 28. From left: 1965 photograph of the front elevation of The Harlingford Hotel with original tracery windows; Contemporary photographs illustrating the original tracery windows in The Avonmore Hotel (centre) and The George Hotel (right).



Figure 16. From left: Detail of damaged rail head ; South elevation of The Hotel on Marchmont Street with damaged railings in the foreground.

6.3 IMPACT OF THE PROPOSALS ON THE BLOOMSBURY CONSERVATION AREA

The rear elevations of 61-63 Cartwright Gardens are not visible from the public realm and present a jumbled and incoherent architectural composition that are of low significance and do not make a positive contribution to the character and appearance of The Bloomsbury Conservation Area. The installation of a contemporary external lift in this location will be a clearly legible modern addition that complements the contemporary setting now provided by The London School of Hygiene and Tropical Medicine. The proposed lift shaft will reflect the materials and colour of

the cladding of this established building and it is, therefore, considered that the proposed development will have a neutral impact upon the character and appearance of the Bloomsbury Conservation Area.



Figure 29. View from the Harlingford Hotel looking northwest towards the newly constructed The London School of Hygiene and Tropical Medicine which provides a contemporary setting to the back of 46-63 Cartwright Gardens.

- 6.3.1. The restoration of the ground floor fenestration and the boundary railings will enhance the character and appearance of The BCA.

7 CONCLUSIONS

- 7.1.1. The NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. This HS has identified the heritage assets with a potential to be sensitive to the proposed works, it has considered their significance and assessed the impacts of the proposed works on their significance.
- 7.1.2. Paragraph 206 of the framework also goes on to state that, 'Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 201 or less than substantial harm under paragraph 202, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.'
- 7.1.3. This HS has assessed the significance of 46-63 Cartwright Gardens together with the character and appearance of The Bloomsbury Conservation Area. Features which contribute to the listed buildings and the conservation area include the historic and architectural values derived from the principal elevation of the historic Georgian Terrace of Cartwright Gardens, and to a lesser extent from the remaining internal plan form and details. The rear elevation has been assessed as being less sensitive to change.
- 7.1.4. The proposed development of a contemporary lift to the rear elevation is considered to have a minimal impact to the overall significance of the building. The location of the structure has been chosen to minimise harm to the listed building, being located on the rear elevation which has a low level of interest and which is not visible from the public realm. The lift shaft will mimic the vertical rhythm of the rear fenestration and closet wings (Fig.27) and will not dominate the overall character of the listed building. The use of materials that reflect the neighbouring London School of Hygiene and Tropical Medicine clearly delineate the proposals as a modern intervention that sits comfortably within the setting to the rear of the terrace. At the same time, reference is made to the heritage of the buildings by matching the Greek Key decoration found on the balconette railings to the front of the terrace within the perforated patterning of the bronze coloured cladding.
- 7.1.5. The proposed scheme will therefore result in no harm to the key attributes that convey significance to the wider terrace, or the character and appearance of the Bloomsbury Conservation Area. Paragraph 202 of the NPPF is therefore not engaged. Should perceived harm be identified, however, this is offset against the restoration of the boundary railings and the ground floor fenestration to their original form, and by the provision of an essential means of access to the upper floors of the hotel for members of the public with luggage or for those visiting and working in the hotel with mobility problems.
- 7.1.6. As per policies D1 and D2 of The Camden Local Plan, the proposed scheme will preserve and enhance the historic environment, whilst providing a hotel that is inclusive and accessible for all. The proposed lift will also adhere to Camden Planning Guidance by providing inclusive access to a listed building in a sensitive manner mitigating impact to the significance of the listed buildings and The Bloomsbury Conservation Area.

- 7.1.7. Based on the above it is contended that the ability to understand and appreciate the core heritage values that contribute to the significance of 46-63 Cartwright Gardens (in essence, the principal elevation) will be maintained. In addition, the character and appearance of the Bloomsbury Conservation Area will also be preserved.
- 7.1.8. As a result, the scheme does not alter the ability to understand and appreciate the significance of any of the identified heritage assets and is therefore believed to be in accordance with relevant legislation and national and local planning policy.

Thank you for viewing our Heritage Statement.

If you have any queries or would like to discuss anything further with us please don't hesitate to get in contact
hello@fullerlong.com

