

HERITAGE STATEMENT
CORAM EAST BUILDING,
BLOOMSBURY

October 2013





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1.0 INTRODUCTION

1.01 Beacon Planning has been appointed by The Thomas Coram Foundation for Children (hereafter known as Coram) to assist with obtaining planning permission for the redevelopment of former mortuary and swimming pool buildings to provide a new flexible building known as New East Building Phase A.

1.02 New East Building Phase A is the westernmost half of a larger development. It is the intention that Phase B will be constructed at a later date to join with Phase A, thereby creating a larger, single building. Phase B does not form part of this application and will be the subject of a forthcoming planning application.

1.03 Planning permission for a single three storey building was granted in 2010 (2010/4408/P). Conservation area consent was also obtained in 2010 for the demolition of the former mortuary and swimming pool, along with Gregory House (2010/4411/C). This followed a planning permission and conservation area consent granted in 2006/7 also for the demolition of the mortuary, swimming pool and Gregory House buildings and replacement with a three storey building (2006/2951/P & 2006/2952/C respectively). The principle of their demolition and replacement has therefore already previously been accepted by the London Borough of Camden. Conservation area consent has recently been abolished (1 October 2013) and will now be dealt with under the planning permission that is the subject of this application.

1.04 The purpose of this document is to meet the requirements of paragraph 128 of the National Planning Policy Framework (NPPF). This states that where any development proposals affect heritage assets, the significance of these assets must be defined including any contribution made by their setting. The level of detail required should be proportionate to the assets' importance. The application site is located within the Bloomsbury Conservation Area and forms part of the setting of the Grade II boundary wall and Grade II* Registered Park and Garden immediately to the north.

1.05 It is intended that this document is read in conjunction with the Design and Access Statement and plans submitted with this application. It is not intended to offer comment on the structural condition of the buildings or the archaeological implications of the proposals.

1.06 The existing and proposed buildings are orientated on a northeast – southwest axis. For ease of interpretation, the site has been described as follows:

- North elevation: fronting St George's Gardens
- East elevation: fronting Gregory House
- South elevation: fronting No. 49 Mecklenburgh Square Coram Building South Wing
- West elevation: fronting No. 49 Mecklenburgh Square Coram Building North Wing

2.0 STATUTORY CONSTRAINTS

2.01 The application site is located within sub-area 12 of the Bloomsbury Conservation Area. The conservation area was recently appraised in 2011 in the 'Bloomsbury Conservation Area Appraisal and Management Strategy'. This document sets out the prevailing characteristics of this part of the conservation area and does not identify the buildings proposed for demolition as making a positive contribution.

2.02 On the northern boundary of the site is a perimeter wall to the Registered Park and Garden. This is listed in Grade II (please see appendix 1 for the list description).

2.03 To the north of the application site is St George's Gardens which is designated as a Grade II* Registered Park and Garden (please see appendix 1 for register entry). There are a number of Grade II listed tombs within the park and garden, including a C18 obelisk, and a Grade II listed mortuary chapel.

2.04 There are a number of other heritage assets close to the application site, however due to the distance, intervening development and/or mature trees it is not considered that the proposals will affect their setting.

2.05 The buildings which currently comprise the application site do not have any local or national designation. They are not therefore considered to be heritage assets.

3.0 HISTORY OF THE SITE AND SURROUNDINGS



Rocque's Map of London 1746

3.01 The built history of the site dates to the mid C18 and the construction of the Foundling Hospital. Established in 1739 this was the first institution nationally that was dedicated to the care of children, providing a home to London's destitute infants. The hospital is clearly evident on Roque's Map of London published in 1746. This shows the Foundling Hospital with its extensive gardens set within Lambs Conduit Fields, providing at that time an open aspect to the hospital building.

3.02 To the north of the Foundling Hospital is shown the rectangular spaces of 'St George the Martyr's Burying Ground' and 'Bloomsbury Burying Ground'. This was established in 1713 as burial grounds for St George the Martyr in Holborn and St George's, Bloomsbury, hence the division between the two spaces. At that time they were unconnected with separate entrances. The burial

grounds remained in use until 1850s when the Burial Acts forced their closure. In the 1880s the burial ground was reopened as a garden which was a popular trend that gained momentum throughout the second half of the C19. The listed boundary walls are approximately contemporary with the establishment of the burial ground, constructed in red brick with stone coping to the piers.

3.03 To the south of the Foundling Hospital were the fashionable planned terraces of Red Lion Square, Bloomsbury Square, and other set pieces which form early examples of town planning. This area of London expanded rapidly in the late C17 and early C18, much of which was the work of speculative builders such as Nicholas Barbon. This accounts for much of the uniformity that now characterises these streets which was more for ease of construction than intentional design.



Richard Horwood's Map of London 1792 (courtesy of the British Library online gallery)

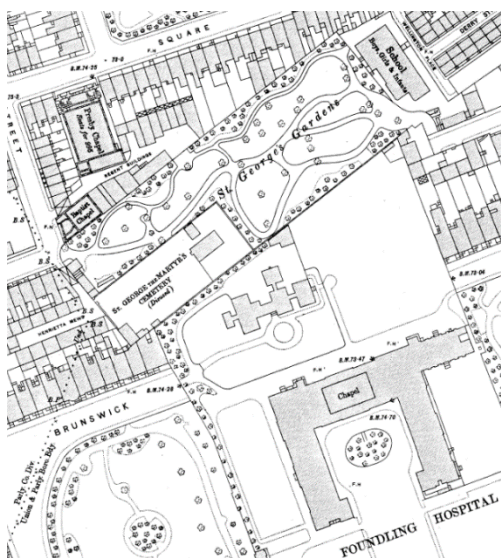
3.04 In the late C18, the Foundling Hospital raised money by releasing land for house building, resulting in Brunswick Square and Mecklenburgh Square and a network of streets nearby. This prompted other landowners to follow suit and by the early C19 the Foundling Hospital and Burial Ground had become enveloped by development. Horwood's map of 1792 shows the beginnings of Brunswick Square which developed on the western side.

3.05 In the C19 however the area became less fashionable due to the rise of other residential areas to the north and west. This led to a growth in institutional uses including University College, the British Museum, and specialist hospitals. This continued to drive growth throughout the later C19 and C20 and remains an important characteristic of the area.



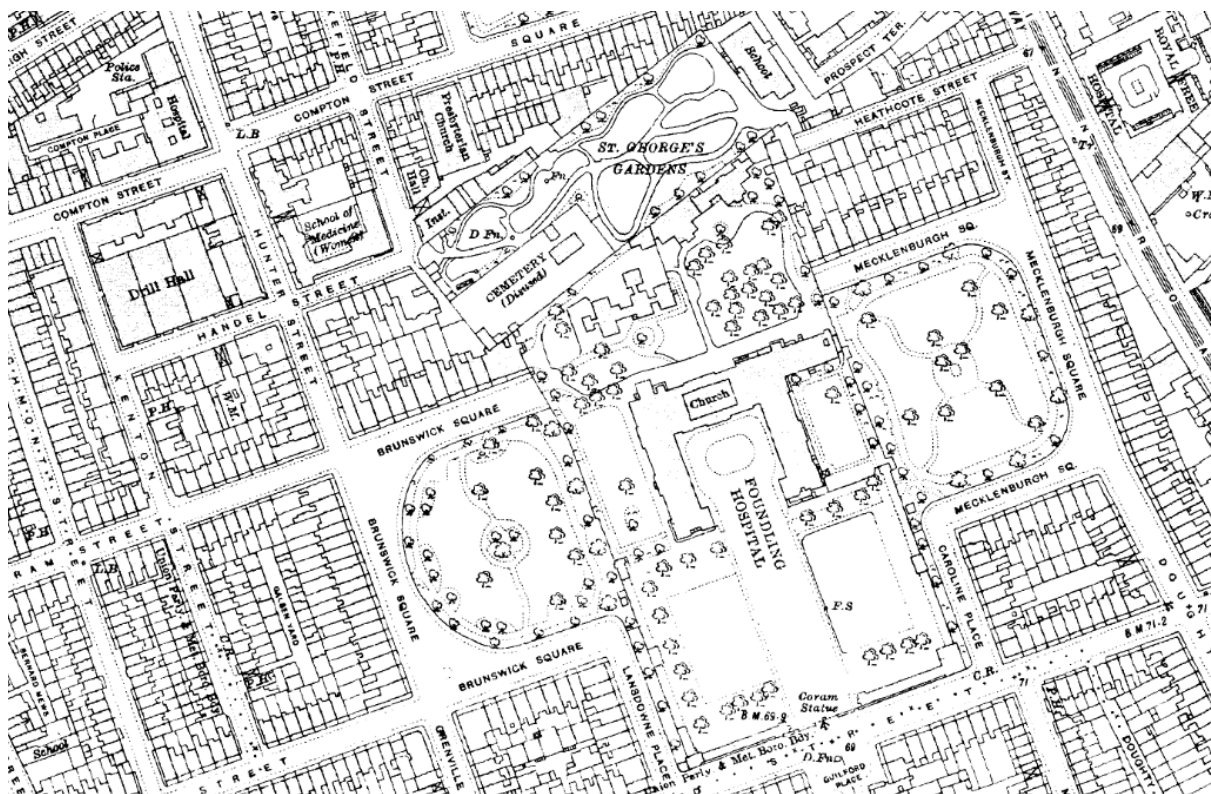
1876-78 1:2,500 Ordnance Survey

3.06 By 1878 Brunswick Square and Mecklenburgh Square were clearly well established, lined with terraces of Georgian houses. The Foundling Hospital had maintained its gardens to the front and rear, with more formal lawns to the south and a less formal arrangement to the rear bordering the burial grounds. The burial grounds remained separated into two at this time, and a border along the northern boundary of the Foundling Hospital probably screened much of the cemetery from view. By this time the burial gardens were disused as annotated on the plan, shortly to be re-opened as gardens.

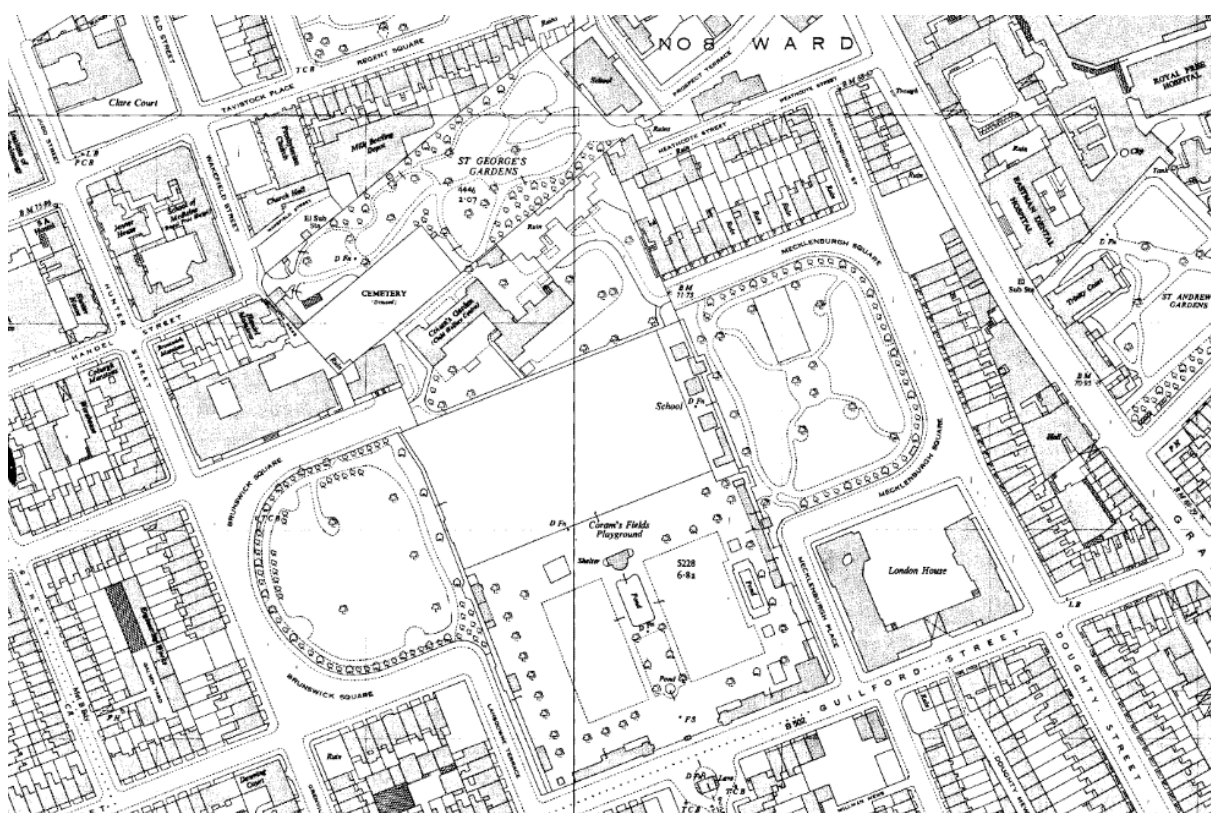


1895-96 Town Plan

3.07 The 1895-6 Town Plan clearly shows this development, with the dividing wall all but removed to leave a section of burial ground in the southwest corner labelled 'St George the Martyr's Cemetery (disused)'. The landscaping had been changed to include circular paths with entrances from the eastern and western sides. The former garden to the Foundling Hospital had been developed by this time, with a building placed in the western portion of the site. The roughly L-shaped building that sits against the burial ground boundary wall would appear to be the former mortuary building that forms part of the application site.



1916 1:2,500 Ordnance Survey



1954 1:2,500 Ordnance Survey

3.08 By 1916, buildings had been constructed against the boundary wall, including by this time the former swimming pool. This was divided from the mortuary by a wall running approximately north-south across the site. The area to the front of the swimming pool had retained its garden character with well treed landscaping. Immediately to the east of the swimming pool is shown another building, now the site of Gregory House.

3.09 In 1926 the Foundling Hospital was demolished leaving a large open space. The building in the western portion of the garden appears to have been redeveloped by the publication of the 1954 survey with the construction of the existing buildings that form part of the wider Coram site (No. 49 Mecklenburgh Gardens). On the 1965-68 1:2,500 OS plan this building is labelled 'Coram's Gardens (Child Welfare Centre)', indicating the continuous presence on the site of this historic institution. Coram's Fields Primary School is shown to the south, with the former hospital site used as the school playground. Gregory House is also shown, having been constructed by this time to the east of the former swimming pool.

3.10 It is not known when either the former mortuary or swimming pool fell out of use. The buildings which make up the courtyard which they enclose have since been modernised.

4.0 STATEMENT OF SIGNIFICANCE

4.01 The National Planning Policy Framework (NPPF) makes clear that local planning authorities require applicants to demonstrate an understanding of the significance of any ‘heritage asset’ affected by a development proposal. It also makes clear that the level of information required should be *‘proportionate to the assets’ importance, and no more than is sufficient to understand the potential impact of the proposal on their significance’* (paragraph 128).

4.02 A ‘heritage asset’ is defined in Annex 2 of the NPPF as an element *‘identified as having a degree of significance meriting consideration in planning decisions because of its heritage interest.’* This includes statutorily designated heritage assets and assets identified by the local planning authority (e.g. local listing).

4.03 Significance is also defined in Annex 2 of the NPPF, as the value of any heritage asset to this and future generations due to its *‘heritage interest’*. It goes on to say this interest may be archaeological, architectural, artistic or historic, and/or derived from the asset’s setting. The ‘setting of a heritage asset’ is defined in Annex 2 as *‘the surroundings in which a heritage asset is experienced’*, the extent of which *‘can change as the asset and its surroundings evolve’*.

4.1 Setting of heritage assets

4.1.1 The proposals do not propose any physical works to listed structures or the registered park and garden. This assessment therefore only considers the contribution that the application site makes to the significance of nearby heritage assets.

Listed wall with former mortuary and swimming pool buildings



4.1.2 The wall forms the boundary between the former Foundling Hospital and burial grounds. It therefore enjoys a green setting on the northern side, with the mortuary and swimming pool built hard up against the wall on its southern side. Gravestones have been lined up against the wall, presumably at the time that the burial ground was landscaped into gardens.

4.1.3 The boundary wall was constructed as part of the set piece of the burial ground. The contribution made to its significance through

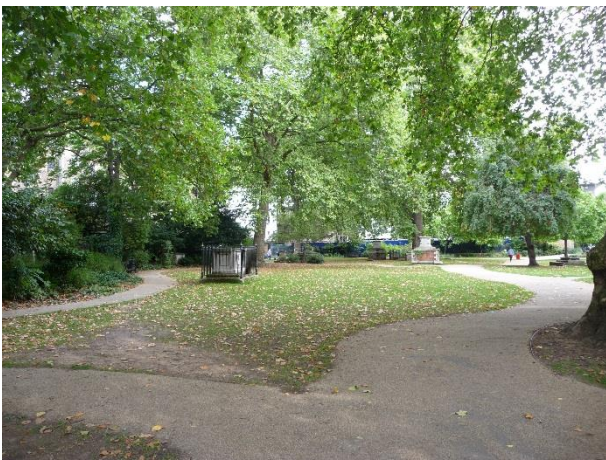
setting comes primarily therefore from the burial ground itself with which it shares a close historic and functional relationship. The Foundling Hospital to the south developed later and is somewhat incidental, sharing no historic association with the burial ground which was instead associated with nearby churches. The burial ground was closed before the mortuary was constructed and so there is no suggestion that it shared any relationship with the burial ground. In addition to this, the structures share an uncomfortable spatial relationship, with the more imposing blank brick facades of the swimming pool and mortuary buildings somewhat overwhelming the more modest character of the historic wall. The former swimming pool and mortuary buildings therefore do not contribute to the significance of the wall and in fact are considered to detract from its setting.



View towards application site

4.1.4 Like the wall, the listed tombs gain significance from the set piece of the former burial ground rather than the environment beyond its boundaries. It is not considered therefore that the listed tombs gain any significance from the former mortuary or swimming pool buildings.

4.1.5 The registered park and garden is similarly a set piece designed and implemented prior to the construction of the Foundling Hospital and its later C19 buildings. It is



Registered Park and Garden, looking east

therefore a discrete landscape that was not designed to incorporate or take advantage of elements of its setting to the south that now make up the application site.

4.1.6 The park is a green oasis set within an urban context which is now an important part of its modern day character. The Coram buildings form part of this later urban backdrop. When initially landscaped it would have enjoyed an open setting, with the gardens of the Foundling Hospital to the south.



View to former swimming pool

4.1.7 The mortuary and swimming pool buildings turn their back on the gardens, presenting blank elevations to the open space. In contrast to the south elevation, the north elevation of the swimming pool has not been afforded any special architectural treatment despite its visibility from the public gardens. It is clear therefore that these buildings were not designed to interact with, or make any particular positive contribution to, the adjacent public gardens.

4.1.8 Although the Coram buildings are screened in part by mature trees (when in leaf), by virtue of their unrelieved institutional character and the massing of the former swimming pool north façade, they present a very hard and imposing boundary to the green, quiet character of the gardens.

4.1.9 In summary, the Coram buildings form part of the urban backdrop which contributes to its character, however are not themselves considered to contribute to its significance by virtue of their

lack of historic association and poor quality appearance which form a detraction in views southwards from the park and garden.

4.2 Contribution to character and appearance of the conservation area

4.2.1 The contribution that the buildings make to the character and appearance of the conservation area is assessed with reference to the table below:

| | |
|------------------|---|
| VERY HIGH | A building or feature which is fundamental to the character and appearance of a conservation area by defining one of its key characteristics. The loss of such buildings will normally constitute substantial harm to the heritage significance of the area. |
| HIGH | A building or feature which makes a clear and positive contribution to the character and appearance of a Conservation Area and is an important example of a major characteristic of the area. The loss of such buildings will often constitute substantial harm to the heritage significance of the area unless it is one of a number of buildings of similar type, it is not amongst the best examples of that type and it is not an integral part of an important group or sub area of similar buildings. |
| MODERATE | A building or feature which makes some contribution to the character and appearance of a Conservation Area but is not a particularly important example of a particular building type or has already lost some of its heritage significance. The loss of such buildings will constitute 'less than substantial harm' to the heritage significance of the area. |
| LOW | A building or feature making a limited or neutral contribution to the character and appearance of the area. The loss of such buildings will constitute 'less than substantial harm' to the heritage significance of the area, unless the proposed replacement building provides an equal or enhanced contribution to the character and appearance of the Conservation Area. |
| NONE | A building or feature which does not make a positive contribution to the character and appearance of the Conservation Area. The loss of such a building will cause no harm to the heritage significance of the area. |

Former mortuary – low significance

4.2.2 The former mortuary building was constructed in the last decades of the C19 and is a grim reminder of the high child mortality at this time. The building employs typical construction materials, enlivened with red brick detailing which is noted as characteristic of the conservation area. A red brick band wraps around the front elevation to provide a cornice effect with parapet. Internally, the glazed tiles hint at its former use. There are few features however of any interest. It is of little intrinsic architectural interest.



Former mortuary building

4.2.3 The building was constructed as part of the Foundling Hospital. It was however a later addition to the site, constructed in the last decades of the C19. It was only a few decades later that the Hospital building itself was demolished. This association was therefore relatively short lived and the mortuary has lost much of its historic context. This compromises the extent of its historic significance.

Former mortuary building, interior



4.2.4 The Conservation Area Appraisal notes that the prevailing height of buildings in this area is four storeys, with taller elements up to seven storeys. It identifies the smaller single and two storey scale of the buildings on the perimeter of Coram's Fields as an exception to this prevailing characteristic.

4.2.5 The mortuary presents a blank wall to St George's Gardens now covered in vegetation, enlivened only with a chimney and red brick band. Built close to the listed wall, it presents a hard boundary to St George's Gardens which increases the sense of enclosure and privacy, however has an unrelieved quality that is not particularly pleasant.

4.2.6 In summary, whilst the former mortuary in its use of materials is characteristic of the conservation area, its single storey form and function is atypical of the otherwise relatively homogenous character of this sub-area. In addition to this, its relatively short overlap with the life of the Foundling Hospital renders it of low historic interest.

4.2.7 It is not considered therefore that the building makes an important positive contribution to the special architectural and historic interest of the conservation area.

Former swimming pool – low significance

Former swimming pool



4.2.8 The former swimming pool building is a late C19/early C20 construction added to the site after the development of the mortuary. In height terms, it is the equivalent of two storeys with pitched roof with lantern over the former swimming pool element. Its front elevation is reasonably attractive, constructed in London stock brick with stone quoins and detailing around the door opening. The windows on the front porch are 3/3 sash, but later uPVC replacements are evident in other parts of the building. A stone on the front is engraved:

'ROBERT GREY / TREASURER / 1900'. The porch has a curved parapet which adds interest to an otherwise unexceptional building. The rear elevation is plain.

4.2.9 The roof is slate, with a glazed lantern which would have lit the baths below. On its eastern side is a two storey element with sash windows set within arched brick openings. A colonnade at ground floor level with stone parapet creates a covered open space. A tall chimney indicates its function as a boiler house.



Former swimming pool, interior

4.2.10 Internally, the central volume has been subdivided with modern breeze block insertions. This compromises an understanding of the interior space as a former swimming pool.

4.2.11 The building is not unattractive when viewed from the south. The north elevation however is blank and like the mortuary building presents an unrelieved boundary to St George's Gardens which is quite oppressive in its character.

4.2.12 Like the mortuary, the swimming pool has lost its context with the demolition of the Hospital building in the early C20. Whilst these buildings remain, they were a later addition to the site added only shortly before the loss of the main building. Their contribution to the historic character of the conservation area is therefore minimal.

4.3 Summary

4.3.1 The limited contribution that the buildings make to the setting of adjacent assets and conservation area was confirmed by the Inspector in a 2006 appeal decision. Although the appeals were dismissed, the Inspector confirmed that the principle of demolishing these buildings was acceptable (ref. APP/X5210/A/05/1187904 and ref. APP/X5210/E/05/1187905).

4.3.2 With regards to the historic interest of the buildings, the Inspector noted the following:

The other buildings [mortuary and swimming pool] are the only 2 remaining from the Victorian history of the Foundling Hospital and child care activities on the site and in the area. These activities continue on Campus land outside the appeal site but within the ownership of the Coram Family. The appeal buildings occupy much less than half of the whole Campus site. There is ample evidence locally of the history of William Coram and the Foundling Hospital in the form of the imposing museum, the William Coram statue and Coram Fields itself, not to mention the buildings within the Campus which are devoted to child and family care...

Although some local people cherish this relationship between the 2 Victorian buildings and the history of the area, I consider they make a limited contribution to its character.

4.3.3 With regards to the architectural interest of the buildings and their contribution to the conservation area and St George's Gardens, the Inspector noted the following:

The swimming pool has an interesting and detailed elevation on the side within the Campus, but this elevation cannot be seen from the Gardens. It has a tall chimney which adds a visual focus to the site, but in the main it presents a long and unrelieved elevation to the public, with only the roof visible...The mortuary is a very small building of a similar period and can be hardly seen from the Gardens. In terms of the appearance of the area, the mortuary and swimming pool are run of the mill late Victorian buildings. They do not detract from the area...but they have little in common with the taller and more imposing architecture of the Bloomsbury Squares and terraces, or with the University and other institutional buildings...I find their contribution neutral at best...Their modest and unobtrusive appearance might be regarded as contributing to the unassuming nature of much of the surroundings. To my mind, the elevation that they present is dull and detracts from the overall appearance of the area, particularly the Gardens.

4.3.4 The Inspector summarises with the following:

To summarise, I find that the buildings detract from the area.

5.0 PROPOSED DEVELOPMENT

5.01 The development proposed comprises the first phase of a larger development – and is a revision of the proposals granted consent in the 2010 planning permission. This strategy has been developed as a means of increasing the accommodation with minimum disruption to services by allowing Gregory House to remain in use throughout the construction of Phase A. Once constructed, the services in Gregory House will be decanted into the Coram East Building Phase A that is the subject of this application to allow the construction of Phase B. The design of the proposed East Building Phase A therefore allows for this future planned extension.

5.02 The new building will be a flat roofed three storey structure matching the height of the existing Coram Buildings and relating to the massing of neighbouring Georgian properties. The top storey of the north elevation will be set back behind a parapet to reduce the mass of the building when viewed from St George's Gardens. Roof top plant will be set within timber enclosures thereby screening it from view.

5.03 The building has a regular pattern of fenestration to lend it a formal rhythm in keeping with neighbouring historic properties. The openings on the south elevation are set within an articulated façade which forms a grid pattern referencing the formal relationship of the fenestration and ordering seen on the front elevations of neighbouring Georgian properties. The rear elevation has fewer openings to maintain a sense of privacy to St George's Gardens, but is articulated with openings and set back to ensure it does not present a monolithic façade to the open space.

5.04 Like the 2010 consented scheme the materials proposed comprise brick lower floors with a timber upper floor. The upper floors on the north, east and west elevations are to be faced with hardwood slats. These slats either clad solid wall surface or partially screen the windows to manage over looking to St George's Gardens and to provide shading. The brick has been chosen to provide a backdrop to the green landscaping of St George's Gardens and to complement the prevailing characteristics of the conservation area.

5.05 The consented scheme included a recess in the second floor. This has been omitted as the new scheme proposes a gap between Phases A and B which will be detailed as a recessed glazed link. It is considered that this will give satisfactory modulation to the mass of the building.

5.06 The building will be softened with the use of vertical green planting which will provide a continuum between the green landscape of St George's Gardens and the new building. The landscaping proposals follow the same principles as the 2010 consented scheme.

5.07 A sub-station and bin store is proposed at the Mecklenburgh Entrance. This will be enclosed behind a timber screen.

5.08 It is proposed to remove five trees to enable the development (T010, 013A, 013, 014A and 016A). Consent for the removal of Trees 010, 013A, 013 and 014A has been granted under previous planning permissions. The removal of 016A is necessary to allow the construction of a new sub-station.

6.0 IMPACT OF DEVELOPMENT ON SIGNIFICANCE

6.01 The principle of demolition of the existing buildings on the site has already been found to be acceptable by virtue of Conservation Area Consent granted in 2010 and 2006, and the comments made by the Inspector in the 2006 appeal decision.

6.02 This accords with our consideration that the buildings make a minimal contribution to the character and appearance of the conservation area and do not make a positive contribution to the setting of the listed wall or registered park and garden.

6.03 The existing buildings on the application site are not considered to enhance the significance of the listed wall. Their demolition will allow the setting of the wall to be enhanced by moving the building line further away from the listed structure, thereby giving it greater prominence in views within the burial grounds. This will allow the wall to be clearly expressed as the boundary treatment, rather than being lost against the facades of development built up hard against it. This will deliver an enhancement to the setting of the wall, whilst also revealing lost significance of this element of the park and garden.

6.04 The replacement building will not only allow greater breathing space, but its articulated appearance and use of high quality materials will ensure that the building is a successful addition within the setting of the listed wall. Its careful use of materials, modulation and landscaping will ensure that it does not overwhelm the less substantial structure of the wall.

6.05 Similarly a replacement building provides opportunities for enhancement of the setting of the park and garden by removing the unrelieved elements of the swimming pool and mortuary – particularly the former – which lend this part of the gardens a dark, almost oppressive character. The replacement building will use a light coloured brick and timber cladding, which alongside its set back top storey will ensure that the building does not present an imposing façade to the gardens. The timber cladding and green landscaping will ensure a successful transition between the landscaped character of the gardens and the urban environment beyond.

6.06 The buildings have not been considered to make an important contribution to the conservation area. This is confirmed by the Inspector's appeal decision, and in a recent appraisal of the conservation area which did not identify either buildings as 'positive'. The loss of these buildings is certainly not therefore considered to cause substantial harm to the heritage asset. The association of the site with the Foundling Hospital will be maintained by the buildings being in use by Coram and facilitating the continuation of child welfare activities on the site.

6.07 The replacement building is a high quality design that references the scale and massing of adjacent development as well as the prevailing characteristics that lend the conservation area its special character. Its three storey scale will match the scale of No. 49 Mecklenburgh Square with which the proposed development will form a courtyard. Its wider footprint is not considered to be in any way detrimental to the character and appearance of the conservation area.

6.08 The substation and bin store will be screened behind a timber enclosure which will reduce its impact in views within the conservation area. This formed part of the 2010 approved scheme. It

is not considered that this will have a significant impact on the character and appearance of the conservation area or setting of nearby listed buildings.

6.09 The trees proposed for removal are necessary to facilitate the development proposed. Consent has previously been granted for the removal of Trees 010, 013A, 013 and 014A. The remaining tree, 016A, is relatively small and therefore does not make a substantial contribution to the character and appearance of the conservation area. It is considered that the area is sufficiently well treed to withstand the loss of the proposed trees without substantial detrimental impacts on the character and appearance of the conservation area. Notwithstanding this, the green landscaping on the building will help to mitigate their loss.

7.0 CONCLUSIONS

7.01 The purpose of this statement has been to identify the significance of heritage assets affected by the proposed development, and to understand the impacts on this identified significance. This fulfils the requirements of paragraph 128 of the NPPF.

7.02 Policy DP25(b) of Camden Development Policies 2010-2025 states that the Council will only permit development within conservation areas that preserves and enhances the character and appearance of the area. Paragraph 137 of the NPPF states that local planning authorities should seek opportunities for new development within conservation areas to enhance or better reveal their significance. The proposed new development responds successfully to its context, referencing the prevailing characteristics of the surrounding Georgian terraces and the green character of the adjacent park and garden and nearby mature London plane trees. The existing buildings are not considered to make an important contribution to the character and appearance of the conservation area. It is considered therefore that the proposed development will successfully conserve and enhance its character and appearance, thus meeting local and national planning policy.

7.03 Policy DP25(c) states that the Council will resist the demolition of unlisted buildings that make a positive contribution to the character and appearance of the conservation area where this would cause harm. The buildings proposed for demolition have not been identified as making a positive contribution. The proposals are therefore considered to accord with DP25(c).

7.04 No listed structures are proposed for demolition. The proposals are therefore in accordance with DP25(e).

7.05 Policy DP25(g) guides that the Council will not permit development that would cause harm to the setting of a listed building. Paragraph 137 of the NPPF states that local planning authorities should seek opportunities for new development within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve elements of the setting and that make a positive contribution to the significance of the asset should be treated favourably. The proposals are considered to enhance the setting of the wall by removing structures which detract from the setting, and by siting new development at further distance. The proposals are therefore considered to be in accordance with local and national policy.

7.06 The supporting text to DP25 notes that the Borough includes 14 Parks and Gardens and sets out a commitment to 'maintain, and where appropriate, enhance their value and protect their setting.' As a designated asset paragraph 137 of the NPPF, which considers setting, is also relevant. The proposed development is considered to enhance the setting of the park and garden by removing the unrelieved facades of the existing building. This will be replaced with a well detailed elevation that through its landscaping and use of materials will enhance the views from the gardens, and bridge the transition between the landscaped and built environment with respect to the impacts on the park and garden.

7.07 The loss of the buildings will result in some loss of historic significance through their association – albeit short lived – with the Foundling Hospital. This significance is considered to be minimal for the reasons set out in section 4 of this statement. Any harm therefore to the character

of the conservation area is also considered to be minimal, and outweighed by the heritage benefits delivered via enhancements to the setting of the listed wall and park and garden, and by the wider public benefits that will ensure The Thomas Coram Foundation for Children can continue its child welfare activities on the site of the Foundling Hospital. This is in accordance with paragraph 134 of the NPPF.

7.08 Although modified from the 2010 approved scheme, the principles of the development remain the same. The local and national planning policy context has also been updated, and it is considered that the development continues to be in accordance with development management policies and Central Government Guidance.

References:

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APPENDIX 1: List descriptions

UID: 478063

Asset Groupings

This List entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List Entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

CAMDEN

TQ3082NW HANDEL STREET
798-1/90/1868 Perimeter wall, gates and railings
14/05/74 to St George's Gardens
(Formerly Listed as:
HANDEL STREET
Walls, lodge, cottage & monuments in
St George's Gardens)

GV II

Includes: Perimeter wall, gates and railings to St George's Gardens HENRIETTA MEWS.
Includes: Perimeter wall, gates and railings to St George's Gardens HEATHCOTE STREET.
Includes: Perimeter wall, gates and railings to St George's Gardens WAKEFIELD STREET.
Graveyard wall. c1713, with some local repairs of later date.
Red brick with stone coping to piers. Wrought-iron gates, c1884, to Heathcote Street, cast-iron railings to Wakefield Street, with wrought-iron railings at eastern end, c1884.

Later brick infills between original piers along Henrietta Mews. Dividing wall between burial grounds of St George's, Bloomsbury, and St George the Martyr, Holborn, survives in western part of gardens. The south-west corner is now separated and used as a playground. The wall is lined with tomb stones formerly located within the burial ground.

HISTORICAL NOTE: this 3 acre burial ground was acquired in 1713 to serve the new churches of St George, Bloomsbury Way (qv), and St George the Martyr, Queen Square (qv). The two cemeteries were divided by a brick wall which originally ran along the whole length of the burial grounds. Famous persons buried here included Anne, daughter of Richard, Protector Cromwell (d.1727), the painter Jonathan Richardson (d.1745), and the anti-slavery campaigner Zachary Macaulay (d.1838). The burial grounds were closed c1854. After a period of neglect they were reopened as public gardens in 1885 and 1889. The present garden layout was designed by William Holmes in 1881 (plan in Holborn Library). The gardens are listed grade II* on the English Heritage Register of Historic Parks and Gardens. (Survey of London: Vol. XXIV, King's Cross Neighbourhood, St Pancras IV: London: -1952: 77-79).

CAMDEN

TQ3082NW HEATHCOTE STREET

798-1/90/1868 Perimeter wall, gates and railings
14/05/74 to St George's Gardens

GV II

See under: Perimeter wall, gates and railings to St George's Gardens **HANDEL STREET**.

CAMDEN

TQ3082NW HENRIETTA MEWS

798-1/90/1868 Perimeter wall, gates and railings
14/05/74 to St George's Gardens

GV II

See under: Perimeter wall, gates and railings to St George's Gardens **HANDEL STREET**.

CAMDEN

TQ3082NW WAKEFIELD STREET

798-1/90/1868 Perimeter wall, gates and railings

14/05/74 to St George's Gardens

GV II

See under: Perimeter wall, gates and railings to St George's Gardens HANDEL STREET.

Listing NGR: TQ3043482438

Selected Sources

1. **Article Reference** - *Title:* Volume 24 Kings Cross neighbourhood The Parish of St Pancras Part 4 - *Date:* 1951 - *Journal Title:* Survey of London - *Page References:* 77-79
-

Map

National Grid Reference: TQ 30434 82438

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List Entry Summary

This garden or other land is registered under the Historic Buildings and Ancient Monuments Act 1953 within the Register of Historic Parks and Gardens by English Heritage for its special historic interest.

Name: ST GEORGE'S GARDENS

List Entry Number: 1000832

Location

The garden or other land may lie within the boundary of more than one authority.

County: Greater London Authority

District: Camden

District Type: London Borough

Parish:

National Park: Not applicable to this List entry.

Grade: II*

Date first registered: 01-Oct-1987

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: Parks and Gardens

UID: 1827

Asset Groupings

This List entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List Entry Description

Summary of Garden

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

Early C18 burial ground, laid out as public gardens in the C19.

HISTORIC DEVELOPMENT

The centre of London became densely populated during the C17, resulting in severe congestion in the small parish churchyards. The burial practices became so troublesome and unhygienic that major reforms were introduced. The inner London parishes established burial grounds removed from the churches, in what was then open fields, on the edge of the built-up areas.

A rectangular parcel of land was purchased in August 1713 to serve as burial grounds for the churches of St George-the-Martyr, Holborn, and St George's, Bloomsbury. The land was laid out in c 1713 as two separate burial grounds, both surrounded by red-brick walls with capped piers. The burial ground of St George's, Bloomsbury lay to the north and that of St George-the-Martyr, Holborn, to the south. The first person to be buried was Robert Nelson (1665-1715) and the grounds became popularly known as Nelson's Burial Ground.

There was an entrance to each ground from the west but no connection between them. Rocque's plan of 1746 shows both grounds, with a small building in the south-west corner of the southern ground. Horwood's plan of 1813 shows the same building and another (probably the present lodge) in the northern burial ground. Housing had been built by this date in the surrounding streets to the west, north and east. The southern ground appears to have been entered from the west and the east.

The burial grounds remained in use until the Burial Acts of the 1850s caused them to be closed.

The 1st edition OS map (1871) shows the two grounds, each with a single path running from west to east, and with scattered trees within. Both grounds are marked as disused cemeteries.

A movement to turn the smaller burial grounds into gardens, which was started as early as 1843 by Sir Edwin Chadwick, gained momentum in the 1870s and by 1877 eight had been transformed. Following the foundation of the Metropolitan Gardens Association in 1882, many of the London burial grounds were reopened as gardens, including both the St George's grounds, which were laid out as a single garden between 1884 and 1889. The OS 2nd and 3rd

editions (1894 and 1914) show the layout of the gardens. The southern portion had been divided, the part to the west having been separated from that to the east which had been joined to the northern ground, involving the removal of that section of wall. All the other boundaries, entrances and buildings remained the same. The gardens were laid out with a system of meandering paths amidst scattered trees, with shrubberies along the north and south sides. Except for planting there have been no changes to the gardens since the early C20.

DESCRIPTION

LOCATION, AREA, BOUNDARIES, LANDFORM, SETTING

St George's Gardens, c 1ha, are located to the north of Coram's Fields and west of Gray's Inn Road, on the eastern edge of Bloomsbury. The gardens are on level ground and are rectangular in shape but with the south-west quarter (a disused cemetery) now divided off. The gardens are enclosed by early C18 brick walls on the south, west and north sides and by a mesh fence on the east side, and are surrounded by the buildings in the surrounding streets to the north and west, by a school to the east and by the Coram's Foundation to the south.

ENTRANCES AND APPROACHES

The main entrance to the gardens is from Handel Street to the west, through gates flanked by cast-iron railings with spearhead finials and served by an early C19 one-storey lodge (listed grade II with the walls and monuments) to the south of the gate. There are two further entrances, one from Sidmouth Street to the north-east and one from Heathcote Street to the south-east.

GARDENS AND PLEASURE GROUNDS

On entering the gardens from the main entrance to the west there are steps descending to the gardens, with views through to the far side. The gardens are laid out as lawn, with scattered mature trees including plane, lime, oak, catalpa and weeping ash. Amongst the trees on the grass are C18 table tombs, including the tomb of Robert Nelson, an obelisk, an urn and other large monuments, left in their original positions and reminiscent of the Avenue of the Tombs, Pompeii.

To the south of the entrance is the lodge and south of this, beyond the boundary of the gardens, is the nursery and glasshouse for the garden and the disused cemetery (formerly part of the burial grounds but separated from the rest of the grounds in the 1880s).

Against the north and south boundary walls are shrubberies and most of the gravestones, which were repositioned when the gardens were laid out.

Paths meander through the gardens, leading through an area of formal bedding in the western portion, to the centre, where the grounds are their original width (double that of the western portion). Most of the large table tombs are located in this area and the obelisk is located in the south-west corner, near the southern boundary wall of the St George-the-Martyr burial ground.

To the east the wall has been demolished and the mesh fence gives views over to the school beyond. In the north-east corner of the gardens, close to the Sidmouth Street entrance there is an area of rose beds.

REFERENCES

LCC, Survey of London XXIV, (1952), pp 72-9, pl 66
D J Olsen, Town Planning in London (1982 edn)

B Cherry and N Pevsner, *The Buildings of England: London 4: North* (1998), p 263
R Bowdler, 'St George's Gardens', *The London Gardener*: 9 (2003-4), pp 38-43

Maps

John Rocque, *Plan of the Cities of London and Westminster ...*, 1744-6
Richard Horwood, *Plan of the Cities of London and Westminster*, 2nd edn 1813
Wallis, *Guide for Strangers*, 1828

OS 25" to 1 mile: 1st edition surveyed 1871
2nd edition published 1894
3rd edition published 1913

Description written: August 1998
Register Inspector: CB
Edited: May 2000
Amended April 2005

Selected Sources

Legacy Record - This information may be included in the List Entry Details.

Map

National Grid Reference: TQ 30443 82464

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APPENDIX 2: Appeal decision APP/X5210/A/05/1187904 & APP/X5210/E/05/1187905

10004/737



Appeal Decision

Site visit made on 11 January 2006

by **Rodney Baker** BSc MA MRICS MRTPI

an Inspector appointed by the First Secretary of State

The Planning Inspectorate
4/09 Kite Wing
Temple Quay House
By The Square
Temple Quay
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Tel: 01452 835820
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Date

23 MAR 2006

Appeal Ref: APP/X5210/A/05/1187904

Coram Community Campus, 49 Mecklenburgh Square, London WC1N 2NY

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by The Coram Family against the decision of the Council of the London Borough of Camden.
- The application Ref 2003/1960/P, dated 27 August 2003, was refused by notice dated 9 March 2005.
- The development proposed is erection of a new building accommodating child welfare facilities, including parents' centre, crèches, child health centre, child contact centre, training and arts centre and homeless families centre, associated administrative facilities, caretakers flat and occasional flat, accommodated in semi-basement, ground and 2 upper floors.

Summary of Decision: The appeal is dismissed.

Appeal Ref: APP/X5210/E/05/1187905

Coram Community Campus, 49 Mecklenburgh Square, London WC1N 2NY

- The appeal is made under sections 20 and 74 of the Planning (Listed Buildings and Conservation Areas) Act 1990 against a refusal to grant conservation area consent.
- The appeal is made by The Coram Family against the decision of the Council of the London Borough of Camden.
- The application Ref 2003/1961/C, dated 27 August 2003, was refused by notice dated 9 March 2005.
- The proposal is complete demolition of mortuary (disused), swimming bath (disused) and Gregory House.

Summary of Decision: The appeal is dismissed.

Main Issues

1. These are the effect on the character and appearance of the Bloomsbury Conservation Area, in particular the secluded and peaceful character of St George's Gardens and the effect on light to and outlook from windows in the extension to William Goodenough House.

Policy

2. The report to committee on which the decision was based lists many policies of the Unitary Development Plan (UDP) with which the scheme complies. The Council's reasons for refusal refer to Policies EN31 (character and appearance of conservation areas), EN32 (demolition of unlisted buildings) and EN52 (development bordering designated open

spaces). Other policies relevant to the conservation issue include EN35 (trees in conservation areas), EN38 (preservation of listed buildings), EN49 (parks of special historic interest) and other general environmental policies.

3. The Council did not object on the ground of loss of light to William Goodenough House, but many objections have been received from there on this ground and others, including the environmental effects during construction, such as noise and dust. Relevant policies are RE2, EN1 and EN19 (amenity of occupiers and neighbours).

Reasons

The conservation issue

4. Policy EN32 of the UDP states that "the Council will seek the retention of buildings which make a positive contribution to the character or appearance of the conservation area. In all other cases, consent for demolition of an unlisted building ...will normally be granted only where it can be shown that the building detracts from the character of the area or where the contribution of the proposed replacement would be of more or equal benefit to the area". Although other conservation policies are important and I deal with them later, these considerations are central to the conservation issue. This is because (a) there is a presumption against demolition of buildings which make a positive contribution, and (b) the quality of the replacement should be neutral or positive in its effect. This raises similar issues to that involved in other policies. The policy is broadly in tune with government guidance on conservation areas as expressed in Planning Policy Guidance 15.
5. There are 3 unlisted buildings on the appeal site, which itself forms part of the larger Coram Community Campus. These are the child mortuary, the swimming pool and Gregory House. The latter is generally agreed to be poorly designed and to make at best a neutral contribution to the conservation area. It offers a bland and depressing rendered elevation to St George's Gardens. Architecturally, it has very little in common with the massive institutional buildings at 2 ends of the Gardens, with the intimate detail of the rear of the Georgian houses fronting Regents Square or with palatial Georgian frontages all of which are typical of the character. It detracts significantly from the appearance and character of the area.
6. The swimming pool has an interesting and detailed elevation on the side within the Campus, but this elevation cannot be seen from the Gardens. It has a tall chimney which adds a visual focus to the site, but in the main it presents a long and unrelieved elevation to the public, with only the roof visible. Nevertheless, the roof has some interest as it reflects its use. The mortuary is a very small building of a similar period and can be hardly seen from the Gardens. In terms of the appearance of the area, the mortuary and swimming pool are run of the mill late Victorian buildings. They do not detract from the area, as does Gregory House, but they have little in common with the taller and more imposing architecture of the Bloomsbury squares and terraces, or with the University and other institutional buildings. Many who know these 2 buildings well appreciate their contribution. Others find them old and dilapidated and that they add nothing. I find their contribution neutral at best. While the policy does not specifically recommend that separate buildings can be treated together, the 3 structures are visually connected. Their modest and unobtrusive appearance might be regarded as contributing to the unassuming nature of much of the surroundings. To my

mind, the elevation that they present is dull and detracts from the overall appearance of the area, particularly the Gardens.

7. The swimming pool and the mortuary are also relevant in terms of the character and history of the area. Gregory House, as a relatively recent addition, has little merit in this respect. The other buildings are the only 2 remaining from the Victorian history of the Foundling Hospital and child care activities on the site and in the area. These activities continue on Campus land outside the appeal site but within the ownership of the Coram Family. The appeal buildings occupy much less than half of the whole Campus site. There is ample evidence locally of the history of William Coram and the Foundling Hospital in the form of the imposing museum, the William Coram statue and Coram Fields itself, not to mention the buildings within the Campus which are devoted to child and family care.
8. In the early 1990's, a brief was produced by the Council for the site. I understand that this brief was for the purposes of an architectural competition and was never adopted by the Council. The brief identified the 2 older buildings as making a positive contribution to the area. I do not consider the brief itself of great weight as it is now old and was subject to little public scrutiny. The considerations it raises remain relevant and I have dealt with them above.
9. Although some local people cherish this relationship between the 2 Victorian buildings and the history of the area, I consider they make a limited contribution to its character.
10. To summarise, I find that the buildings detract from the area. I consider it appropriate in terms of Policy EN32 to continue by discussing the merits of the replacement building. To do this it is necessary to consider the character of the conservation area and the immediate surroundings in more detail.
11. The conservation area is fully described in the Conservation Area Statement. It includes several famous formal palatial squares, but there has been much change, some initiated by bombing, some by the expansion of the university. Formal, regular patterns are seen in new and old buildings. Some new buildings, including William Goodenough House and the Pharmaceutical College are massive and tend to dwarf the modest modern buildings on the site. Few formal Georgian frontages overlook St George's Gardens.
12. These Gardens are unlike other squares and gardens in Bloomsbury. Once 2 burial grounds, they now contain many tombs, headstones, memorials and very tall trees. The atmosphere is one of intimacy, peace, mystery and perhaps is slightly eerie in winter. On the other hand, the tall buildings nearby remind one that the city is near. Buildings within the Campus are relatively low compared with most of the surroundings. They allow limited views out, so that the tops of the trees can be seen beyond the boundaries of the Campus. The result is that the Gardens have a very enclosed feeling especially when looking at the long sides. In summer, as is shown in some photographs, the feeling of seclusion is exaggerated.
13. Into this context it is proposed to insert a single straight building about 2m from and parallel to the low listed wall, thought to have been designed by Hawksmoor. The building would be some 3½ storeys high and 77m long. The depth would mainly be appreciated from the western end. The main impact would be felt in the Gardens and much less when viewed from the south. It seems to me that the architects have endeavoured to provide a modern, but unassuming formal building. Regular window spacing and red brick make reference to

the older and more recent buildings in the area. Careful but sparing detail has been provided to relieve the potential impression of a dominating or boring façade. Many local people, including the Conservation Area Advisory Committee, think the design does not achieve these objectives. That view is contrary to the opinion expressed by the Commission for Architecture and the Built Environment and, early on in the history of the application, by English Heritage. These matters depend, to an extent, on personal preferences. The building would, however, be only slightly taller than its predecessors, have a formal yet modest appearance, would reflect and respect the formal character of the wider area, the low buildings on the site and the contemplative atmosphere of the Gardens.

14. The Gardens are already overlooked from Gregory House and from the student flats in William Goodenough House and would be more so from the offices and other rooms in the new building. This would reduce the feeling of seclusion, but would also enhance the security of the Gardens which have been subject to misuse. In any case, the structure would be lower than most and would occupy only half of one side of the Gardens. By reducing the height in the centre the tree canopy behind would be more in evidence. Reduction of the width of the top floor would make the building less monolithic as would the use of different materials at the top and ends. I consider it to be a worthy replacement for the swimming pool and mortuary and a definite improvement over Gregory House. It is a laudable essay in addressing the need for change and balancing the current and future needs of an ancient charity with the demands of urban conservation.
15. St George's Gardens are listed in the English Heritage Register of Historic Parks and Gardens. Policy EN52 deals with protecting open spaces from harmful development. There is no doubt that the character of the space would be changed and opinion is divided as to whether public enjoyment would be lessened by the scheme. It may take time for the building to be accepted. Both in summer and winter the silhouette would be broken up by the trees. I believe that in summer it would provide an attractive backdrop to the mass of foliage, in winter the lights and proximity of activity would add some warmth. It is intended to employ an automatic lighting system, so that light pollution at night would be limited.
16. The additional height would mean that the sunlight to the park was reduced especially in winter. This would have the effect of making the Gardens slightly gloomier in winter, but they are large and wide and there is in my view ample space for the Gardens to receive sufficient sunlight for them to remain attractive and the loss of light would not significantly harm their character. There is little evidence that the loss of sunlight would be harmful to the wildlife associated with the area. Although the loss of winter sunlight might have some effect on wildlife there is little evidence that the status of the site as a Site of Nature Conservation Interest would be damaged.
17. The character of the Gardens would change, but a bright new building would replace what are essentially outdated and mundane or unattractive buildings. The large institutional buildings could be said to be rather depressing and massive, the new buildings would be more light-hearted in mood and appearance. The scheme would not be detrimental to public amenity. It could well result in greater enjoyment of the space for the general public. The scheme is consistent with Policies EN31, 49 and 52 of the UDP which concern the character and appearance of conservation areas, preservation of the character of gardens of special historic interest and the integrity, appearance and setting of open spaces.

18. At present the backdrop to the listed wall is drab. The jumble of windows in Gregory House detracts from its visual importance. The carefully considered formality of the new façade would, to my mind, set off the wall better than the existing.
19. The view of the new building from the south is less important to the character of the area. The design would, however, relate well to the Georgian buildings nearby for the reasons given. From this direction the buildings on the Coram site are well screened by mature trees but the elevation could be seen in view from the footpath and from the end of Mecklenburgh Square. The modern formality and material, such a cedar cladding, would sit well against the Georgian elevations and, because of the distance between them, would not compete visually.
20. One large plane tree would be lost in the redevelopment. In the context of the numerous trees in the area it would not be significant and it would be replaced. On the evidence there is a significant possibility that the tree is unstable. The scheme conforms to Policy EN35. Part of the purpose of the new building is to replace temporary structures on the site. When the land on which they stand is released, there would be an important opportunity to re-landscape the area. That could be achieved by imposing an appropriate condition requiring a comprehensive landscape scheme to be approved.
21. The above considerations indicate that granting permission would be consistent with policy in PPG15 on the protection and enhancement of conservation areas and registered Gardens. The scheme also meets the criteria for new development listed in paragraph 8.2 of the Conservation Area Statement in that the design, scale, relationships and style of the building would harmonise with the conservation area and its surroundings. I have also considered the appeals in the context of the advice which was included in the publication "Conservation Area Practice". I largely agree with the assessment of these factors given in the appellant's grounds of appeal. For the reasons given above, I do not consider the existing buildings make a positive contribution to the area and the replacement would be an improvement.
22. My overall conclusion on the conservation issue is therefore that the scheme is acceptable. It represents a considered response to the need for change without sacrificing the quality of the conservation area as a whole or that of the Gardens and the immediate surroundings.

Light and outlook

23. First, I agree that the south facing windows in the rear elevation of William Goodenough House can be discounted because they serve WCs and bathrooms.
24. In considering the west facing windows, the representations indicate that access was gained to at least one west facing flat when the appellant's light surveys were carried out. The appellant's evidence, confirmed by the Council, is that west facing windows most badly affected in this block of flats serve bedrooms. These are windows at points 1, 2, 4 and 5 in the second lighting report. Other west facing windows above and to the south would also be affected but they are better lit at present. The letters from the occupiers of the flats and from the warden indicate that the combined kitchen/living rooms of 4 flats would be affected. There are some 19 flats in this elevation, 13 are for families with young children.
25. The appellant's analysis is based on the Building Research Establishment publication "Site Layout Planning for Daylight and Sunlight". This document is not mandatory and is to be

interpreted flexibly, because natural light is only one of many factors in planning new development. In respect of daylight, bedrooms should be analysed, though they are less important than other rooms, such as living rooms and kitchens. In respect of sunlight, kitchens and bedrooms are less important, although care should be taken not to block out too much light.

26. The existing Gregory House extends along the eastern boundary of the site so that it rises to first floor roof level on the boundary with the flats. The new building would extend less far on the boundary, but would return away from the boundary and then extend back a further distance so that the south eastern corner of the building would be very close to the boundary and about 5 – 6 m from the façade of the flats. In addition, the new building would be some 3.5 – 4 m taller. The overall effect would be that the narrow but short light well between the 2 buildings would be replaced by one that was wider, but slightly longer and substantially deeper.
27. The analysis is based on the 4 worst affected windows being bedrooms. From the evidence of the warden and the occupiers, it appears to me that some of these flats may well be occupied by families with children. It is desirable that bedrooms in family flats should be well lit. They may well be used by children during the day, or in the case of these student flats, by postgraduates working. Bedrooms can double up as studies. Good natural light in these circumstances is important.
28. Given the proposed relationship between the 2 buildings, it is clear that the sun light and day light reaching several bedroom windows would be reduced. The light reaching these windows at present is, to my mind, poor. Lower windows look out on a wall some 2 storeys high from very close quarters. The outlook is enclosed, the view of the sky limited and the only view out from the light well is oblique as Gregory House inhibits the prospect. Sunlight reaches the inner recesses of the light well for a short time as the gap to the south is narrow.
29. These facts are illustrated in the findings of the light surveys and calculations. The BRE document gives a standard of 25% Annual Probable Sunlight (APS) with 5% being received in winter months, subject to a permissible 20% reduction from existing levels. Current sunlight to the worst lit point is only 5% APS in the winter and the annual total is only 13%. That point is poorly lit at present, but its sunlight would not be worsened by the scheme.
30. Other windows, although less badly affected at present would have their sunlight significantly reduced below what are already modest levels. E.g. point 3 would go from 40% APS to 28%, point 5 from 31% to 25% and point 4 from 27% to 20%. Only one of these points would have a reduction in APS of more than 20%, but I consider that the overall reductions in the context of the current poor level of sunlight to would be a significant loss.
31. The recommended standard for daylight in new developments according to the BRE document is a vertical sky component (VSC) of 27%. This is subject to a 20% reduction criterion. Relatively little raw data has been submitted from the daylight studies. Point 3, which has comparatively good daylight, has a VSC of only 14.5% which would be reduced to 12.5%. This should be compared with a VSC of 3.75% and 10.5% for windows points 1 and 4.

32. As several of the points failed the 20% reduction test, the appellant calculated the Average Daylight Factor (ADF) for the ground and first floor rooms most affected. The appellant used the recommended guideline minimum of 1%. That is the figure recommended where supplementary electric light is available. In my view, it is not conducive to a good quality environment for students to work with electric light during the day or for children's bedrooms to be lit electrically during the day. The ADF figures for one ground floor and one first floor window are above this minimum figure and therefore meet the letter of the standard. However, the ADFs would be below the minimum for kitchens and the ground floor room would be below that for living rooms. These factors indicate that lighting conditions would be poor in these rooms.
33. I note that the Council officer advised that if the height of the eastern elevation was reduced to the height of the existing, the impact would be negligible. However, the height proposed is 4m above the existing and the building extends further to the south than Gregory House. If some rooms are used as kitchen/living rooms the effect would be worse.
34. The analysis is based on the 4 worst affected windows being bedrooms. Light to rooms above and to the south would be affected, but, if that were the only effect, it might be acceptable. However, the westerly outlook from the flats would be impaired, because of the proximity of the 3 storey structure, some 4m higher than the existing. This effect is graphically illustrated in the aerial photograph of the light well. The lighting effects would be ameliorated by the fact that some bedrooms are lit by 2 windows, however, it does not alter my view that the reduction in light to these rooms would not be acceptable.
35. Finally, there are many tall trees immediately south of the light well. It is not advised that the shading and loss of light from trees be taken into account in light calculations. However, taking into account the poor and potentially reduced lighting and outlook, I consider that the trees, beautiful as they are, would add to the gloomy outlook to, and poor lighting in, the lightwell.
36. I note that the extension to William Goodenough House was built in the 1980s and that it affected rights of light to the Coram site. It was agreed that neither party would object to the other's development. This does not affect my consideration of the planning issues.
37. The BRE document notes that as a general rule the aim should be to minimise the impact on existing property. I do not consider that principle to have been applied to best advantage.
38. The effect on the tenants of the flats would be unsatisfactory in terms of daylight, sunlight and outlook. Consequently the scheme is contrary to Policies RE2 and EN19 of the UDP. Objections based on dust and noise during construction would be surmountable by conditions or by good building practice. Bearing in mind the long history of the scheme, it is regrettable to have to dismiss the appeal because of a relatively small defect in design. However, it is my considered view that the impact would be unacceptable.

Other matters

39. The building has been designed to be sustainable and cheap in operation. There would be a 2m gap between the listed wall and the building; any security problems could be overcome by condition to gate the ends of the gap. Security within the Gardens may well be improved by the additional overlooking. A travel plan could be secured by condition or by an

undertaking. There is no convincing evidence that harmful increases in traffic would be caused.

40. The suggestion has been made that the new uses would increase the office and "adult related" uses on the site. The Coram Family is a national charity which is a leader in the field of child welfare, adoption, policy and techniques. I do not consider that any potential increase in office space would be contrary to the character of the area, which is strongly influenced by academic and institutional activities.
41. At some expense the mortuary and swimming pool could be converted to office or other uses. However, the space provided would not meet the needs of the appellant.
42. There were some problems with the publicity given to the schemes, but I have no reason to doubt that all those who wished to comment on the scheme had the opportunity to do so. The amount of visual material was limited by the budgetary constraints on the architects and the charity. Nevertheless, I was able to reach conclusions on the merits of the scheme with the assistance of an extensive site visit.

Overall Conclusion

43. Having considered all matters raised, I find the overall concept and realisation of the design admirable. But the design of the eastern end of the building requires revision.

Formal Decisions

Appeal Ref: APP/X5210/A/05/1187904

44. I dismiss the appeal.

Appeal Ref: APP/X5210/E/05/1187905

45. I dismiss the appeal.



Inspector

APPENDIX 3: Relevant heritage policy context

This Heritage Statement has been prepared with reference to the following local and national planning policies and best practice guidance.

| | | |
|---|---|---|
| Local Development Framework | Camden Core Strategy 2010-2025 (2010) | CS14: Promoting high quality spaces and conserving our heritage |
| | Camden Development Policies 2010-2025 (2010) | DP25: Conserving Camden's heritage |
| National Planning Policy | National Planning Policy Framework (2013) | Section 12 |
| Supplementary Planning Documents | Bloomsbury Conservation Area Appraisal and Management Strategy (2011) | |
| Best Practice Guidance | PPS5 Practice Guide (2010) | |
| | The Setting of Heritage Assets (2012) | |
| | Conservation Principles, Policies and Guidance (2010) | |