

8 Pilgrim's Lane, London NW3 1SL

Initial heritage assessment

Introduction	1
The area and 8 Pilgrim's Lane	1
Listing	3
The policy context for alteration and extension of 8 Pilgrim's Lane	6
<i>The National Planning Policy Framework</i>	6
<i>Camden Council's Local Development Framework</i>	9
The proposed scheme.....	11
Appendix A: Location	13
Appendix B: Historical mapping	14

Introduction

- 1 The purpose of this note is to provide an initial assessment of 8 Pilgrim's Lane in heritage terms. The note gives an indicative opinion regarding whether the property might meet national criteria for statutory listing and comments on the emerging scheme for the building.

The area and 8 Pilgrim's Lane

- 2 8 Pilgrim's Lane is located in the Hampstead Conservation Area, in the Willoughby Road character area of Sub Area 3 (Willoughby Road/Downshire Hill).
- 3 The house was built sometime between the mid-1870s and the early 1890s. The properties occupying the plots of 2b, 2, 4, 6 and 8 Pilgrim's Lane occupy the former rear garden of Rosslyn House, the Grade II listed building whose address is now 2a Pilgrim's Lane. This was (and is) an early 19th century house that faces Rosslyn Hill (or Rosslyn Street as it was known until the 20th century). It is the sole early survivor of a terrace that included four other houses, presumably in a similar style, that faced Rosslyn Hill, and also had long front gardens. The other four houses were replaced in the same period that 8 Pilgrim's Lane was built with new buildings facing Rosslyn Hill at the edge of its northern pavement, and the rest of their plots fully built over with what are now 1 to 3 Downshire Hill. A short mews lane was built behind the new buildings facing Rosslyn Hill, and 1b Downshire Hill was built as a postal sorting office. The structure at the centre of the block, behind both Pilgrim's Lane and Downshire Hill frontages also appears at this time.

- 4 Pilgrim's Lane was originally a cul-de-sac. When streets were laid out to the north in the 1880s, Pilgrim's Lane was connected by a dog-leg stretch of street to what was then Worsley Road, but has become a continuation of Pilgrim's Lane in the post-war period.
- 5 The plot of 10 Pilgrim's Lane was the first northwest-southeast Downshire Hill land subdivision, and contained a large house. In contrast to the other Downshire Hill properties this was placed at the Pilgrim's Lane end of the site where the present No. 10 property is located.
- 6 Historical mapping (Appendix B) suggests that 8 Pilgrim's Lane appears to have been built in the form it is now found – in other words it was not extended towards the back of the site at a later stage, but filled it in least in plan terms as it does now. It is entirely possible that the rear part was added to the house very shortly after the construction of the portion facing Pilgrim's Lane. The Hampstead Conservation Area appraisal describes it as being 'an interesting Arts and Crafts influenced house' and says that 'It has a gable with decorative brickwork and distinct chimneys. On the ground floor front elevation there is the unusual feature of a ships figurehead'.
- 7 As large suburban houses of this period and style go, 8 Pilgrim's Lane is not a particularly remarkable example of Arts and Crafts architecture, and perhaps owes more to the earlier Domestic Revival and Queen Anne tendencies than Arts and Crafts proper. This is the period when Arts and Crafts was a seminal movement in design and architecture, and some interest derives from its relatively early to mid-period date (if it is classified as Arts and Crafts). That is counterbalanced by the fairly clumsy and awkward use of the style in this instance. The site was required to accommodate a large house, even without the rear part, and the house singularly fails to do this in any kind of clever or elegant manner. Arts and Crafts was a style that made it possible to do small things well, in a jewel-like manner, by using its vocabulary in a sensitive and intelligent manner.
- 8 That is not the case here. The house has all the hallmarks of an inexperienced practitioner keen to use a fashionable style but without the skill and talent required to apply the grammar of the style in a competent way. The result is jumble, incoherence and severely compromised proportions. The frontage of the house to Pilgrim's Lane seeks to be cleverly asymmetrical, but simply appears unbalanced - there is something distinctly inept rather than considered about the blankness of the ground floor on the left hand side (if this is its original condition) and the blank panel of tiling above the main entrance. To the rear, the building is elongated in an unsatisfying way, and the cladding of the upper floor in tiling does not ameliorate this.

- 9 The possibility was mentioned earlier that the rear part might have been added shortly after the construction of the main part to Pilgrim's Lane. Equally, the two parts may have been constructed at the same time, and an additional level added to the rear. The missing piece of pediment at the rear of the house (to the rear of the front section of building, facing southeast) is strong evidence that this may have occurred.
- 10 This, of course is not the only change that has occurred in the house. It is clear that, though 'original' or early rooms exist, many other rooms have been heavily altered and walls and partitions have been moved.
- 11 It would be a mistake with 8 Pilgrim's Lane to confuse oddness for interest. The presence a plaque to Edward John Cory is useful, in that it suggests the house may have been built for him; he 'lived and died' in the house according to the plaque, passing on in 1892. However, though the composer of the Eton Boating Song, he is not a particularly notable figure. The figurehead and the internal wall painting at ground floor are similarly unremarkable. It seems that the figurehead was erected by a 20th century dweller in the house, and the wall painting has a distinctly homespun 1960s feel to it.
- 12 8 Pilgrim's Lane compares very poorly with other Arts and Crafts buildings in Hampstead, notably those (later but far better) houses on the Hampstead Garden Suburb. As an instance of the style it possesses none of the charm or skill displayed by even anonymous houses across London and elsewhere. What the designer may have felt was 'mannered' is instead simply awkward and unresolved.

Listing

- 13 The word 'listing' is a short-hand term used to describe one of a number of legal procedures used to protect the best of the architectural heritage. When buildings are listed they are placed on the statutory list of buildings of 'special architectural or historic interest' compiled by the Secretary of State for Culture, Media and Sport. 'Special architectural and historic interest' is effectively the legal definition of a listed building. English Heritage is the Secretary of State's adviser, and handles the processing of applications for listing. In each case, they make a recommendation to the Secretary of State.
- 14 The legislation governing the listing of buildings and the control of change to buildings when they are listed is the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 1 of the Act imposes on the Secretary of State for Culture, Media and Sport a duty to compile or approve lists of buildings of special architectural or historic interest. Once a building is listed (or is the subject of a building preservation notice), Section 7 of the Act provides that consent is normally

required for its demolition, in whole or in part, and for any works of alteration or extension which would affect its character as a building of special architectural or historic interest. It is a criminal offence to carry out such works without consent, which should be sought from the local planning authority.

- 15 Statutory listing is distinct from 'local' listing, which creates no legal status for a building, but which may be a material consideration within the planning system. Camden does not presently maintain a local list. Listing is also separate from the system of designating conservation areas.
- 16 The Planning (Listed Buildings and Conservation Areas) Act 1990 is supplemented by various orders, regulation and guidance regarding the implementation of the Act. Until March 2010, the most important piece of guidance was contained in Section 6 of Planning Policy Guidance 15 (PPG15). When this was superseded by Planning Policy Statement 5 'Planning for the Historic Environment' (which has been in turn superseded by the National Planning Policy Framework), Section 6 of PPG15 was replaced in 2007 by CLG Circular 01.2007/DCMS Circular PP992 'Revisions to Principles of Selection for Listing Buildings' ('the Circular').
- 17 Paragraph 6.9 of the Circular explains the statutory criteria – architectural interest and historic interest – used to assess whether a building is of 'special' interest and thus suitable for listing. In discussing architectural interest, it talks of 'importance in its architectural design, decoration or craftsmanship', 'technological innovation or virtuosity' and 'significant plan forms'. In discussing historic interest, it talks of a building illustrating 'important aspects of a nation's social, economic, cultural or military history and/or has close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing'.
- 18 Paragraphs 6.12 to 6.16 (as revised) discuss the 'General Principles' that apply. Whereas 'from 1700 to 1840, most buildings are listed', for buildings built after 1840 selection becomes more important because of the greater number of buildings erected.
- 19 Aesthetic considerations are 'key', but not necessarily a deciding factor in assessing special interest. Where a building qualifies for listing primarily on the strength of its special architectural interest, the fact that there are other buildings of similar quality elsewhere is not likely to be a major consideration. Paragraph 6.15 emphasises the importance of national interest in statutorily listed buildings. The paragraph makes it clear that the state of repair of a building does not prevent it from being listed.
- 20 Paragraph 6.8 of the Circular refers to English Heritage Selection Guides. They 'provide detailed technical information about each building type, and are linked to

the general principles contained in this Circular. They demonstrate what features are considered significant and likely to make a building of special architectural or historic interest when assessing buildings of a particular type from different periods, regions, or styles... The general principles [architectural and historic interest] take precedence over the Selection Guides, which are published as supplementary information’.

- 21 The Selection Guide most relevant to the building is the ‘Domestic Buildings 3: Suburban and Country Houses’. It describes the history and evolution of various domestic building types. It says of the ‘specific considerations when considering suburban and country houses for designation’ for the period 1840 to 1939 that ‘Because of the increase in the number of houses and estates built and surviving, a greater degree of selection will apply, with the threshold for listing becoming higher as they approach the present day’.
- 22 The Guide also provides generic selection criteria. These are:
- Selectivity
 - Alteration
 - Grading
 - Integrated assessments
 - Under-representation on the list
 - Development pressures
 - Regional variation
 - Planned settlements and estates
 - Aesthetic judgement
 - Historic associations
- 23 I do not believe that 8 Pilgrim’s Lane meets national criteria for listing, nor does it coincide with the guidance for listing in the English Heritage Selection Guide. For the reasons given earlier, it does not possess the aesthetic merit that one would expect to find in a building from this period that aspires to either the Domestic Revival or the Arts and Crafts movements, and the key stylistic features of these styles are present in the building in only a shallow and unconvincing way. No architect for the building is known, but is unlikely to have been of note, and - as indicated above – its association with an Eton master does not constitute specific historic interest.

- 24 That said, a certain level of risk remains. There is the possibility that the building may be significant in some presently unknown manner, or possessing historic associations that are not readily identifiable. Further research is required to exclude these possibilities. Though unlikely, English Heritage may reach a different conclusion regarding aesthetic merit from that set out above. Finally, and not least, there is the risk of delay to development proposals caused by, say, a local objector to the proposed scheme asking for the building to be listed
- 25 I would nonetheless advise against seeking a Certificate of Immunity from Listing for the property. This mechanism, whereby a five year period is allowed during which the building may not be listed, may appear a useful way of establishing certainty, but involves two types of risk. Firstly the process of obtaining a Certificate of Immunity from Listing is the same as that of proposing listing: English Heritage undertake the same work, and, as indicated above, may result in the building being listed. Secondly, the process may attract unwanted attention to development proposals.

The policy context for alteration and extension of 8 Pilgrim's Lane

- 26 This section sets out the current policy context in which a local planning authority should consider the type of change proposed at 8 Pilgrim's Lane.

The National Planning Policy Framework

- 27 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 28 On Tuesday 27 March 2012, the Government published the new National Planning Policy Framework (NPPF), which replaces Planning Policy Statement 5: 'Planning for the Historic Environment' (PPS5) with immediate effect.
- 29 Section 12 of the NPPF deals with 'Conserving and enhancing the historic environment'. It says at Paragraph 126 that 'Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment', and that

'In developing this strategy, local planning authorities should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
- the desirability of new development making a positive contribution to local character and distinctiveness;*

- *and opportunities to draw on the contribution made by the historic environment to the character of a place’.*

30 The NPPF says at Paragraph 128 that:

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. 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.

31 The NPPF also requires local planning authorities to ‘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 assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal’.

32 At Paragraph 131, the NPPF says that:

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

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

33 Paragraph 132 advises local planning authorities that ‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting’.

34 The NPPF says at Paragraph 133 ‘Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Good design is indivisible from good planning.’ Paragraph 133 says:

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 loss is necessary

to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and*
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- the harm or loss is outweighed by the benefit of bringing the site back into use.*

35 Paragraph 134 says that ‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

36 Further advice within Section 12 of the NPPF urges local planning authorities to take into account the effect of an application on the significance of a non-designated heritage asset when determining the application. It says that ‘In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.

37 Paragraph 137 of the NPPF advises local planning authorities to ‘look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably’.

38 Paragraph 138 says that:

Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

39 The NPPF incorporates many of the essential concepts in Planning Policy Statement 5 ‘Planning for the Historic Environment’. PPS5 was accompanied by a ‘Planning for the Historic Environment Practice Guide’, published by English Heritage ‘to help

practitioners implement the policy, including the legislative requirements that underpin it'. The 'Guide' gives, at Paragraph 79, a number of 'potential heritage benefits that could weigh in favour of a proposed scheme' in addition to guidance on 'weighing-up' proposals in Paragraphs 76 to 78. These are that:

- It sustains or enhances the significance of a heritage asset and the contribution of its setting;
- It reduces or removes risks to a heritage asset;
- It secures the optimum viable use of a heritage asset in support of its long term conservation;
- It makes a positive contribution to economic vitality and sustainable communities;
- It is an appropriate design for its context and makes a positive contribution to the appearance, character, quality and local distinctiveness of the historic environment;
- It better reveals the significance of a heritage asset and therefore enhances our enjoyment of it and the sense of place.

40 Paragraph 111 of the Guide sets out the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 that local planning authorities when making decisions must 'have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses' and 'pay special attention to the desirability of preserving or enhancing the character or appearance' of a conservation area.

Camden Council's Local Development Framework

41 Camden Council adopted its Core Strategy and Development Policies on 8 November 2010. Core Strategy Policy CS14 deals with 'Promoting high quality places and conserving our heritage' and says:

'The Council will ensure that Camden's places and buildings are attractive, safe and easy to use by:

a) requiring development of the highest standard of design that respects local context and character;

b) preserving and enhancing Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens;

- c) promoting high quality landscaping and works to streets and public spaces;*
- d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible;*
- e) protecting important views of St Paul's Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views'.*

42 The commentary to the policy says:

'Our overall strategy is to sustainably manage growth in Camden so it meets our needs for homes, jobs and services in a way that conserves and enhances the features that make the borough such an attractive place to live, work and visit. Policy CS14 plays a key part in achieving this by setting out our approach to conserving and, where possible, enhancing our heritage and valued places, and to ensuring that development is of the highest standard and reflects, and where possible improves, its local area'

43 It goes on to say

'Development schemes should improve the quality of buildings, landscaping and the street environment and, through this, improve the experience of the borough for residents and visitors'

44 Regarding Camden's heritage, the Core Strategy refers to Policy DP25 in Camden Development Policies as providing more detailed guidance on the Council's approach to protecting and enriching the range of features that make up the built heritage of the borough

1.1 Policy DP25 is as follows:

Conservation areas

In order to maintain the character of Camden's conservation areas, the Council will:

- a) take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- c) prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;*

d) not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and

e) preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden's architectural heritage.

Listed buildings

To preserve or enhance the borough's listed buildings, the Council will:

e) prevent the total or substantial demolition of a listed building unless exceptional circumstances are shown that outweigh the case for retention;

f) only grant consent for a change of use or alterations and extensions to a listed building where it considers this would not cause harm to the special interest of the building; and

g) not permit development that it considers would cause harm to the setting of a listed building.

Archaeology

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

Other heritage assets

The Council will seek to protect other heritage assets including Parks and Gardens of Special Historic Interest and London Squares.

45 Similarly, the commentary regarding listed buildings says at Paragraph 25.15:

'The setting of a listed building is of great importance and should not be harmed by unsympathetic neighbouring development. While the setting of a listed building may be limited to its immediate surroundings, it often can extend some distance from it. The value of a listed building can be greatly diminished if unsympathetic development elsewhere harms its appearance or its harmonious relationship with its surroundings'.

The proposed scheme

46 In addition to Rosslyn House, Cossey Cottage at 9 Pilgrim's Lane and Sidney House at 7 Pilgrim's Lane are listed Grade II. To the east, properties from No 4 Downshire Hill onwards are also listed Grade II. The key heritage issue regarding the proposed

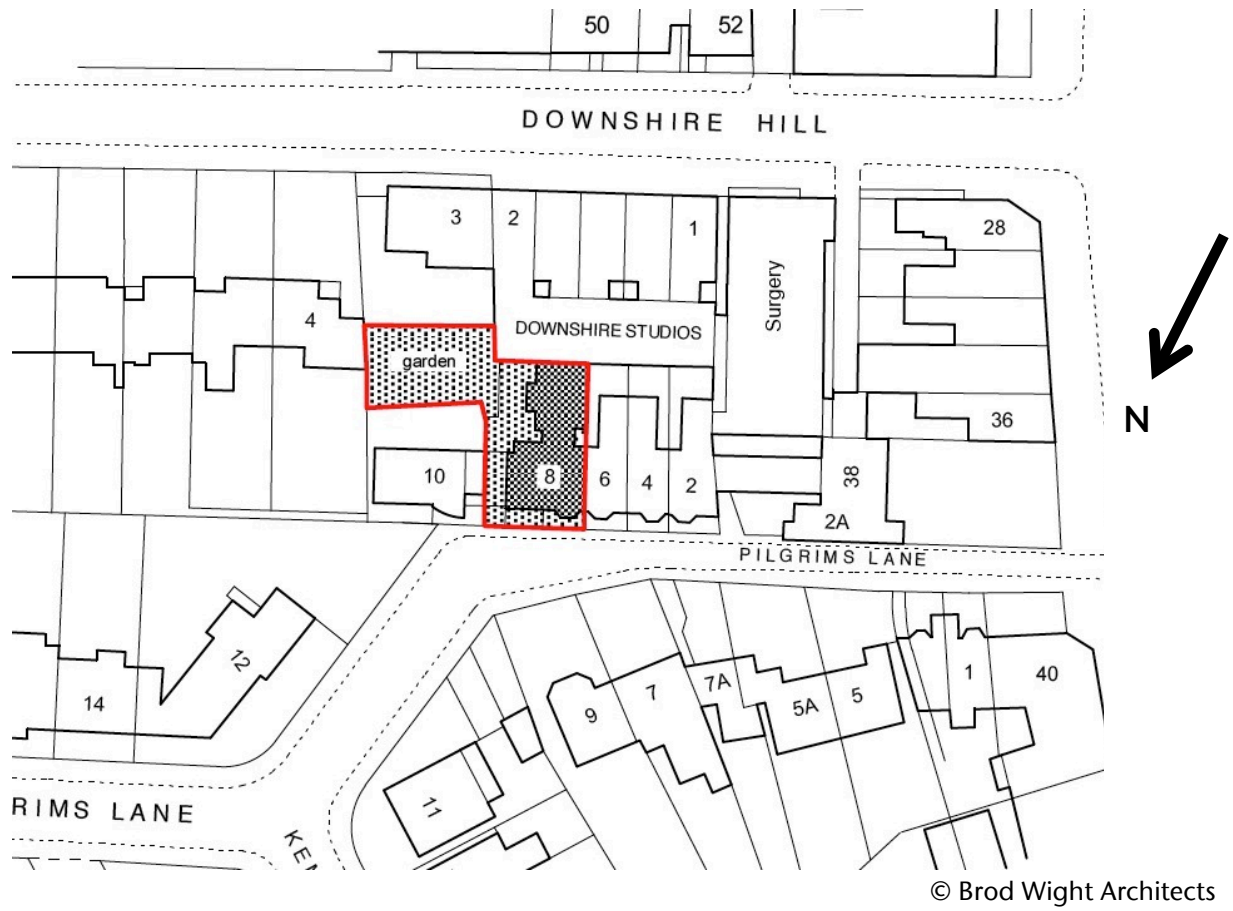
scheme for 8 Pilgrim's Lane is the effect that the proposals have on the setting of these listed buildings, the character and appearance of the Hampstead Conservation Area and on the setting of adjacent unlisted buildings that make a positive contribution to the conservation area. 8 Pilgrim's Lane is not a listed building, and no matter what the NPPF (inheriting PPS5's concept of heritage asset says regarding 'heritage significance', what happens internally at the property cannot be a material consideration in heritage planning terms unless the building is statutorily listed.

- 47 In my view, this effect is negligible and positive. The key external change to the property is that to the garden side, hidden from the public realm of the conservation area, and not meaningfully visible from nearby listed buildings in Downshire Hill. The new basement expression is sensitively and appropriately design to be in keeping with the overall character and appearance of the house. The rooftop extension is hidden from view in every direction and affects a very subsidiary part of the house. The new bay window is sensibly scaled, sits comfortably and organically with the house, affects a relatively hidden rear elevation, and is fully in keeping with the style of the house. The new bay, and the moving of a single window to facilitate the new bay, cannot be sensibly considered to be contentious, and both will blend effectively with the host building.
- 48 I believe therefore that the scheme is sensibly and carefully design and I cannot identify any shortcomings that would create risk in heritage or architectural design terms during the planning process.

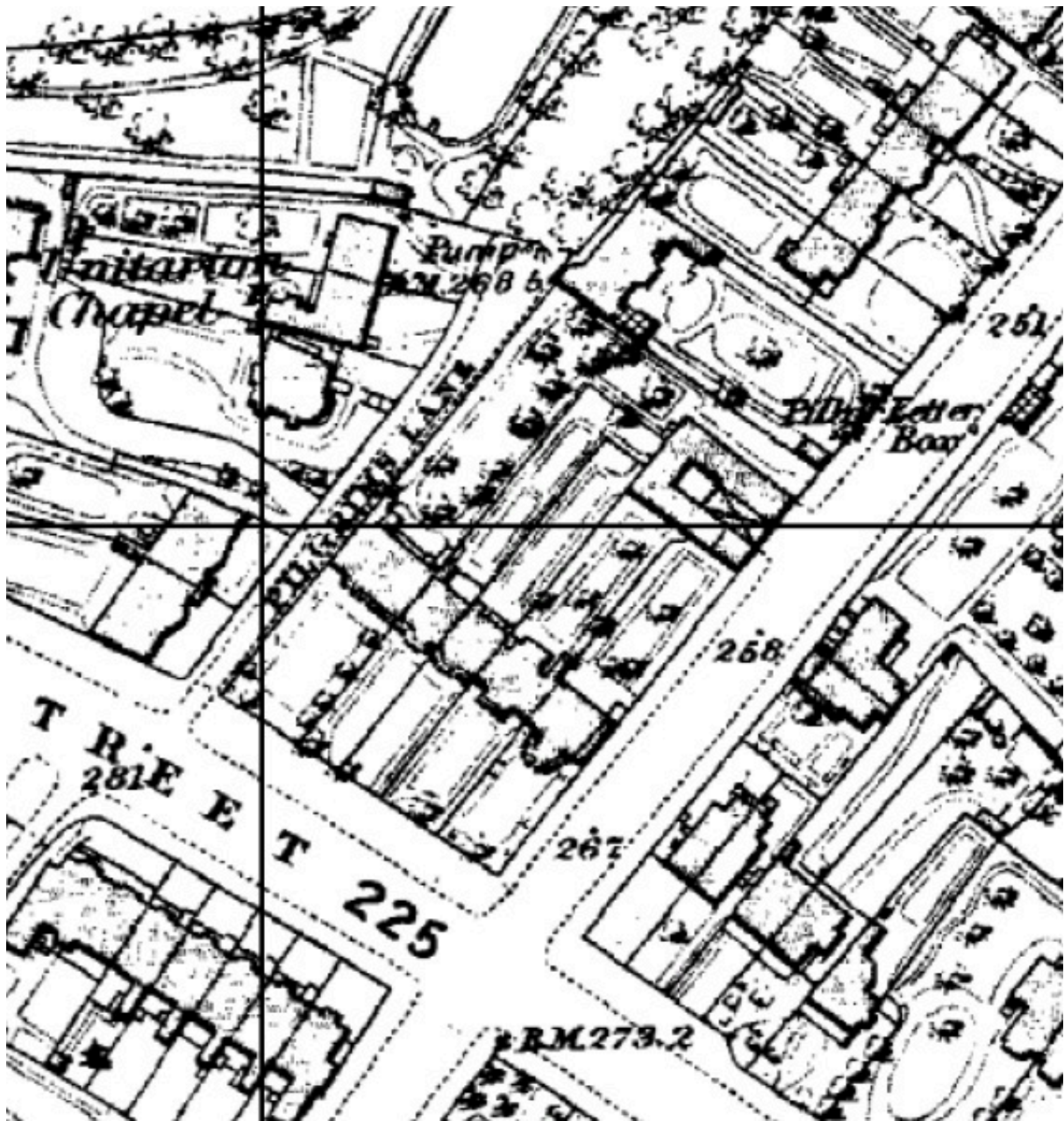
Kevin Murphy B.Arch MUBC RIBA IHBC
Tuesday, April 3, 2012

The author of this report is Kevin Murphy B.Arch MUBC RIBA IHBC. He was an Inspector of Historic Buildings in the London Region of English Heritage and dealt with a range of major projects involving listed buildings and conservation areas in London. Prior to this, he had been a conservation officer with the London Borough of Southwark, and was Head of Conservation and Design at Hackney Council between 1997 and 1999. He trained and worked as an architect, and has a specialist qualification in urban and building conservation. Kevin Murphy was included for a number of years on the Heritage Lottery Fund's Directory of Expert Advisers.

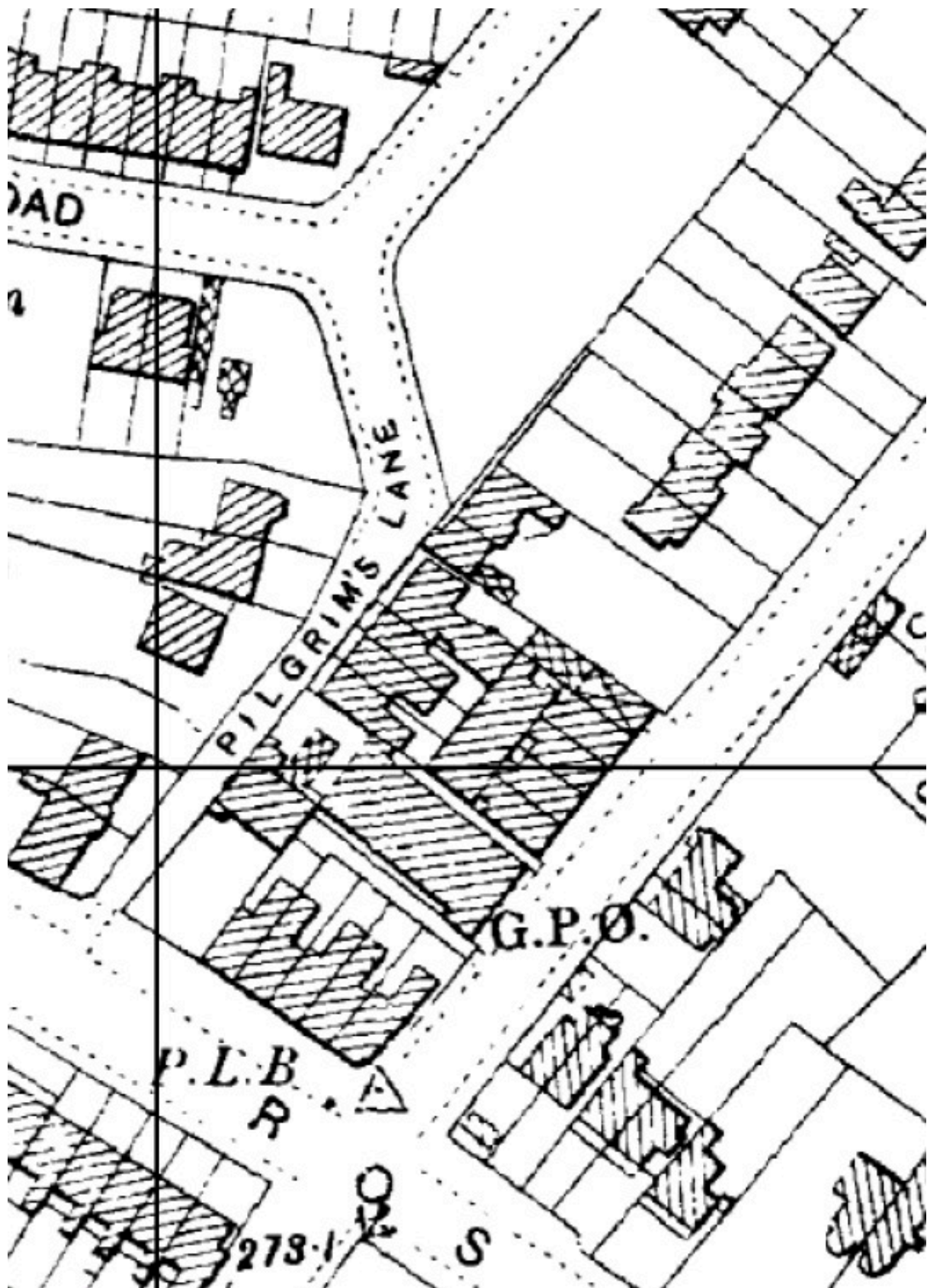
Appendix A: Location



Appendix B: Historical mapping



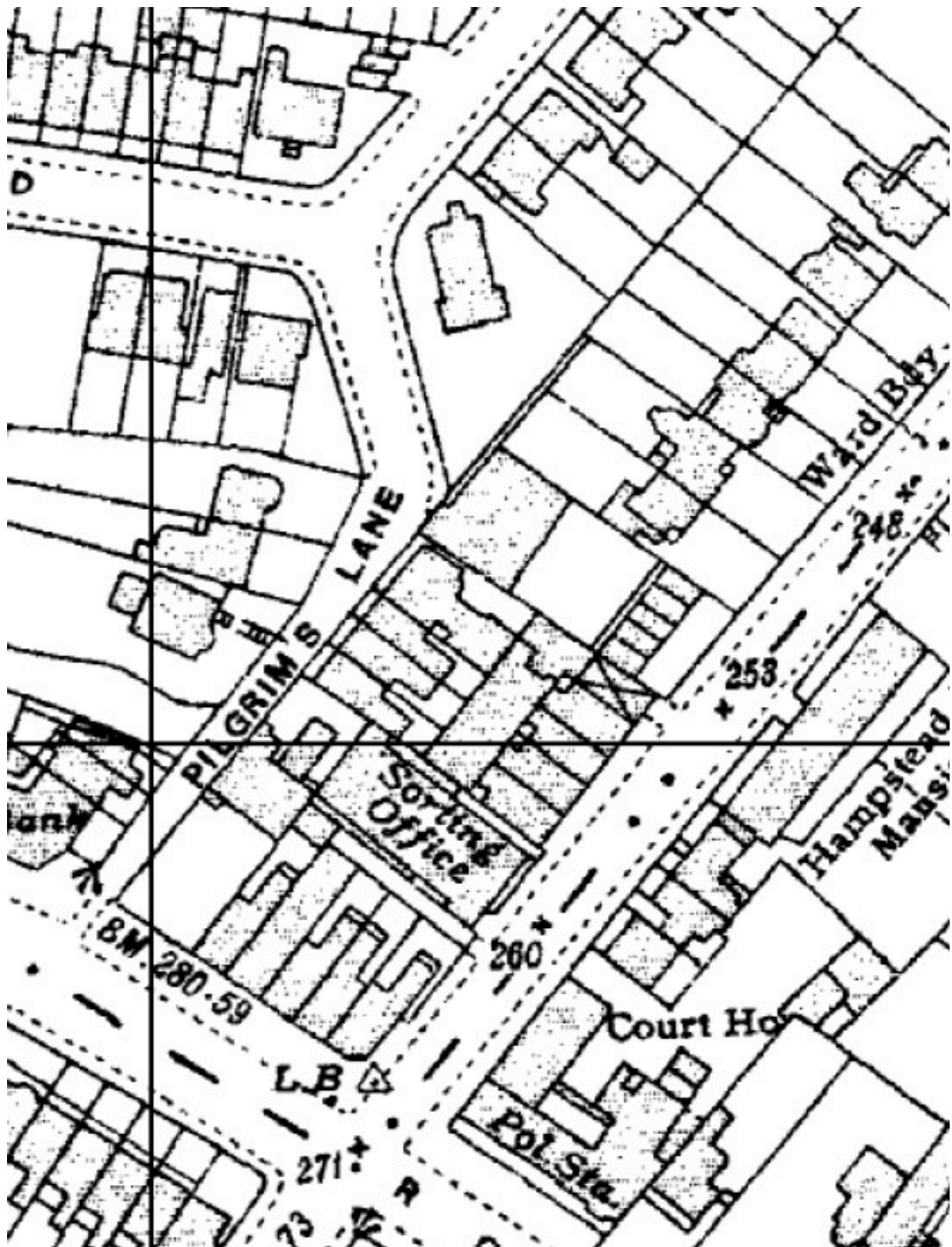
1871-79



1896



1915



1934-35



1952-54



1966-81