

Heritage Statement

125 Parkway, London Borough of Camden NW1 7PS

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On behalf of: Asgard **Ref:** 0895

1.0 INTRODUCTION

- 1.1 This Heritage Statement has been prepared by Ignus Froneman, Director at Cogent Heritage, in consultation with the Applicant, XUL Architecture and SM Planning. The subject of the assessment is the grade II listed building at 125 Parkway, which is an end of terrace former house dating from the c. early C19. The Heritage Statement supports a listed building consent application for minor changes to the former house, which is now in office use, along with a change of use to a single dwelling: i.e. a reversion to the original use of the listed building.
- 1.2 The author of this report is a qualified heritage consultant with over 20 years of experience in the historic environment. This includes regular appearances as an expert witness at public inquiries, on behalf of both appellants, public bodies and local planning authorities.

Purpose of the report, heritage assets and research

- 1.3 The Heritage Statement assesses the effects of the proposed development on the heritage significance of the listed building. The application site falls in the eastern part of the Regents Park Conservation Area, which lies in the London Borough of Camden. Insofar as there would be any effect on the conservation area, the assessment is undertaken on the basis that the effects of the external changes to the listed building would apply equally to the character, appearance and significance of the conservation area. The same can be said of the setting of the neighbouring listed buildings; the York and Albany pub at 127-129 Parkway, and the terrace at 119-123 Parkway (the listing includes their attached railings)
- 1.4 The Heritage Statement was informed by a site visit, in February 2024, and desk based documentary research. The inspection was non-intrusive, i.e. no surface/decorative treatments were removed to expose underlying fabric. Photos were taken on the site visit, a selection of which have been included to illustrate the report; they have not been altered, aside from cropping or annotation in some instances.

- 1.5 The purpose of the documentary research was to establish readily available sources of information about the history and evolution of the building. This is intended to be informative, but it is not intended to be comprehensive/exhaustive and it is therefore possible that other sources of information relating to the building exist.

Legislation and policy summary

- 1.6 The section below summarises the key provisions of s.66 & s.72 of the Planning Listed Buildings and Conservation Areas Act 1990, the National Planning Policy Framework and the Development Plan policies.
- 1.7 **Legislation:** Legislation relating to listed buildings and conservation areas is contained in the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act). Section 66(1) of the Act sets out the statutory duty in relation to development affecting the setting of listed buildings: and section 72(1) sets out the statutory duty in relation to any buildings or other land in a conservation area.
- 1.8 It is a well-established concept in case law that 'preserving' means doing no harm for the purposes of the 1990 Act. The Court of Appeal's decision in *Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council* [2014] (EWCA Civ 137) established that, having 'special regard' to the desirability of preserving the setting of a listed building under s.66, involves more than merely giving weight to those matters in the planning balance. There is a strong statutory presumption against granting planning permission for any development which would fail to preserve a listed building or its setting (and the same for conservation areas). In cases where a proposed development would harm a listed building or its setting (or a conservation area), the *Barnwell* decision has established that the duty in s.66 of the Act requires these must be given "*considerable importance and weight*".
- 1.9 The key legal principles established in case law are:
- i. 'Preserving' for the purposes of the s.66 and s.72 duties means 'to do no harm'¹.
 - ii. The desirability of preserving the setting of a listed building, or the character or appearance of a conservation area must be given 'considerable importance and weight'².

¹ *South Lakeland District Council v Secretary of State for the Environment* [1992] 2 AC 141 per Lord Bridge at p.146E-G in particular (obiter but highly persuasive).

² *Bath Society v Secretary of State* [1991] 1 WLR 1303, at 1319 per Glidewell LJ and *South Northamptonshire DC v SSCLG* [2014 EWCA Civ 137] (*Barnwell Manor*), at [22-29] per Sullivan LJ.

- iii. The effect of NPPF paragraphs 205-208 is to impose, by policy, a duty regarding the setting of a conservation area that is materially identical to the statutory duty pursuant to s.66(1) regarding the setting of a listed building (and s.72 in relation to the character and appearance of a conservation area)³.
- iv. NPPF paragraph 208 appears as part of a 'fasciculus' of paragraphs, which lay down an approach corresponding with the s.66(1) duty (and similarly the s.72 duty)⁴.
- v. If harm would be caused, then the case must be made for permitting the development in question, and the sequential test in paragraphs 206-208 of the NPPF sets out how that is to be done. If that is done with clarity, then approval following paragraph 208 is justified. No further step or process of justification is necessary⁵.
- vi. In cases where there may be both harm and benefits, in heritage terms, great weight has to be given to the conservation and enhancement of a listed building, and its setting, and the preservation and enhancement of a conservation area. It is, however, possible to find that the benefits to the same heritage assets may be far more significant than the harm⁶.
- vii. An impact is not to be equated with harm; there can be an impact which is neutral (or indeed positive)⁷.

1.10 **The National Planning Policy Framework:** Section 16 of the revised (December 2023) National Planning Policy Framework (the NPPF) deals with conserving and enhancing the historic environment, in paragraphs 195 to 214. Paragraph 195 of the NPPF states that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance.

1.11 According to paragraph 200 applicants should 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.

³ *Jones v Mordue* [2015] EWCA Civ. 1243 per Sales LJ [at 28].

⁴ *Jones v Mordue* [at 28] per Sales LJ.

⁵ *R (Pugh) v Secretary of State for Communities and Local Government* [2015] EWHC 3 (Admin) as per Gilbert J [at 53].

⁶ *R (Safe Rottingdean Ltd v Brighton and Hove CC* [2019] EWHC 2632 (Admin) as per Sir Ouseley [at 99].

⁷ *Pagham Parish Council v Arun District Council* [2019] EWHC 1721 (Admin) (04 July 2019), as per Andrews, J DBE at 38.

- 1.12 According to paragraph 205, which applies specifically to designated heritage assets, great weight should be given to a heritage asset's conservation (the more important the asset, the greater the weight should be). This reflects the provisions of the 1990 Act in that it applies irrespective of whether it involves total loss, substantial harm, or less than substantial harm to significance.
- 1.13 Paragraph 206 states that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. It then deals with substantial harm to, or total loss of significance of, different types of designated heritage assets. Paragraph 207 continues on the subject of substantial harm.
- 1.14 Paragraph 208, on the other hand, deals with less than substantial harm. Harm in this category should be weighed against the public benefits of the proposal. The National Planning Practice Guidance (NPPG) describes public benefits as "*anything that delivers economic, social or environmental progress*".
- 1.15 **The Development Plan** is the London Plan (2021) and Camden's Local Plan (2017).
- 1.16 **The London Plan:** The London Plan 2021 deals with Design at Chapter 3. Policy D4 deals with delivering good design and states that the design of development proposals should be thoroughly scrutinised by borough planning, urban design, and conservation officers, utilising appropriate analytical tools. The design quality of development should be retained through to completion by, amongst others, ensuring maximum detail appropriate for the design stage is provided.
- 1.17 Policy HC1, entitled "*Heritage conservation and growth*" is the most relevant of the policies in Chapter 7. Parts A and B of the policy deals with strategic considerations/requirements and these are not relevant to determining planning applications.
- 1.18 Part C deals with development proposals affecting heritage assets, and their settings. This part of Policy HC1 requires development proposals to conserve the significance of heritage assets, by being sympathetic to the assets' significance and appreciation within their surroundings. The policy also requires the cumulative impacts of incremental change from development on heritage assets and their settings to be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early in the design process.
- 1.19 **Camden's Local Plan (2017):** Policy D2 deals with heritage and requires development to preserve and, where appropriate, enhance Camden's rich and diverse heritage assets

and their settings, including conservation areas and listed buildings. According to the policy, the Council will not permit development that results in less than substantial harm to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm. Specifically in relation to listed buildings, the Council will (amongst others), 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.

2.0 ASSESSMENT OF SIGNIFICANCE

Historic background overview

- 2.1 The 1870/3 Ordnance Survey map (**Fig 1**) shows the terrace at 119-125 Parkway in place, but at that time with the original terrace of nine houses still complete, before the westwards expansion of the railway line that would later truncate five of these, leaving only the four present-day houses. The two end of terrace houses on the ends of the block both had wider and angled footprints, following the geometry of the street block at the ends, in contrast with the greater regularity of the remainder of the terrace. A slightly setback, wedge-shaped stables/coach house appears to have separated 125 Parkway from the pub to the south.



Fig 1: An extract of the 1870/3 Ordnance Survey map, with 125 Parkway highlighted.

2.2 The 1896 Ordnance Survey map (**Fig 2**) shows the terrace on Parkway unchanged, although it is by now labelled as 'Stanhope Terrace'.

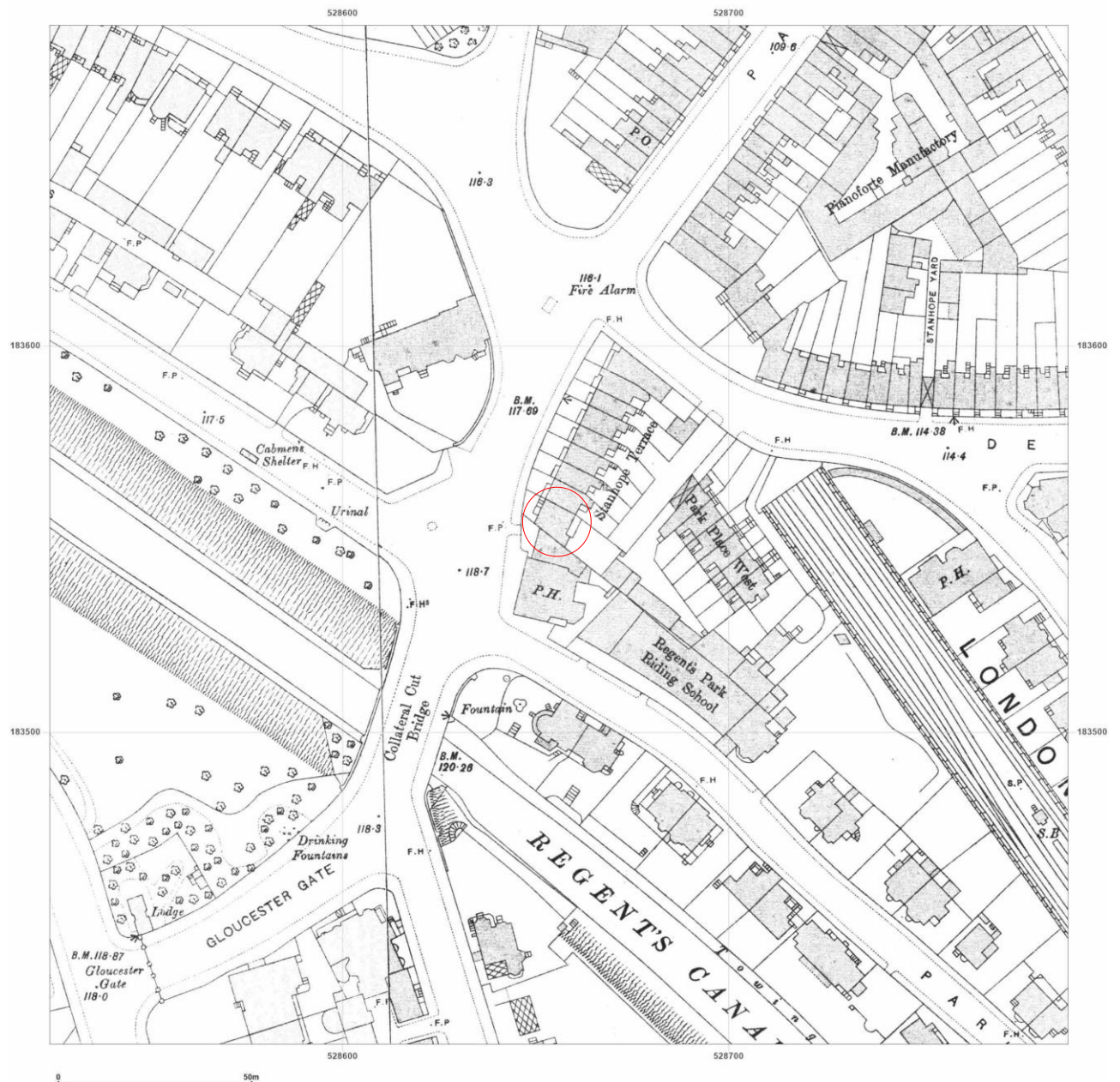


Fig 2: An extract of the 1896 Ordnance Survey map, with 125 Parkway highlighted.

- 2.3 The 1916 Ordnance Survey map (**Fig 3**) shows the westwards expansion of the railway line, which by this time had truncated five of the nine original terraced houses on Stanhope Terrace.



Fig 3: An extract of the 1916 Ordnance Survey map, with 125 Parkway highlighted.

2.4 The terrace is recorded on an oblique aerial photo taken in 1946 (**Fig 4**), and some vertical aerial images (e.g. **Fig 5**). 125 Parkway is not clearly visible on the oblique aerial photo, such that the detail of the house is largely hidden, but it can be observed that the house was a storey lower than the neighbouring houses in the terrace to the north. It is also possible to tell that there appears to have been a fire wall that separated the angled side element from the rest of the house. However, the Ordnance Survey maps do not show a line that would suggest 125 Parkway was historically subdivided in such a way. The vertical photo (**Fig 5**) shows a rear extension that took up at least half of the rear garden (it has a different footprint to the present rear extension).

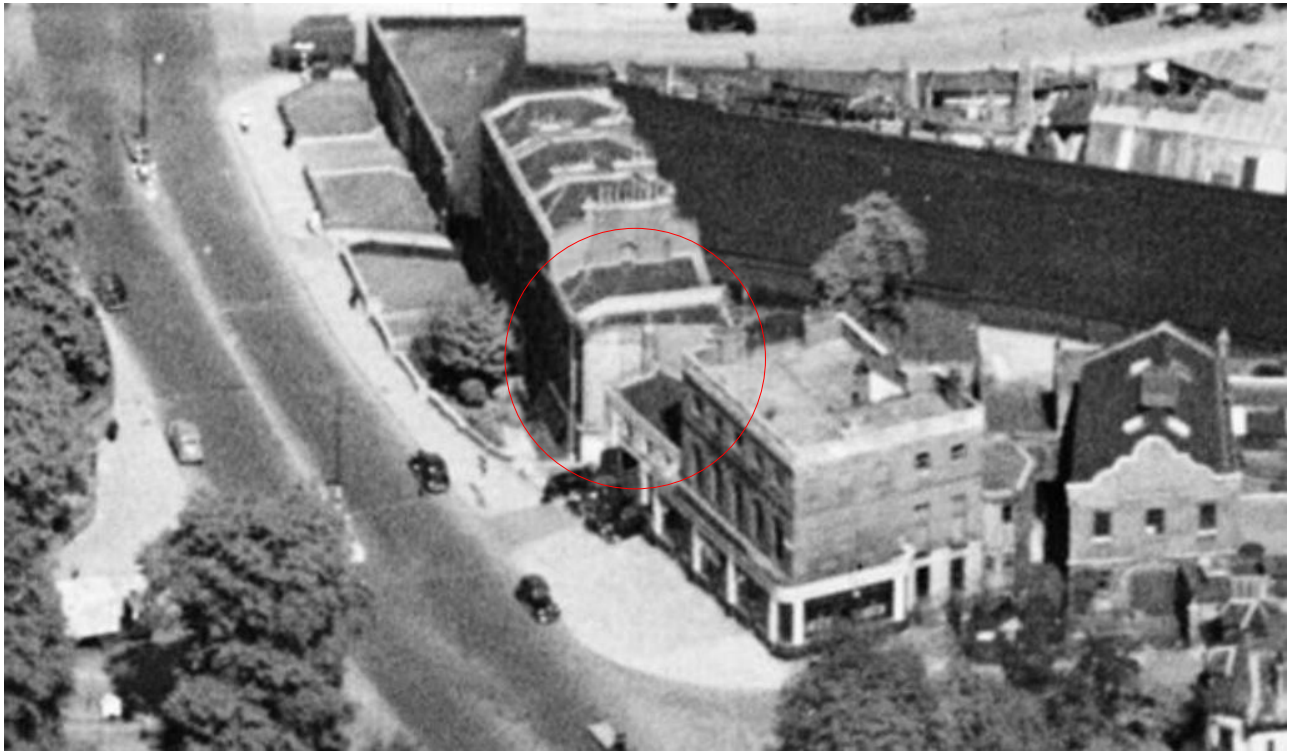


Fig 4: An oblique aerial photo of 125 Parkway from the south, taken in 1946. © HES

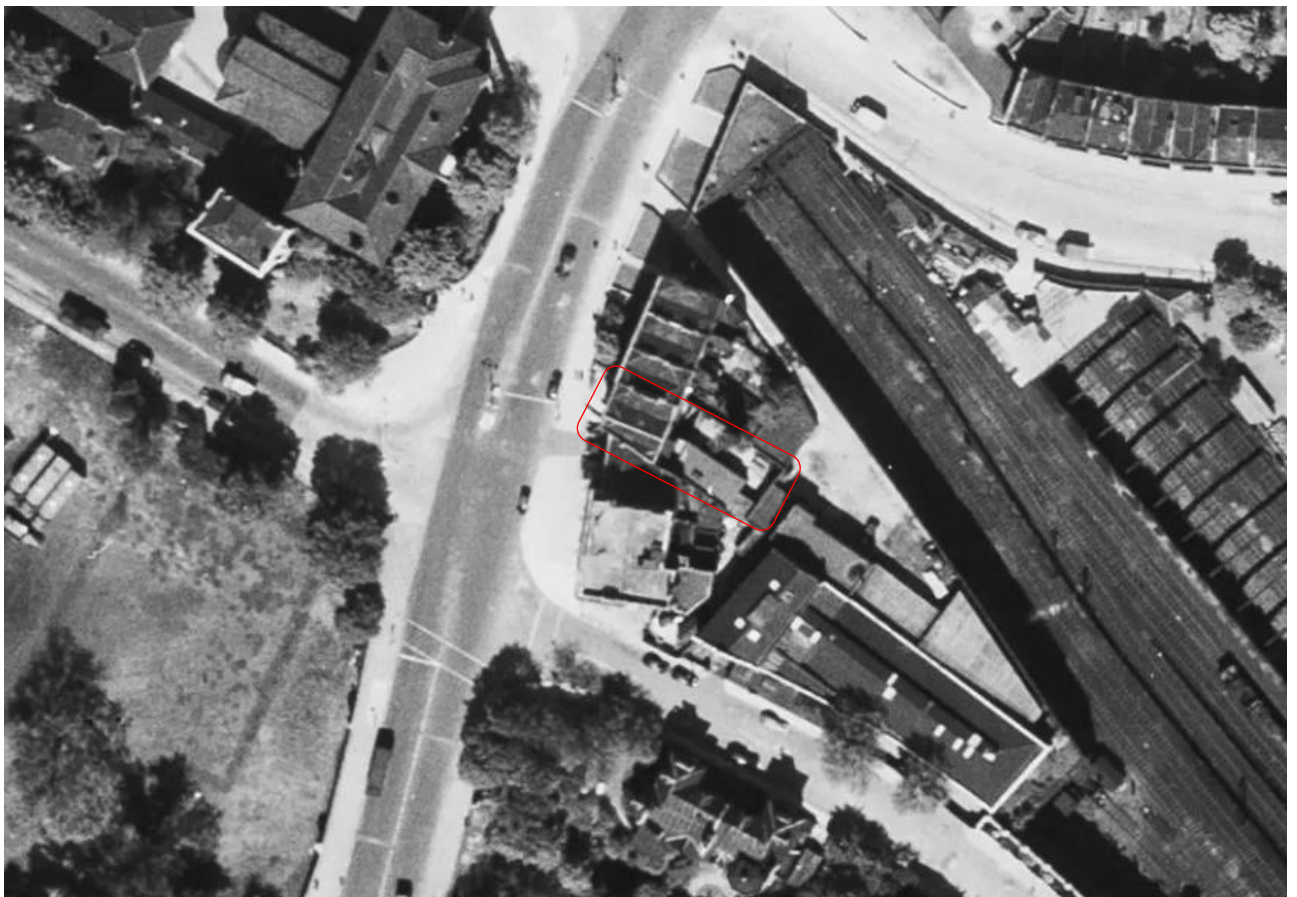


Fig 5: A vertical aerial photo of 125 Parkway, taken in 1946. © Historic England

2.5 The 1952 Ordnance Survey map (**Fig 6**) shows the rear extension to 125 Parkway in place.

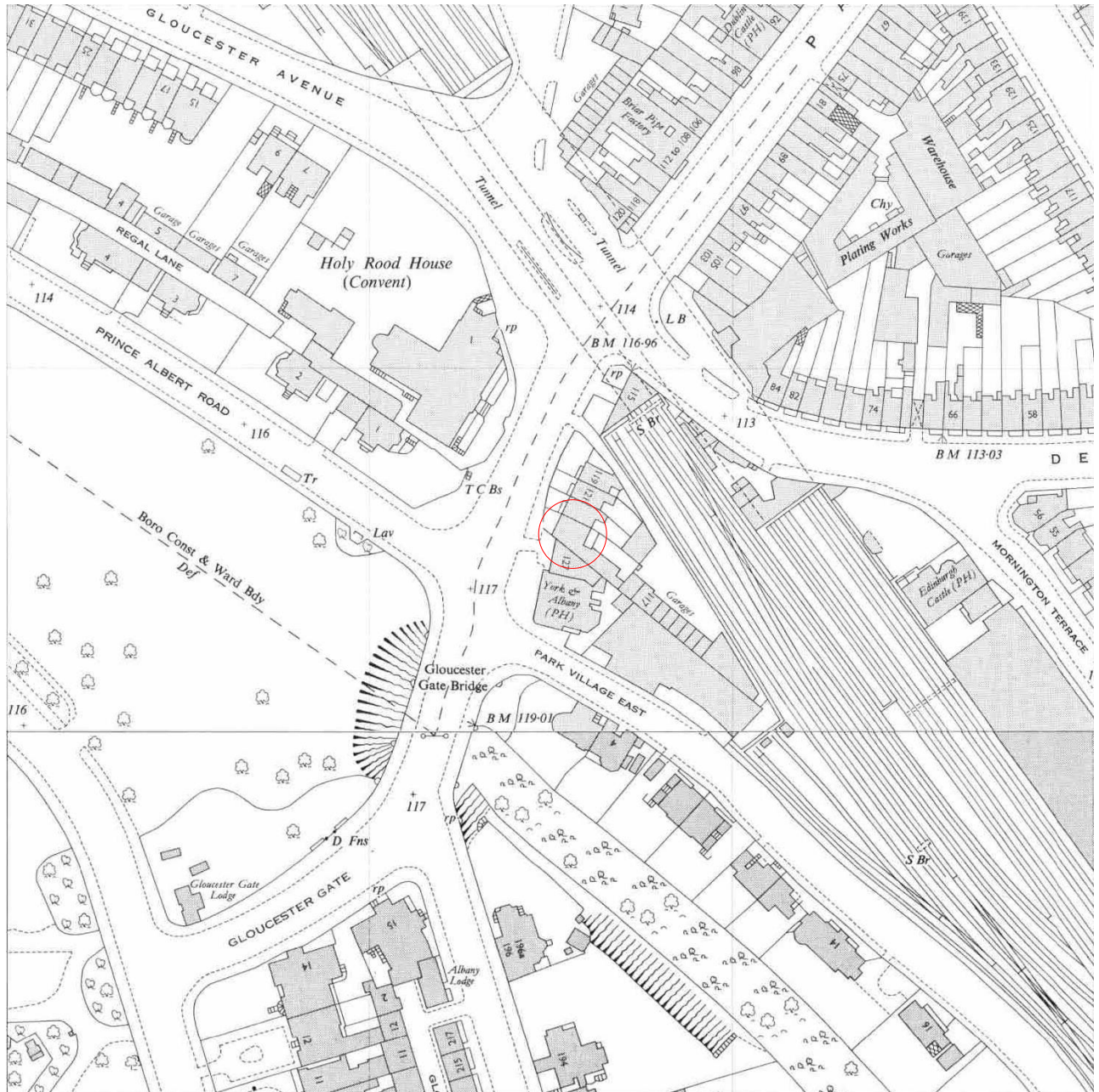


Fig 6: An extract of the 1952 Ordnance Survey map, with 125 Parkway highlighted.

2.6 The planning history records that planning permission was granted in 1963 for the erection of single-storey store building at rear of 125 Parkway (ref TP80251/216) and that is probably the date of the existing rear extension (though it was extended again to the north and may have been rebuilt at that time).

2.7 The London Metropolitan Archives holds a photo of the terrace, taken in 1977 (see the extract of 125 Parkway at **Fig 7**), which records the building with the front light well infilled, probably in connection with the creation of the ground floor shopfront. The façade was painted, and the building was a storey lower than the neighbouring terrace.



Fig 7: An extract of a 1977 photo of 125 Parkway. © London Metropolitan Archives

- 2.8 The planning history records that planning permission was granted in 1980 for alterations to the front elevation at basement and ground floor level, and the erection of a rear, four storey extension to provide additional toilet and staff facilities (refs. 30600 & HB2456). Later in the same year, permission was granted for the erection of an additional third floor for residential purposes (refs. 31201 & HB2517).

Significance

- 2.9 The terrace at 125 Parkway was listed on 1 August 1973. The main descriptive text from the list entry is quoted below:

"End of terrace house. Early C19, altered in C20 and restored late C20. Yellow stock brick, 3rd floor rebuilt in multi-coloured stock brick. Rusticated stucco ground floor. 4 storeys and basement. 3 windows with slightly recessed entrance bay. Doorway with flanking pilasters carrying entablature; pilaster-jambs, cornice-head, fanlight and panelled door. Ground floor with round-arched windows with margin glazing. Recessed sashes; 1st floor in shallow, round-arched recesses (except entrance bay) with cast-iron balconies. Main stucco cornice at 3rd floor level. Stucco cornice and blocking course above 3rd floor. INTERIOR: not inspected. SUBSIDIARY FEATURES: attached cast-iron railings."

- 2.10 Pevsner⁸ does not mention the house, or the terrace. The Regents Park Conservation Area Character Appraisal & Management Plan has a short description of the terrace at 119-125 Parkway and this is quoted below:

"A yellow stock brick terrace completed in 1834 outside the Park limits, standing at the head of Parkway that leads down to Camden Town, this provides a transition between parkscape and townscape."

- 2.11 The significance of the former house at 125 Parkway is attributable to its architectural and historic interest. It is clear from the relatively early listing, in 1971, that the significance of the terrace was recognised at an early stage. The building was plainly not internally inspected at the time of listing. As was common practice at the time, the house would have been listed based on its age, and the intactness of the façade, as a good representative example of respectable, good quality early C19 speculative terraced housing. Although not cited specifically in the list entry, 125 Parkway has group value with the adjoining terrace at 119-123 Parkway (**Photos 2 & 3**).

- 2.12 125 Parkway can lay claim to historic interest in its age, and as part of a development that is representative of London's expansion at that time, and still displaying Georgian sensibilities and influences (**Photo 1**). Its façade is relatively intact, although as can be seen from the historic background, and **Photos 1 & 3** below, the upper part of the façade has been added in c. 1980.

⁸ Cherry and Pevsner, *The Buildings of England. London 4: North* (London, 1998)



Photo 1: A frontal view of 125 Parkway.



Photo 2: A frontal view of 119-125 Parkway.



Photo 3: An oblique view of 119-125 Parkway.

2.13 As can be seen from **Photo 4** below, and as might be expected, the rear elevation has been much more altered, notably with the addition of the tall, full height closet wing. The rear extension, with its modern brick and concrete lintels to the windows (**Photo 5**), is also a modern addition.



Photo 4: An elevated view of the rear of 125 Parkway.



Photo 5: The rear extension to 125 Parkway.

2.14 Turning to the interior, the lower ground floor as it is today, is a somewhat sterile space with almost no character left, although the front and rear rooms have retained their plan form and the chimneybreasts denote the original layout (e.g. **Photo 6**). The plan form of the lower ground floor hallway appears to have been compartmentalised (a blocked arched recess is overlapped by the wall of the storeroom at the front of the building) but the little rear closet wing projection may be the original, as recorded on the first edition Ordnance Survey map. The staircase appears to be a later replacement, but the fabric was not exposed to check this (the stairs is covered by a carpet). The windows are modern replacements and the large rear window, and the back door to the light well, are obviously non-original. Although the lower ground floor would always have been quite plain and simple, there are no observable historic features here.



Photo 6: The lower ground floor front room.



Photo 7: The steel staircase to the lower ground floor front lightwell.

- 2.15 The ground floor entrance hall has a good deal of character (**Photo 8**), with a Georgian style staircase at the rear and a Victorian-looking replica plaster cornice, and two blind recesses to the southern wall. However, the staircase appears to have been substantially reconstructed, with the balusters and handrail of modern appearance, possibly replicas of what existed before, but the general form of the staircase still speaks of Georgian elegance, in its flowing form and steeply rising handrail.



Photo 8: The ground floor hallway.

- 2.16 The plan form appears intact and the rear room has what appears to be original shutters (painted shut), set within a joinery surround and with a period-appropriate reeded cornice (**Photo 9**). The low level panelling/joinery that overlaps the chimneybreast in this room is clearly modern, however. The front room has retained no observable historic features, which is perhaps unsurprising, given it was once a shopfloor, behind a shopfront. The doors and the reveals to the front room have applied mouldings to give the impression of panelling; only the reveals to the rear room have recessed historic panelling. The rear extension, unsurprisingly given its more recent construction, is devoid of any features of note.



Photo 9: The window surround and cornice at the rear ground floor room.

2.17 At the first floor, the plan form appears to be as original, with a small front room off the stairwell, and with conventional front and rear rooms also accessed off the same space. The doors are modern, with applied mouldings, but the main front room has a simple cornice with relief band below, down to the picture rail (**Photo 10**). The decorative motif looks perhaps too floral for the age of the building, but it repeats the motifs to the marble chimneypiece, which has a late-Georgian reeded motif (**Photo 11**), and so could be authentic. The chimneypieces are the same in the front and rear rooms; the cast iron inserts are of an Edwardian design and are presumed to have been replaced. There are original shutter boxes to the front room, but the windows are replacements. The window surround to the rear room does not have shutters but it could be original (though with replacement sashes). The rear room has no cornice. The tall skirting boards to both principal rooms could be original.



Photo 10: A detail of the first floor front room cornice.



Photo 11: A detail of the first floor front room chimneypiece.

- 2.18 The second floor has a similar layout as the first floor, but there are no features of note, other than the doorcases to the front and rear rooms, and the window surrounds to the front rooms.
- 2.19 The third floor, created c. 1980, has no historic interest or value and it is devoid of any features of note. It is not discussed further.

3.0 IMPACT ASSESSMENT

- 3.1 The proposals can be summarised as a change of use to a single family dwelling, with minor internal and external alterations.
- 3.2 The only proposed external change involves the replacement of the crude steel staircase of c. 1980 to the front light well, with a masonry one with stone steps, as at the adjacent 125 Parkway. This would improve the quality of the front light well and enhance the listed building and the conservation area.
- 3.3 The internal changes are minor. The rooms in the original front part the building would be repurposed for residential use, but this does not require physical changes. The areas where changes are generally required, are the modern office WCs in the c. 1980 closet wing, which would be reconfigured to create domestic bathrooms. This would not affect anything of significance. The domestic kitchen would be located in the rear extension (c. late C20), where there are again no sensitivities and where this change would have no effect on anything historic. At the modern third floor, it is proposed to reconfigure some of the modern stud partitions and replace the kitchen with a bathroom. There are again no sensitivities on the top floor and this change would have no effect on anything historic.
- 3.4 The change of use of the building to a single family dwelling would reinstate the originally intended use of the former house, and it remains the most appropriate use, given the building's domestic origins, layout and character. This use would accordingly enhance the ability to appreciate the building's significance.

4.0 CONCLUSIONS

- 4.1 This report presents a proportionate assessment of the significance of the listed former house at 125 Parkway. The effects of the proposals on the significance of the listed building have also been assessed.

- 4.2 The assessment in this report has demonstrated that the listed building has been subject to much internal reconfiguration, and that the proposed internal and external alterations would preserve and enhance the significance of the listed building.
- 4.3 Because no harm has been identified, there are no policy conflicts with the Development Plan. The proposed development also complies with the statutory duties in s.66 and s.72 of the Planning Listed Buildings and Conservation Areas Act, 1990. In terms of the balancing exercise, as per paragraph 208 of the National Planning Policy Framework, there is a clear heritage imperative to grant permission for the proposed reversion of the building to a single family dwelling.