

APPENDIX A

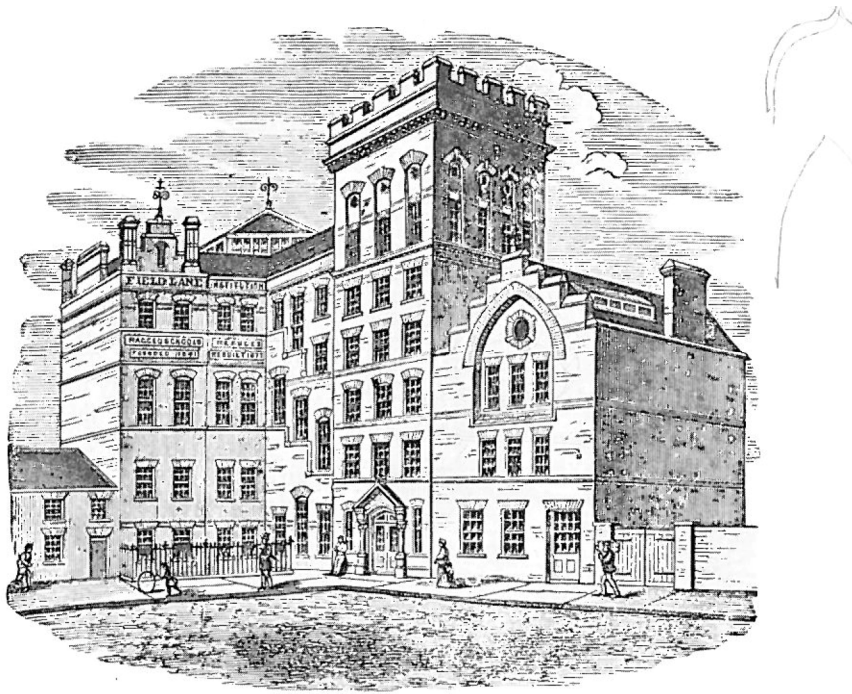
HERTIAGE IMPACT AND DESIGN ASSESSMENT

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16 Vine Hill, London Borough of Camden

Heritage Impact and Design Assessment

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1. Summary and introduction

This Heritage Impact Assessment has been prepared on behalf of European Urban Architecture in support of a planning application for alterations to an approved scheme (2011/2676/P) at 16 Vine Hill, London Borough of Camden.

The purpose of this report is to assess the significance of the building and the conservation area, to assess the design of the proposed alterations and their impact and to consider whether they comply with national and local policies relating the historic built environment.

16 Vine Hill forms part of the former Field Lane Ragged School and makes a positive contribution to the character and appearance of the Hatton Garden Conservation Area. It is a substantial building and has a strong and robust character by virtue of its varied architectural composition, design in an eclectic style and traditional materials. The urban context surrounding the site is characterised by variety and differing degrees of quality. Consequently, the building can be sensitively altered without harming its architectural integrity or the character and appearance of the conservation area.

The approved scheme (2011/2676/P) will change the use from offices to residential and includes the erection of three-storey rear extension with balconies, roof extensions, creation of two terraces, new windows in rear elevation and alterations to existing windows. It is a carefully designed scheme that will provide accommodation consistent with the land-use objectives of the Council.

The proposed alterations will improve the quality and amenity of the living accommodation while having a neutral visual impact on the architecture of host building and the character and appearance of the conservation area. For these reasons the proposed alterations comply with national and local policy and guidance regarding the historic built environment.

This report should be read in conjunction with the drawings and Design and Access Statement prepared by European Urban Architecture.

The author of this report is Kristian Kaminski MA (Architectural History). Following training as an architectural historian he acquired a broad range of experience while working in the Heritage Protection Department of English Heritage. Following this he worked as the Senior Conservation and Urban Design Officer for the London Borough of Lambeth, the Conservation Advisor for the Victorian Society and as Conservation Officer for the London Borough of Islington. He has dealt with a range of major projects involving listed buildings and conservation areas. He is a member of the Planning Committee of the Highgate Society and the Athlone House Working Group. He is experienced in writing about architecture, design and historic building conservation, has given talks, led tours and has been interviewed for radio and television.

2. Assessment of the architectural and historic significance of the building

A. The former Field Lane Ragged School and its origins

The Father of the Ragged School movement was a crippled shoemaker of Portsmouth, John Pounds by name who, out of his own resources befriended and educated approximately 500 'ragged' children. John Pounds died in 1839 but his work inspired many similar endeavours in other parts of the country. Andrew Provan, a London City Missioner, came to the notorious Field Lane area in 1841 to teach children the Christian gospel. By 1860 the ragged school he founded was teaching up to 523 children every day in one enormous classroom.

It was clear to the founders from the start that unemployment, sickness, family breakdown, overcrowding in the houses and tenements and lack of opportunity were all major obstacles for their pupils. Many new services were opened to help their pupils and the local 'ragged' children. Services were introduced such as visiting the sick, distributing maternity baskets, providing job training and placements through the industrial schools and even small businesses were opened. Night refuges were opened with an immediate demand. In 1860 the male refuge recorded 32,736 nights lodgings and the female refuge over 16,000. The charity was at the forefront of the Victorian awakening to the plight and the potential of these children. The Field Lane Ragged School enjoyed the support of The Times and many well known figures and became one of the most famous of these schools.

The introduction of the 1870 Education Act, the first great step towards universal compulsory education, had serious repercussions on the work of Ragged Schools. The Field Lane Ragged School was placed under the management of the London School Board. For a time it continued to use the same premises and its affairs were conducted by a joint Committee consisting of four members appointed by the School Board and four members of the Field Lane Committee. When New Board Schools were opened, however, the scholars were transferred and the association of Field Lane with day school activities terminated. In order to ensure that children could still receive Christian training special Bible Ragged Schools were opened by the Field Lane Committee on Sundays and on Friday evenings.

In 1871 two certified industrial schools were started, one for boys and another for girls. These residential schools, the forerunner of the modern approved schools, were designed to educate and train orphans, destitute and deserted children. The scholars remained in the schools until they reached the age of sixteen, when suitable employment was found for them. The Home Office made a grant of £15 a year towards the maintenance of each child admitted to the schools.

In 1872 the construction of the new Clerkenwell Road resulted in the recently opened buildings being compulsorily purchased by the Metropolitan Board of Works, to be demolished, and steps had to be taken to find another site for the erection of new premises. The site at Vine Hill was acquired and the foundation stone of the new Ragged School was laid on 13th June, 1877 and opened in March 1878.

B. The architecture of the former Field Lane Ragged School

16 Vine Hill forms only part of the substantial former Field Lane Ragged School. The former school reads as a distinctive mid-late Victorian institutional building. It is a varied architectural composition and its design is an eclectic style with restrained classical and gothic detailing. Overall the building has a strong and robust character. It is divided in to component parts of varying heights, although generally of four-storeys, and a seven storey 'tower' section of three bays with crenulated parapet. The top storey of the tower (facing Vine Hill) has three long recessed rounded headed brick arches within which are set 2/2 sash windows with oculi above.

The building was clearly designed to be approached and viewed from Vine Hill. The façade is a carefully considered architectural composition and is well detailed, it is constructed of yellow stock brick with timber sash windows under red rubbed brick arches. The rear of the building, however, is more utilitarian in appearance and is constructed from grey stock brick with a less considered arrangement of windows. Clearly the building was never designed with the intention that it would be appreciated from Eyre Street Hill.

C. 16 Vine Hill as existing

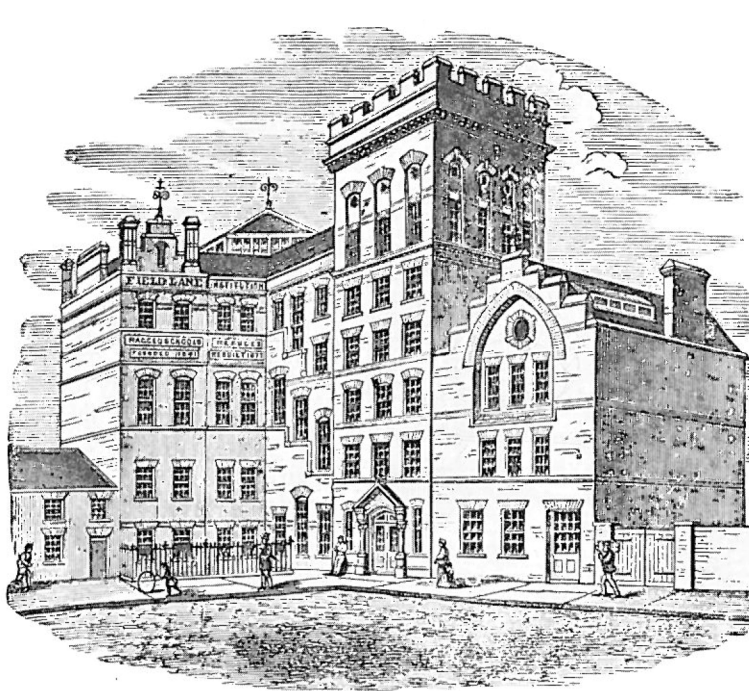
16 Vine Hill comprises of four-storeys of three bays. To the façade the upper two-storeys read as one due to a large centrally placed recessed round headed brick arch, which runs the height of two-storeys, within which are set three smaller recessed round headed brick arches, the upper part to which are rendered and the lower part of which incorporate windows of four panes over four. The building has a stepped gable to the façade and a plain gable to the rear. The rear of the building is not architecturally distinctive and features an excessive amount of blank elevation.



D. 16 Vine Hill as originally designed

A Victorian engraving (see below) of the building shows it to have a different appearance to that which exists today. Notably the large centrally placed recessed round headed brick arch features an oculus and the roof possesses a long narrow dormer window / rooflight. Whether these features formed part of the original design is not clear but what is, however, apparent is that oculi and long narrow dormer windows / rooflights belong to the architectural language of the building and are in accord with its character.

The rendered upper part of the three recessed round headed brick arches has an awkward and poor quality appearance and does not feature to any other part of the building. It is, therefore, assumed that originally the three recessed round headed brick arches were fully glazed openings.



Field Lane Ragged School as depicted c. 1878

3. Assessment of the architectural and historic significance of the conservation area

A. Historical descriptions of the area

Dicken's provides a vivid description of the area in 1838:

'In its filthy shops are exposed for sale huge bunches of second-hand silk handkerchiefs, of all sizes and patterns; for here reside the traders who purchase them from pickpockets. Hundreds of these handkerchiefs hang dangling from pegs outside the windows or flaunting from the door-posts; and the shelves, within, are piled with them. Confined as the limits of Field Lane are, it has its barber, its coffee-shop, its beer-shop, and its fried-fish warehouse. It is a commercial colony of itself: the emporium of petty larceny: visited at early morning, and setting-in of dusk, by silent merchants, who traffic in dark back-parlours, and who go as strangely as they come. Here, the clothesman, the shoe-vamper, and the rag-merchant, display their goods, as sign-boards to the petty thief; here, stores of old iron and bones, and heaps of mildewy fragments of woollen-stuff and linen, rust and rot in the grimy cellars.' (Oliver Twist, Charles Dickens, 1838).

In 1850 it is described in a hand book of London as:

'A squalid neighbourhood... densely inhabited by poor people and thieves. It was formerly a part of Ely-gardens, and derives its name from the crops of saffron which it bore. It runs from Field-lane into Vine-street, so called from the Vineyard attached to old Ely House. The clergymen of St. Andrew's, Holborn, (the parish in which the purlieu lies), have been obliged, when visiting it, to be accompanied by policemen in plain clothes.' (Hand-Book of London, Peter Cunningham, 1850)

B. The character and appearance of the wider conservation area

The area has seen substantial waves of change and development which has resulted in a built environment containing many buildings from different periods of time.

There is a degree of enclosure in most streets and an appearance of high urban density. This is particularly the case in the narrower streets where taller buildings dominate, such as Leather Labe, Saffron Hill and Vine Hill.

Roads laid out during the medieval period included Leather Lane, Hatton Garden, Hatton Wall, Vine Hill, Lastall Street and Mount Pleasant. These roads follow old field and property boundaries and tend to be narrow and winding, often terminating with pedestrian exists with steps, examples being Saffron Hill and Vine Hill.

The Hatton estate was built in the late C17 and early C18 and was laid out on a grid pattern, the streets being wider and straighter than the medieval roads.

The C19 brought substantial change to the area. The Fleet river was covered and road improvement works carried out to carry large volumes of traffic through the area. This led to the redevelopment of large sections of the area and the creation of clear block boundaries with tall buildings of between 4-6 storeys high lining the street. The

character of the area was largely commercial with small shops, commercial premises and offices.

The character of the area is defined by the quantity and variety of the buildings and uses, as well as the unique pattern of streets. The character is not dominated by one particular period or style of building. Buildings of different period, architectural styles and functions exist together creating contrasts in scale and character.

The prevalent building types include Georgian terraced houses, Victorian residential blocks, early social housing and commercial/industrial buildings such as shops, offices, warehouses and workshops, as well as institutional buildings. Georgian buildings tend to be constructed from London stock brick and once possessed clay roof tiles, later replaced with slate. The C19, however, brought a wide variety of materials to the area, including decorative brick, stucco, stone.

Views into and out of the area are limited and a high sense of enclosure is created by buildings. Views are limited by the narrow width of the roads and frequent bends. Therefore many significant buildings and vistas can only be appreciated in close proximity.

E. The character and appearance of the conservation area within the immediate vicinity of the site.

The urban context surrounding the site is characterised by variety and differing degrees of quality. The historic townscape to the rear of the site, fronting Eyre Street Hill, is particularly fragmented and is dominated by large post-war industrial and commercial buildings. The townscape is low quality and the post-war buildings make a negative, or at best neutral, contribution to the conservation area.

F. The contribution of the building to the conservation area and views

16 Vine Hill is a highly distinctive mid-late Victorian institutional building. It is a varied architectural composition and its design is an eclectic style with restrained subtle classical, Italianate and gothic detailing. The building was clearly designed to be approached and appreciated from Vine Hill as the rear of the building is more utilitarian and does not feature any notable architectural detailing. Clearly the building was never designed with the intention that it would be viewed from Eyre Street Hill.

To the rear is a large former school yard which borders Eyre Street Hill. The yard is now partly occupied by single-storey warehousing and is otherwise used for car parking and the storage of large quantities of waste in skips. The boundary treatment to the street is high and unattractive utilitarian, unpainted steel railings. The open space arguably makes a negative, or at best neutral, contribution to the conservation area. Consequently, the rear of the building makes a lesser positive contribution to the conservation area than the façade.

The most important views of the building are, therefore, from Vine Hill and views from Eyre Street Hill are of lesser importance.



Above, aerial view showing fragmented and low quality townscape

4. Assessment of the design of the proposed alterations and the visual impact on the host building and the character and appearance of the conservation area

A. The approved scheme

The approved scheme (2011/2676/P) will change the use from offices to residential and includes the erection of three storey rear extension, roof extensions, creation of terrace and balconies at rear, new windows in rear elevation and alterations to existing windows.

It is a carefully designed scheme that will provide accommodation consistent with the land-use objectives of the Council.

B. Impact of the approved scheme on the character and appearance of the conservation area

The delegated report to planning application to 2011/2676/P concluded that:

‘The proposed rear extension and associated alterations are considered to be appropriately designed and would preserve the character and appearance of the Hatton Garden Conservation Area.’

C. Summary of the proposed alterations to the approved scheme

1. To the façade: replacement of the rendered upper part of the three recessed round headed brick arches with glazing.
2. To the façade: introduction of two oculi to the upper part of the large centrally placed recessed round headed brick arch.
3. At roof level: a long narrow rooflight to the north side.
4. At roof level: minor alteration to the positioning of the approved set-back extensions.
5. At roof level: a small roof terrace to the north side.
6. To the rear: a contemporary design for the three-storey extension

D. The proposed alterations are justified and have a neutral visual impact on the host building and the character and appearance of the conservation area

This substantial building has a strong and robust character by virtue of its varied architectural composition, its design in an eclectic style and its traditional materials. Consequently, the building can be sensitively altered without harming its architectural integrity or the character and appearance of the conservation area.

1. To the façade: replacement of the rendered upper part of the three recessed round headed brick arches with glazing

The replacement of the rendered upper part of the three recessed round headed brick arches, to the façade, with glazing is believed to be a restoration of the original design. In any case it is a visual improvement on the existing awkward and low quality appearance of the rendered panels which does not feature to any other part of the building.

2. To the façade: introduction of two oculi to the upper part of the large centrally placed recessed round headed brick arch, and 3. At roof level: a long narrow rooflight to the south side

A Victorian engraving of the building shows the large centrally placed recessed round headed brick arch with an oculus and a long narrow dormer window / rooflight. Whether these features formed part of the original design or the building as originally built is not clear. What is, however, clear is that oculi and long narrow dormer window / rooflights belong to the architectural language of the building and are in accord with its character. The introduction of two oculi to the upper part of the large centrally placed recessed round headed brick arch to the façade and the introduction of a long narrow rooflight to the north side of the roof (which will not be visible from any part of the conservation area) will consequently have a neutral visual impact on the host building and the conservation area. The alterations are justified because they will improve the quality and amenity of the interior space. It is worth noting here that roof alterations not visible from anywhere but the sky above do not constitute development and so do not require planning permission (see page 18).

4. At roof level: minor alteration to the positioning of the approved set-back extensions, and 5. At roof level: a small roof terrace to the north side

The minor alteration to the positioning of the approved set-back extensions will result in the north extension being slightly visible from Eyre Hill Street. The building was clearly designed to be approached and appreciated from Vine Hill as the rear of the building is more utilitarian and does not feature any notable architectural detailing. Consequently, the rear makes a lesser positive contribution to the conservation area than the façade and is therefore less sensitive to alteration. Clearly the building was never designed with the intention that it would be viewed from Eyre Street Hill. To the rear is a large former yard which borders Eyre Street Hill. The former yard is now used for car parking and the storage of large quantities of waste in skips. The boundary treatment to the street is high and unattractive utilitarian, unpainted steel railings. The open space arguably makes a negative, or at best neutral, contribution to the conservation area. The most important views of the building are, therefore, from Vine Hill and views from Eyre Street Hill are of lesser importance.

The small roof terrace to the north side will not be visible from any point within the conservation area. Consequently, the alterations will have a neutral visual impact on the conservation area. The proposed alterations are justified because they will improve the quality and amenity of the interior space and the provision of outdoor space will substantially improve the amenity of the residential accommodation. It is worth repeating that roof alterations not visible from anywhere but the sky above do not constitute development and so do not require planning permission (see page 18).

6. To the rear: a contemporary design for the three-storey extension

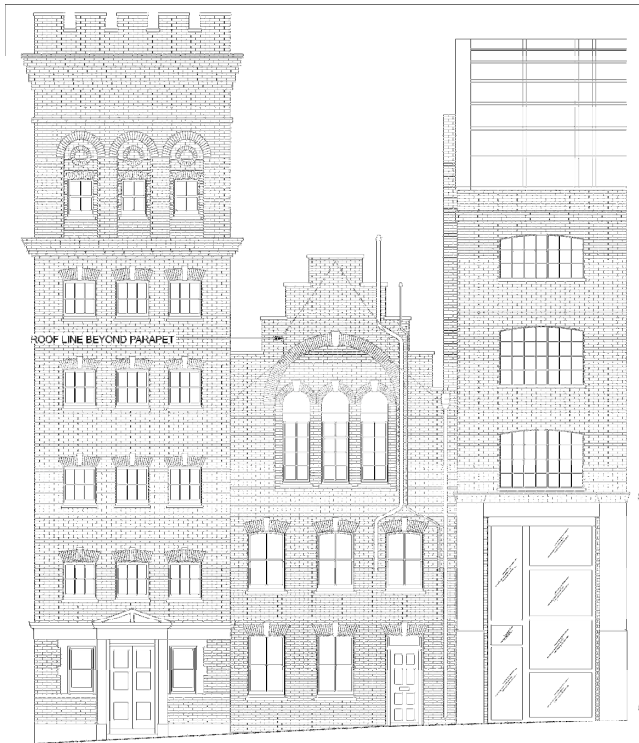
Two revised designs for the three-storey extension have been explored (see CAD images below). A contemporary design is considered to be most successful and a traditional design less successful.

The Historic Environment Planning Practice Guide to PPS5 Planning for the Historic Environment states that 'replicating a particular style may be less important' (Paragraph 178) and that 'the junction between new work and the existing fabric needs particular attention' (Paragraph 180).

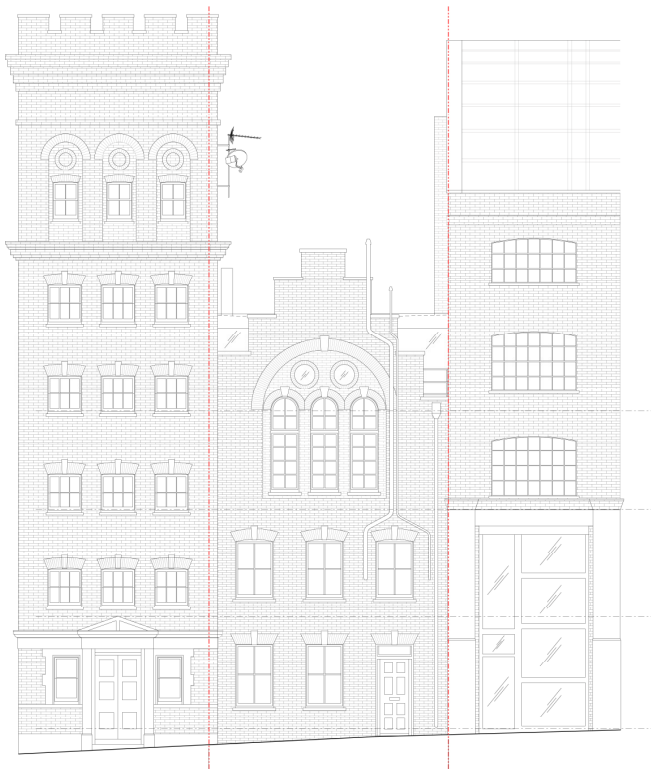
Following this guidance a contemporary design is proposed which simplifies and refines the form of the approved extension. Blue Staffordshire brick is proposed for the rear elevation to the extension, a high quality and robust material which will both contrast and complement the existing fabric. The side elevation is proposed to be fully glazed with contemporary style fenestration so that it has a simple and lightweight appearance which provides a clean junction between the new addition and the historic building. High quality balustrades of bronze mesh over a stainless steel frame are proposed for the balconies. Following these revisions the design of the extension will read as a simple yet high quality new addition to the historic building which both contrasts and complements the existing fabric. Consequently, it will have a neutral impact on the host building and the character and appearance of the conservation area.

A traditional design was explored which also simplifies and refines the form of the approved extension. Yellow stock brick would aim to match the existing fabric, although this presents difficulties in finding an exact match. Traditional style fenestration would aim to follow the character of the existing building but is less successful in combination with balconies as the proportions and glazing bar patterns resulting from providing access to the balconies has an unsatisfactory appearance. Many traditional designs for balustrades fail to comply with building control regulations and consequently often result in a low quality utilitarian appearance.

For these reasons it is felt that the proposed contemporary design is more successful than the traditional design which has been explored. The proposed design will have a neutral impact on the host building and the character and appearance of the conservation area.



Above: the façade as existing.



Above, the façade as proposed, showing the neutral visual impact on the building and the conservation area.



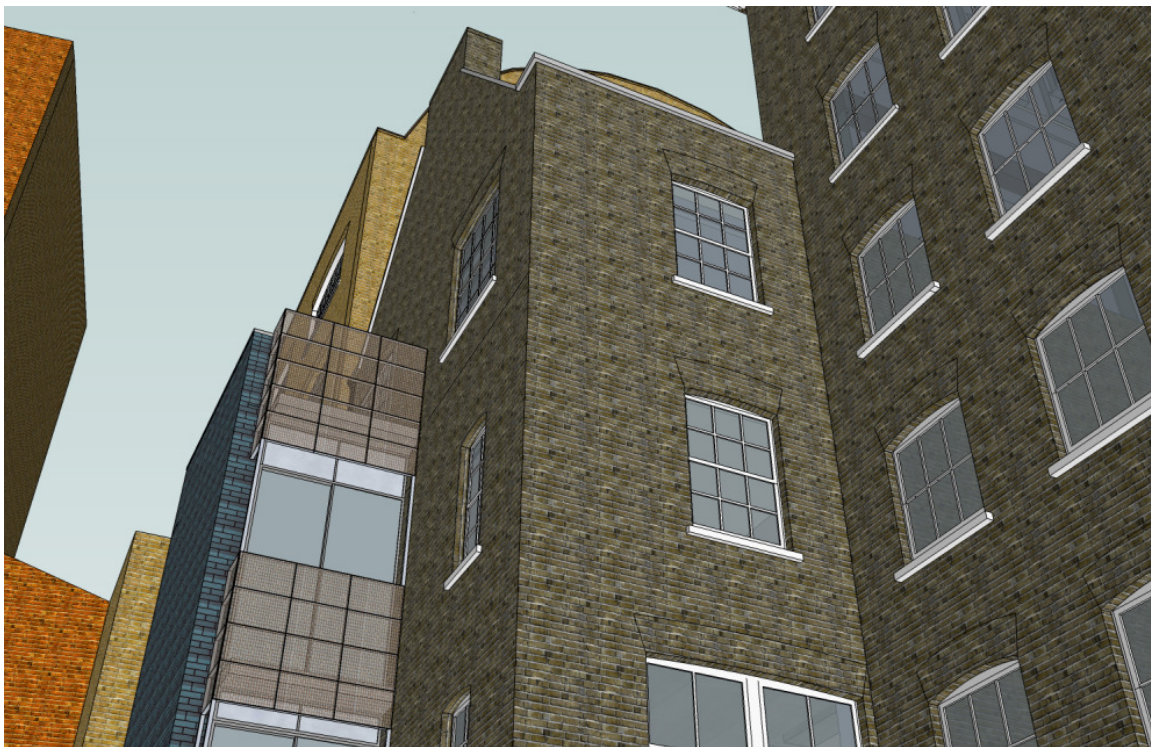
Above, rear as existing



Above, rear as proposed showing the neutral visual impact of the extension and slightly visible roof extension on the building and the conservation area.



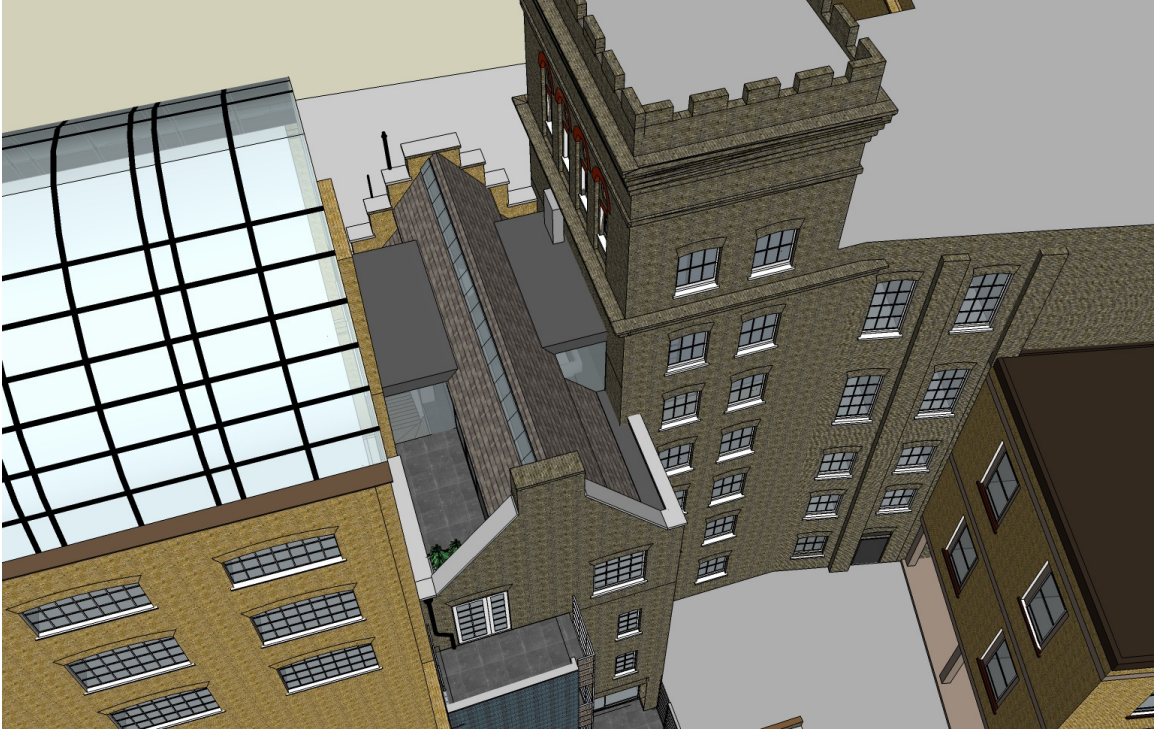
Above and below, a successful contemporary design for the three-storey rear extension





Above and below, a less successful traditional design for the three-storey rear extension





Above, aerial view showing the neutral visual impact of the roof alterations on the building and the conservation area.

5. Assessment of national and local policy and guidance

A. National Policy

Planning (Listed Buildings and Conservation Areas) Act (1990)

The Planning (Listed Buildings and Conservation Areas) Act (1990) provides the primary legislation that is used to assess the impact of development proposals on conservation areas.

Section 72(1) of the Act advises local planning authorities that in the exercise of their planning functions with respect to any building or land in a conservation area, 'special attention shall be paid to the desirability of preserving the character or appearance of that area'.

Section 55(2)(a)(ii) of the Act states that building operations are not 'development' if they do not 'materially affect the appearance of a building'. The meaning of that phrase was considered by the High Court in *Burroughs Day v Bristol CC* [1996] 1 PLR 78, an important decision concerning a listed Georgian building in a conservation area. The proposed works consisted of alterations to the roof, which would be invisible except from balloons or from the top floors of a nearby office block, and the restoration of the original glazing pattern on the front elevation. The deputy judge summarised as follows the factors to be taken into account:

1. what must be affected is 'the external appearance' of the building, and not simply its exterior - that is, the alteration must be one which affects the way in which the exterior of the building is or can be seen by an observer outside the building;
2. roof alterations may affect the external appearance of the building if they can be seen from any normal vantage point on the ground or on or in a neighbouring building;
3. the external appearance must be 'materially' affected, which depends in part on the degree of visibility;
4. whether a proposal is material is likely to depend on both the nature of the building (as to which its status as being listed or in a conservation area may be relevant) and the nature of the alteration;
5. materiality is to be judged in relation to the whole building, not simply the part directly affected.

Planning policy statement 5: Planning for the Historic Environment (2010)

The Government's national planning policies on the conservation of the historic environment are provided in Planning policy statement 5: Planning for the Historic Environment (2010).

The PPS states the Government's objectives for planning for the historic environment in that it makes it clear that heritage assets need to be put to appropriate and viable uses to ensure their conservation, and that intelligently managed change is necessary if heritage assets are to be maintained for the long term.

PPS 5 introduced the concept of heritage assets which are defined in Annex 2: Terminology as a 'building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions'.

Heritage assets include 'designated heritage assets' such as the Hatton Garden Conservation Area. They also include 'non-designated heritage assets' such as those buildings within the conservation area which make a positive contribution to the conservation area, such as 16 Vine Hill as part of the former Field Lane Ragged School.

Policy HE6.1 states that 'Local planning authorities should require an applicant to provide a description of the significance of the heritage assets affected and the contribution of their setting to that significance. The level of detail should be proportionate to the importance of the heritage asset and no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset.

Policy HE7.2 states that 'In considering the impact of a proposal on any heritage asset, local planning authorities should take into account the particular nature of the significance of the heritage asset and the value that it holds for this and future generations. This understanding should be used by the local planning authority to avoid or minimize conflict between the heritage asset's conservation and any aspect of the proposals'.

Policy HE7.5 states that 'Local planning authorities should take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment. The consideration of design should include scale, height, massing, alignment, materials and use'.

The Historic Environment Planning Practice Guide to PPS5 Planning for the Historic Environment expands on this and states the following with regards to making alterations to heritage assets:

The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, are proportion, height, massing, bulk, use of materials, use, relationship with adjacent assets, alignment and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be acceptable for new work to dominate the original asset or its setting in either scale, material or as a result of its siting. Assessment of an asset's significance and its relationship to its setting will usually suggest the forms of extension that might be appropriate. (Paragraph 178).

The fabric will always be an important part of the asset's significance. Retention of as much historic fabric as possible is therefore a fundamental part of any good alteration or conversion, together with the use of appropriate materials and methods of repair. It is not appropriate to sacrifice old work simply to accommodate the new. (Paragraph 179)

The junction between new work and the existing fabric needs particular attention, both for its impact on the significance of the existing asset and the impact on the contribution of its setting. Where possible it is preferable for new work to be reversible, so that changes can be undone without harm to historic fabric.

However, reversibility alone does not justify alteration. If alteration is justified on other grounds then reversible alteration is preferable to non-reversible. New openings need to be considered in the context of the architectural and historic significance of that part of the asset. Where new work or additions make elements with significance redundant, such as doors or decorative features, there is likely to be less impact on the asset's aesthetic, historic or evidential value if they are left in place. (Paragraph 180).

The insertion of new elements such as doors and windows, (including dormers and roof lights to bring roof spaces into more intensive use) is quite likely to adversely affect the building's significance. Harm might be avoided if roof lights are located on less prominent roof slopes. New elements may be more acceptable if account is taken of the character of the building, the roofline and significant fabric. Rooflights may be more appropriate in agricultural and industrial buildings than dormers. In some circumstances the unbroken line of a roof may be an important contributor to its significance. (Paragraph 185).

New features added to a building are less likely to have an impact on the significance if they follow the character of the building. Thus in a barn conversion new doors and windows are more likely to be acceptable if they are agricultural rather than domestic in character, with the relationship of new glazing to the wall plane reflecting that of the existing and, where large door openings are to be glazed, with the former doors retained or replicated so that they can be closed. (Paragraph 186).

B. Local Policy

Core strategy policy CS14 – Promoting high quality places and conservation our heritage assets

Policy CS14 sets out the Council's overall strategy on promotion high quality places and buildings are attractive, safe, healthy and easy to use and requiring development to be of the highest standard of design that respects local context and character.

Development Policy DP24 – Securing high quality design

Policy DP24 contributes to implementing the Core Strategy by setting out Camden's detailed approach to the design of new developments and alterations and extensions.

Development Policy DP25 – *Conserving Camden's heritage*

Policy DP25 provides further guidance on the preservation and enhancement of the historic environment.

C. The proposed alterations comply with national and local policy

As has been shown in Section 4 above, 16 Vine Hill has a strong and robust character and can be sensitively altered without harming its architectural integrity or the character and appearance of the conservation area.

The new features proposed to be added to the existing historic fabric have been shown to follow the character of the building. The proposed minor alteration to the positioning of the approved set-back extensions will result in the south extension being slightly visible from Eyre Hill Street, a less significant part of the building and conservation area. The proposed contemporary design for the approved rear extension has been shown to read as a simple yet high quality new addition to the historic building which both contrasts and complements the existing fabric.

Consequently, the proposed alterations will have a neutral visual impact on the architecture of host building and the character and appearance of the conservation area. For these reasons the proposed alterations comply with national and local policy and guidance regarding the historic built environment.

6. Conclusion

The purpose of this report has been to assess the significance of the building and the conservation area, to assess the design of the proposed alterations and their impact and to consider whether they comply with national and local policies relating the historic built environment.

16 Vine Hill forms part of the former Ragged School which is a substantial building with a strong and robust character by virtue of its varied architectural composition, designed in an eclectic style and traditional materials. The urban context surrounding the site is characterised by variety and differing degrees of quality. Consequently, it has been shown that the building can be sensitively altered and extended without harming its architectural integrity or the character and appearance of the conservation area.

The proposed alterations to the approved scheme (2011/2676/P) have been shown to improve the quality and amenity of the living accommodation while having a neutral visual impact on the architecture of host building and the character and appearance of the conservation area. For these reasons the proposed alterations comply with national and local policy and guidance regarding the historic built environment.