

4-6 Duke's Road, Saint Pancras, London, WC1H 9AD

Heritage Statement

Proposal: Insertion of 2no new dormer windows to the rear roof slopes of no's 4 and 6 Duke's Road.

January 2025

Introduction

This Heritage Statement has been prepared in support of applications for Listed building Consent and Planning Permission in relation to 4-6 Duke's Road London WC1H 9AD (the site). This report should be read in conjunction with the Architectural Drawings produced by Norton Mayfield Architects (NMA).

The application property at 2-4 Dukes Road is part of a wider terrace from 2 – 16 Dukes Road which is designated as Grade II* Listed. The terrace was added to the list in June 1954. The terrace is comprised of a row of 8 shops at ground level with residential accommodation above. The Historic England list entry sets that the entire terrace was built by Thomas Cubitt in circa 1822. By Thomas Cubitt and restored towards the end of the 20th century. The shopfronts at ground level are identified as shopfronts of Merit within the Bloomsbury Conservation Area Appraisal.

The application property at no.4-6 is occupied by an Indoor Recreation Centre (Class E) at ground level with 2no residential flats above. This section of the terrace was formerly occupied as a Language School (Class F1).

Bloomsbury Conservation Area

The area is characterised by a network of quiet squares and grand Georgian terraces. The area has long attracted Artists, author's and lawyers who called this area home and incorporated the character of the area into their work.

The nearby Upper Woburn Abbey and Woburn Walk are named after the Woburn Abbey, which was the main country seat of the Dukes of Bedford, who developed much of Bloomsbury.

The application site sits within the Bloomsbury Conservation Area Sub Area 13: Cartwright Gardens/Argyle Square. The Conservation Area Appraisal (adopted 2011) sets out in relation to Sub Area 13 that:

“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.”

“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.”

Historic Development and Significance of Duke’s Road

Dukes Road is located in the North of Bloomsbury running south from Euston Road to the east end of Woburn Walk. The road was developed by the fourth Duke of Bedford in the 1760s as a private road from the Bedford estate to the Euston Road, along the site of an existing trackway, and named by the Duke of Bedford after himself.

Duke’s Road forms part of the Duke of Bedford’s Estate which, as noted by Donald Olsen in his book, *Town Planning in London, 2nd Edition, 1984*, “Far from being typical, the Bedford estate may well have been the best managed urban estate in England”. “For Many people the Bedford estate and Bloomsbury are synonymous, although sales of land in the twentieth century have reduced the original 112 acres to a mere 20” (*Survey of London, vol. 5, 1914; Shirley Green, Who Owns London?, 1986*).

The area had been undeveloped and mostly fields until after the construction of Euston Road in the later eighteenth century.

Shops with houses over were built on the west side of the street by Thomas Cubitt in about 1822 (continuing a terrace from Woburn Walk); they became listed buildings in 1954

On some maps, the street appears as Duke’s Row; on Cruchley’s map of 1827 and Stanford’s map of 1862, it is named as Duke’s Road

Historical Maps from 1819 show consecutive numbers from 1 to 17 running from south to north along the east side of the street. The houses may have been renumbered after the west side was also developed.

The street was originally designed primarily for access, not for residents. Until the 1840s access from the north was gated, and admission was by silver ticket held by residents only.

Duke's Road includes the following elements of Streetscape interest: Granite Kerbs and York Stone Slabs.

The site of The Place theatre was occupied from 1846 by the Lord Nelson Music Hall, also known as the New Music Hall, Frampton's, and the Euston Music Hall (though not to be confused with the music hall of the same name on the site of St Pancras Library)

In 1889 the Artists' Rifles Drill Hall designed by Robert Edis was opened on the east side of the street. Grafton Mansions were built in 1890 on the west side, replacing earlier buildings

The only remaining part of the original roadway is the north end; the lower part of the road seems to have run alongside the present-day Woburn Place (including Upper Woburn Place)

The terrace sits directly opposite Grafton Mansions, and no 22 Dukes Road, which are both identified as positive contributors to the Conservation area. (Source: UCL BLOOMSBURY PROJECT available at the following link: https://www.ucl.ac.uk/bloomsbury-project/streets/dukes_road.htm)

Historic Maps



An exact survey of the city's of London Westminster ye Borough of Southwark and the country near ten miles round; begun in 1741 & ended in 1745 / by John Rocque; and engraved by Richard Pan, 1746. Saint Pancras is shown on the left side of the map.



Thompson map of the parish of St Pancras, 1804. Construction of the Regent's Canal started in 1812. Note that the map is orientated with north to the right. Source: Bodleian Library.



London (First Editions c1850s) XXV Surveyed: 1870, Published: 1876 Surveyed in 1870 by Colonel Bayly R.E. Engraved in 1875 under the direction of Colonel Bayly R.R at the Ordnance Survey and Published by Major General J. Cameron. 29th of April 1876



Map Of London 1868, By Edward Weller, F.R.G.S. Revised And Corrected to the Present Time By John Dower, F.R.G.S.



St Pancras Ordnance Survey antique map 1885. Published in the Report of the Boundary Commissioners for England and Wales 1885. This zincographed Ordnance Survey map was produced by Colonel R. Owen Jones, Royal Engineers and printed by Eyre and Spottiswoode, London.

Site and Surrounding Area

This application relates to a set of terraced properties which are Grade II* Listed. The site is located within the Bloomsbury Conservation Area within the London Borough of Camden. The area was one of London's first suburbs and was historically, an upper middle class enclave,

The application property is occupied as an Indoor Recreation Centre (Class E) at ground level with two residential flats above.



Google Street view of the property frontage.

Property Listing

Heritage Category: Listed Building

Grade: II*

List Entry Number: 1342088

Date first listed: 10-Jun-1954

List Entry Name: 2-16, DUKES ROAD

Statutory Address: 2-16, DUKES ROAD

Listing Description

Terrace of 8 shops with accommodation over. c1822. By Thomas Cubitt, restored late C20. Stucco, ground floors painted black. Slated roofs with dormers.

EXTERIOR: 3 storeys, attics and cellars. 1 window each. Party walls of upper floors articulated by narrow recessed bays; narrow window bay between left hand pair.

Nos 4-8 & 16, good wooden shopfronts with pilasters carrying continuous entablature with anthemion ornament to architrave; projecting, bracketed shop windows with rounded corners and small panes;

No.2, without shopfront;

No, 10 shopfront altered;

No.12, shopfront converted for use as hotel entrance;

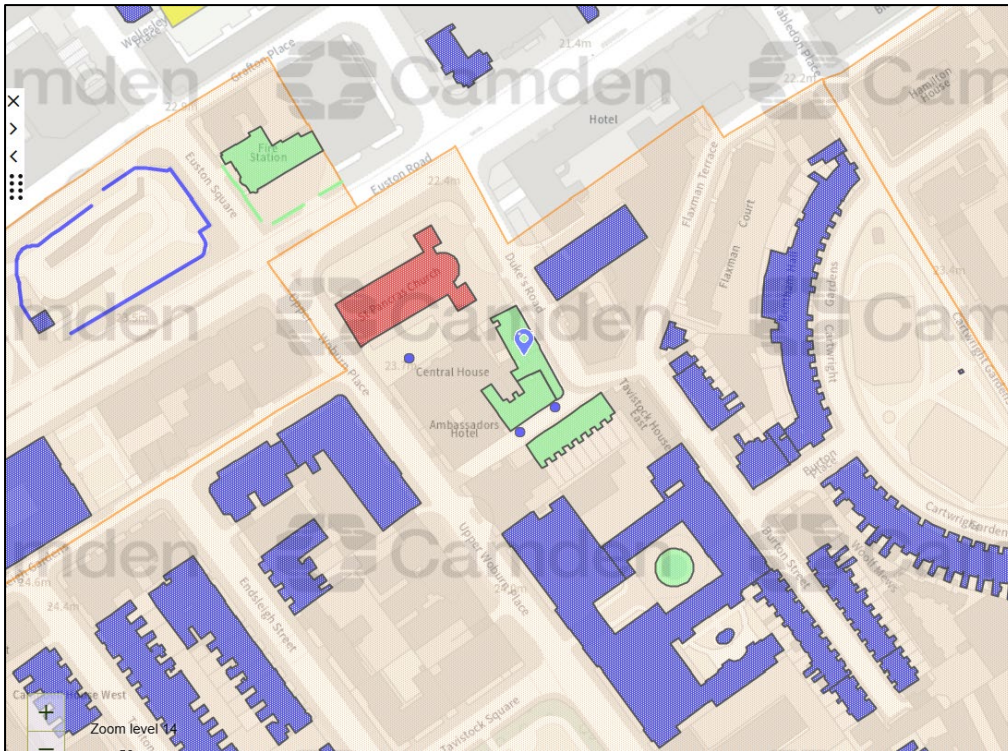
No.14, C20 shop window added in Regency style but without continuous entablature. Shopfronts mostly flanked by panelled and half-glazed doors with overlights;

Nos 14 & 16, round-arched doorways with cornice-heads, patterned fanlights and half-glazed doors. Upper floors have segmental-arched windows having plain architraves studded with paterae; 1st floor, 4 lights with cast-iron balconies, 2nd floor tripartite. Parapets with plain bands. Right hand return of No.16 has 2 windows, 1 with cast-iron balcony and pilasters having fat palmette capitals; pediment.

INTERIORS: not inspected. (Survey of London: Vol. XXI, Tottenham Court Road and Neighbourhood, St Pancras III: London: -1950: 106).

Nearby Listed Buildings

There are also a number of nearby listed buildings in close proximity to the application site. As the external impact of the proposed scheme is very limited, the setting of these listed buildings is not considered to be affected by the proposals.



London Borough of Camden's Conservation Area Map showing the extent of the Conservation Area and nearby Listed buildings.

Proposal Description

The proposal is for the insertion of a new modest dormer windows within the rear roof slopes of the numbers 4 and 6.

The other properties within the terraced row already benefit from identical rear dormers.

The front of the property's already feature dormers.

The proposed dormers will mirror the front dormers on the front roof slopes and the dormers on the adjacent terraced properties (see for example no's. 8, 10, 12 Duke's Road). The proposed dormers are subordinate additions to the property. The dormers will only moderately protrude from the existing roof slope in the same way as the front roof dormers and the dormers on the adjacent properties within the terrace. See the proposed rear elevation plan below for reference.

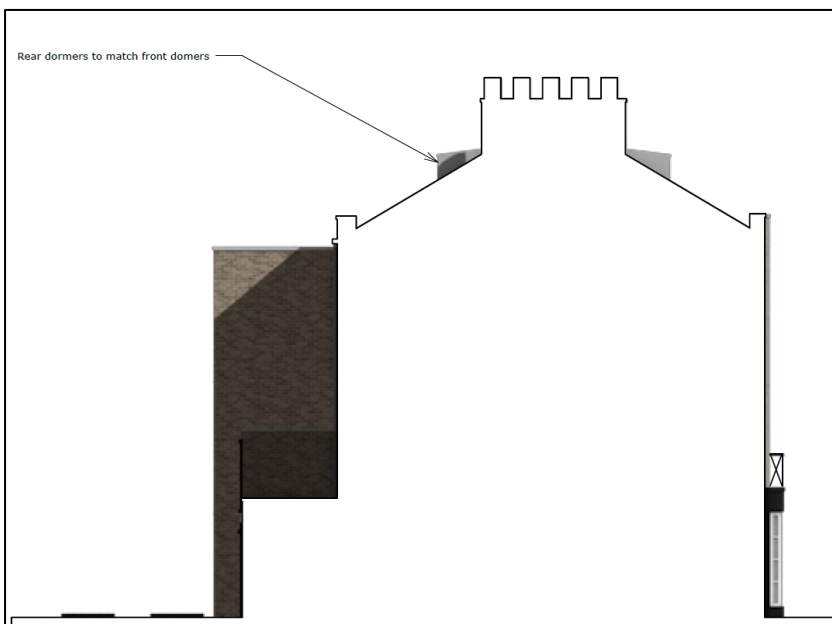
The dormers will be positioned in centre of the rear roof slope with plenty of roof space surrounding the proposed dormer window. The dormer will occupy less than 50% of the rear roof slope. The dormers are set well below the ridge of the roof and is a subordinate addition to the roof slope.

The new dormers will increase the uniformity of the terraces along the rear roof slopes matching these properties with the adjacent terraces.

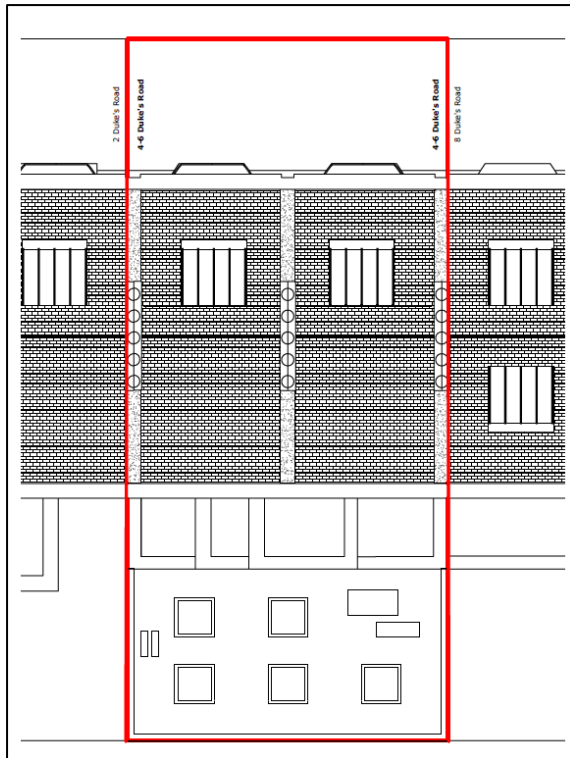
The new dormers will allow for additional natural light within the roof space and also allow for increased manoeuvrability allowed by the increased head height within the roof. This will allow more efficient and practical use of the roof space.



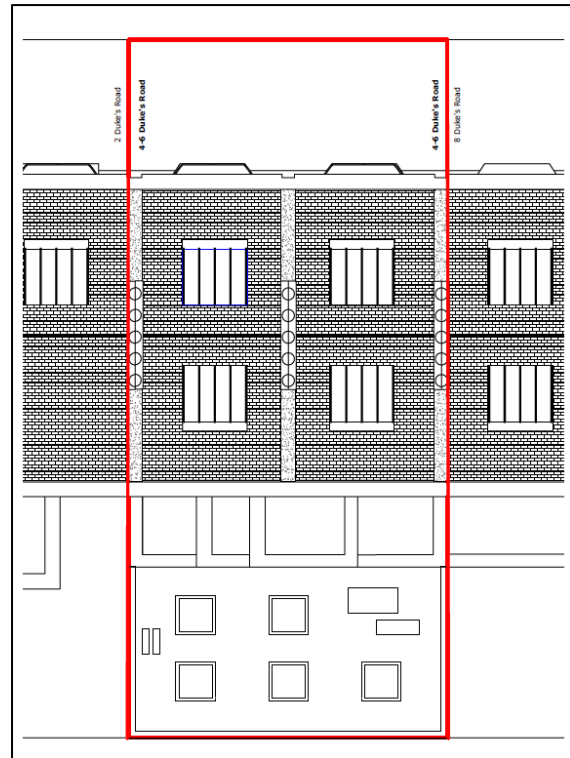
Proposed rear elevation showing the proposed new dormers on both roof slopes.



Proposed Side Elevation showing extent and profile of the proposed rear dormer



Existing Roof Plan showing dormers on front roof slope and dormers on adjacent rear roof slopes



Proposed Roof Plan showing new dormers on rear roof

The new dormers will have small windows with 8 panels and georgian bars to match the windows on the lower floors and the adjacent terraces. The windows will be timber framed and will be set within the grey rear facing gable of the dormers. The majority of the gable will nevertheless be taken up by the window. The roof of the dormers will be sheet metal installed on a descending slant from the main roof slope to match the appearance and profile of the adjacent dormers.

No other amendments are proposed to the rear elevation or external façades of the buildings.

Relevant Planning Policy

The following paragraphs briefly set out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment. The relevant statutory provision for the historic environment is the Planning (Listed Buildings and Conservation Areas) Act 1990.

National Planning Policy & Legislation

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that:

'In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that:

'...special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'

The revised National Planning Policy Framework 2024 (NPPF) sets out the Government's planning policies and how these are expected to be applied. There is a general presumption in favour of sustainable development within national planning policy guidance. Paragraphs 189, 190, 192 and 193 are relevant to this application.

Paragraph 207

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. 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. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Paragraph 208

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

Paragraph 210:

In determining applications, local planning authorities should take account of:

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

Paragraph 212

When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 213:

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.

Paragraph 214:

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 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.

Paragraph 215:

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.

London Borough of Camden Local Plan

Camden's Local Plan was adopted in June 2017. The most relevant policy in this case is Policy D2: Heritage.

Regarding Conservation Areas, the policy states that the Council will:

- Require that development within conservation areas preserves or, where possible, enhances the character and appearance of the area.

Regarding Listed Buildings, the policy sets out that the Council will:

- 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
- Resist development that would cause harm to significance of a listed building through an effect on its setting.

Heritage Impact Assessment and Summary

Heritage impact is defined as the potential level of harm or benefit to the special architectural or historic interest caused by a proposed development. The NPPF stresses that impacts on heritage assets should be avoided and if it cannot be avoided, it should be minimised or mitigated. The NPPF does not prescribe a format for analysis of heritage significance and/or impact.

The application site which forms part of no's. 2-16, DUKES ROAD comprise a terrace row of buildings of architectural significance and historic interest. The shop fronts are identified as shopfronts of merit. The proposed scheme is for the creation of rear dormer windows in the rear roof slopes of no's.4 and 6 Dukes Road. The proposal presents modest alterations to the buildings to create a more practical user-friendly space within the roof of each building. The proposal wholly mimics the form and design of the existing dormers at the neighbouring terraces. The proposal includes minimal alterations to the building as a whole and will not affect its standing within the Conservation Area. The proposed dormers will be positioned on the rear roof slopes of the buildings and will not be visible from the street scene along Duke's Road.

The new dormers will not have any detrimental impact on the character or appearance of nearby listed buildings, their setting or the sites surrounding context.

The property will continue to exist in its current form, contributing and complementing the rich character of the street scene and the significance of the surrounding Conservation area.

Policy compliance

The general tone of national and local historic environment policy is to avoid causing harm to the special interest and significance of listed buildings and other heritage assets. This is based on the relevant statutory provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990. As set out above, the proposed works are limited in nature and only affect the rear roof slope of the building. The proposal will not result in any harm to the special interest and significance of the listed building.

National planning policy (the NPPF) requires an assessment of whether harm is caused by any aspect of a proposed scheme, ensuring that any harm is justified and is potentially offset by other considerations. As set out above, it is considered that the proposed scheme would not result in any harm to the listing building or the wider conservation area. The new dormers would align the rear roof slopes with the rear roof slopes of the adjacent terraces, the majority of which already feature identical rear dormer windows. The new dormers will allow for a more practical and user friendly space within the roof of each of the buildings make more efficient use of the entirety of the properties for its tenants. The proposed dormer extensions would cause negligible harm to the

significance of the listed building in terms of its impact on the original fabric of the building, however this is immaterial and as a whole, the proposal should be acceptable in listed building terms.

With regard to listed buildings, local policy sets out that the council will *'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.'* For the reasons set out above, it is considered that the proposals would not result in harm to the special architecture and historic interest of the building. The new dormers have been designed to closely match the existing dormers on the adjacent properties and these dormers are long established features along the rear roof slopes of the terraced row. The new dormers will blend in naturally with the other properties along the terrace row. As such, it is considered that the overall project would not cause harm to the building's special historic and architectural interest.

Conclusion

This Heritage statement has considered the potential impact of the proposed rear dormer extensions on the setting of property, nearby listed buildings and impact on the surrounding Bloomsbury Conservation Area.

The proposed scheme offers both enhancement to the listed building and an appropriate upgrade to the existing accommodation within the roof of the building. As a whole, we conclude that the proposal would not cause harm to the special interest of the listed building or the surrounding conservation area. The properties will continue to contribute positively to the character of the street along Duke's Road and will maintain its significance within the wider Conservation Area.

The proposed scheme represents an opportunity to enhance the space provided within the building for the long term benefit of its occupants whilst still respecting its architectural and historic special interest. As detailed, the proposals avoid causing harm to the existing Listed Building and the enhancements offered by the scheme accord with national and local historic environment policy and the relevant statutory provisions.

We trust that you will find the information submitted herewith is sufficient to demonstrate that the proposal is appropriate for this location and grant approval accordingly. Should you require any further information, please do not hesitate to contact us at zalman@eatownplanning.co.uk or 0330 221 0449.



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