

Camden Lock Village
(Hawley Wharf)
Stanley Sidings Limited

Heritage Assessment

Stephen Levrant – Heritage
Architecture

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INTRODUCTION

This PPS5 Heritage Assessment has been prepared by Stephen Levrant Heritage Architecture in support of the hybrid planning application for development at Hawley Wharf.

The information contained herein should be read with the other documents that comprise the planning application, in particular the Design and Access Statement, the Technical Appendices and the Visual Impact Appraisal within the Environmental Assessment, which together provide information for the Local Planning Authority to determine the impact of the proposals upon the heritage assets on and in the vicinity of the site.

This PPS5 Heritage Assessment is split into two parts. Part A considers the heritage assets affected by the proposals for Areas A, C, D and the Western side of Area B (ie. the detailed masterplan application). Part B considers the heritage assets affected by the proposals for the Eastern side of Area B (ie. the outline school application).

Each part is set out as follows:

1. Existing site and location

2. Identification of Heritage Assets affected by the Proposed Development of the area of the site under consideration.

3. Significance of the Heritage Assets identified.

4. Proposed Development of the area of the site under consideration.

5. Impact of the Proposed Development of the area of the site under consideration on the Significance of the Heritage Assets.

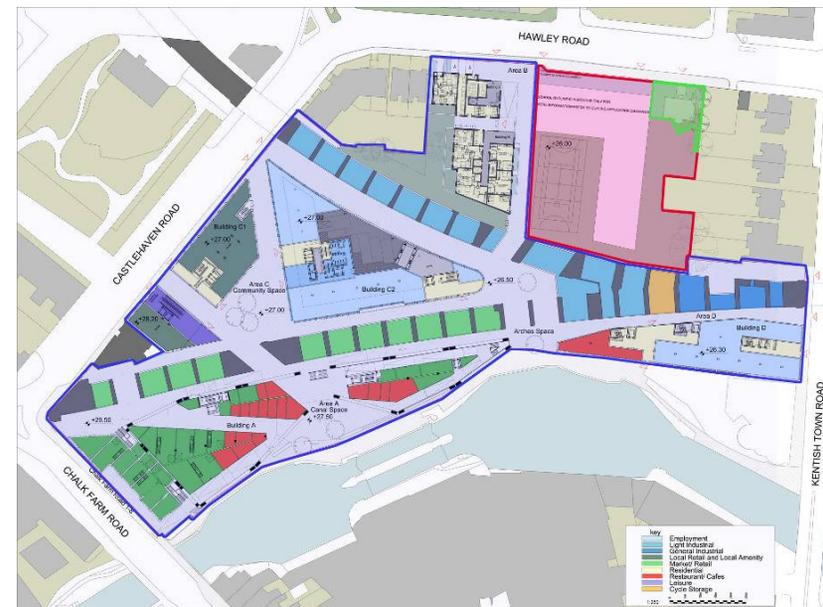


Fig. 1 Area in blue: detailed planning application. Area in pink: outline planning application. Area in green: planning application and detailed Listed Building Consent.

PART A

AREAS A, C, D AND WESTERN SIDE OF AREA B MASTERPLAN

APPLICATION

1 EXISTING SITE AND LOCATION

The site partly falls within the Regent's Canal Conservation Area, a heritage corridor of unique character, but the elements which contribute towards the neighbourhood identity are not necessarily confined to the Conservation Area or other boundaries.

The character of the environs has developed over the years and today largely derives from the presence of four distinct but interrelated elements: the Regent's Canal, Chalk Farm Road, the Railway viaduct and the market activities.

The street patterns are almost unaltered from those established in the 1840s when the Hawley Estate was laid and Camden Town expanded following the opening of the Regent's Canal.

The arrangement of the buildings, the size of plots and links between spaces underwent changes in the second half of the 19th century, after the railway viaduct, depots and goods yards were introduced. In recent

years, as for many other areas in London, large footprint buildings have replaced those of a small footprint.

The frontages along Chalk Farm Road and Regent's Canal present a different scale of buildings, from large-scale commercial warehouses to terraced houses.

The establishment of the Camden market in the 1970s brought economic and physical regeneration to the area. The conversion of wharves for the craft markets also contributes greatly to the present character of the area. A fire in 2008 interrupted the activities of the Camden Canal Market for more than a year; it re-opened following a major refurbishment in May 2009.

The streetscape of Hawley Road is of suburban character, with a regular frontage of early Victorian terraces on the south side and contemporary, high density Council Housing on the north side.

Castlehaven Road at the site is characterised by buildings of mixed massing varying from 19th century terraces to light industrial forms.

The site is divided into four distinct areas of unique character by the Victorian railway viaducts. The areas discussed in this document, being the subject of the masterplan application, are as follows:

Area A occupies a triangular area called Hawley Wharf, bounded on the North by the railway (former North London Railway, now First Capital Connect), on the South by the Regent's Canal and on the West by Chalk Farm Road. This section of the site is part of the Sub area 1 of Regent's Canal Conservation Area, and it is listed in the schedule of land use for proposals of the London Borough of Camden Replacement Unitary Development Plan Adopted June 2006 (Site 24 Hawley Wharf)¹. It comprises the existing canal-side market and the buildings at Nos.1-6 Chalk Farm Road, which are considered "buildings which make a positive contribution" to the character of the Conservation Area, according to the Conservation Area Statement, Regent's Canal (2001). Unfortunately, the whole group was severely affected by the 2008 fire. Both buildings located closer to the railway viaduct, Nos. 7-8 and 9 Chalk Farm Road, were demolished on the 12th February 2008, for health and safety reasons following the fire. This area interacts with both the surrounding heritage context of the Regent's Canal and the brick Victorian Viaducts.

Area B is a polygonal section bounded on the South by the railway viaduct, on the North by Hawley Road, on the West by the plots close to the intersection with Castlehaven Road and the back of the properties

¹ The land use proposals sites in LU1 - Schedule of Land Use Proposals have not been carried forward into the Camden Core Strategy and Development Policies .These sites have been 'saved' until the site allocations document is adopted.

along Kentish Town Road on the East. The area includes the whole of Torbay Street.

The western section of **Area B**, presently occupied by the terraced houses Nos. 11, 13 and 15 Hawley Road, is proposed to be demolished to build new residential units. The eastern section of **Area B** is also occupied by terraced houses and is the subject of the outline application for a single form entry primary school and nursery, and a detailed planning and listed building consent application for No. 1 Hawley Road for general repairs and alterations for DDA access to the lower ground floor.

Area C comprises the area between both lines of the railway viaduct to the North and South, and Castlehaven Road to the West. Haven Street and Leybourne Road are within this section.

Castlehaven Road is characterised by the green area of the Castlehaven Open Space on the West side, which is orientated towards the railway arches to the North and the parallel Hawley Road to the West.

There are only five buildings on the East side of Castlehaven Road terminated by The Hawley Arms, which is not included in the subject site.

Haven Street is at present the gated entrance to the site and has no buildings.

Leybourne Road commences at Castlehaven Road parallel to the railway viaduct on the northeast and ends where both railway tracks merge. There is a single open arch which allows the traffic to drive into Torbay Street and then Hawley Road. It has no buildings.

The area is of mixed uses, particularly open yards related to varied business occupying the railway arches. The land is underdeveloped as indicated in the Hawley Wharf area Planning Framework.

Area D occupies another triangular area bounded on the North by Water Lane and the railway, on the South by the plot 39-45 Kentish Town Road adjacent to the Regent's Canal and on the East by Kentish Town Road. This section of the site is also part of the Sub Area 1 of Regent's Canal Conservation Area.

The structures currently on site are four storey light industrial buildings developed by Rosehaugh Copartnership Dev Ltd in the early 1990s.

There is at present a submission for the renewal of planning permission granted on 23/06/2006 for the redevelopment of 39-45 Kentish Town Road, the adjacent land facing the canal, for erection of a new four storey building with accommodation to provide a new public house with ancillary residential accommodation and office space. This area is currently vacant and does not form part of the Camden Lock proposed development.

As already stated, Camden Lock Village has a rich historical background. The proposals will see that any historically significant structures within the conservation areas will be fully restored. The impact of the wider development in terms of architectural heritage will be discussed in greater depth throughout this document.

2 HERITAGE ASSETS

2.1 Designated Built Heritage

Conservation Areas

As mentioned before, the southern portion of the Site (Area A and Area D) are located within Sub Area 1 of **Regent's Canal Conservation Area**.

Although the Regent's Canal is a continuous area of open space it is not perceived as such because of its twisting route. The special character of the area is largely derived from the nature of the Canal and tranquil space created by the surrounding townscape largely turning its back on the Canal.

Within the Regent's Canal Conservation Area, one of the abutments of the listed Grade II Hampstead Road Bridge lies within area A of the site.

To the northeast of the Site (Area B and Area D), the neighbouring **Jeffrey's Street Conservation Area** is considered to have a distinct quality that largely retains its Georgian character.

Listed Buildings

No 1 Hawley Road is located in the far eastern part of site B. It was listed Grade II in 1974 and it is currently on the Heritage at Risk Register, category B. Constructed between 1834 and 1844, this detached villa with slated hipped roof and projecting eaves, appears for the first time in the Ordnance Survey map dated 1844 (See Technical Appendix 9.3 Buildings Descriptions).

Nos. 55 and 57–63 Kentish Town Road are listed Grade II. Their rear gardens end against the eastern boundary of the site. No 55 is a detached villa dating from the early C19, built of yellow stock brick with slated pitched roof with pitched dormers. Nos. 57-63 are two pairs of semi-detached villas also dating from the early C19, their facades finished in stucco and with slated hipped roofs.

2.2 Non-designated Structures

As indicated within the Regent's Canal Conservation Area Statement, **Nos. 1 to 9 Chalk Farm Road** located within the west of the Site (Area A)

have been designated as 'buildings which make a positive contribution' to the character of the Regent's Canal Conservation Area. The aforementioned fire in February 2008 severely damaged these buildings, and subsequently Nos. 7, 8 and 9 were demolished. The remaining buildings have undergone light repairs and are currently in use.

Whilst not designated, the existing elevated **railway viaducts** which bisect the Site are of interest with regard to their heritage. The arches supporting the railway viaduct and the bridges over the street have a strong and imposing identity which contributes to the legibility and vivid image of the area. They impose an industrial rhythm and monumental scale to the street scene. Their dramatic intervention, shown on the historic maps, typifies the Victorian dynamism in planning. Their legibility is partly obstructed by the structures built within. In the past the arches were used as storage for coal, but also as linkages between spaces. Today all the arches on the site are enclosed and occupied by garages and other commercial activities, resulting in loss of connectivity.

The Hawley Arms pub was built between 1868 and 1873 and although it is a renowned public house in the area, it is not statutorily listed nor identified as a positive contributor to any Conservation Area. For this reason, it is not considered further in this heritage assessment.

The area occupied by the Site along Hawley Road (Area B and Area C) is residential in character, its consistency lessened by the articulated open spaces of Torbay and Bradford Courts to the north of Hawley Road. Most of the buildings along Hawley Road (Area B and Area C), date from the Victorian period, and are in poor condition and the setting of this group of buildings is further interrupted by the mixed uses and workshops along Torbay Street. With the exception of the Grade II Listed No 1 Hawley Road building, no other buildings fronting Hawley Road are statutorily listed nor identified as positive contributors to any Conservation Area. However, English Heritage acknowledges the group of buildings Nos. 3 to 21 Hawley Road and Nos. 6 and 8 Torbay Street as positive contributors to the setting of No 1 Hawley Road, and as such they are also considered in the heritage assessment.

3 SIGNIFICANCE OF THE HERITAGE ASSETS

This section assesses the significance of the heritage assets and other structures contributing to their setting identified in section 2.

According to the Historic Environment Planning Practice Guide supporting PPS 5 Para 113, 'setting' is defined as '(...) *the surroundings in which an asset is experienced. All heritage assets have a setting, irrespective of the*

form in which they survive and whether they are designated or not. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance, or may be neutral'.

The PPS5 Planning Practice Guide offers a method for analyzing the significance of a place based on the four types of value a heritage asset may hold: aesthetic, evidential, historic and communal according to English Heritage's Conservation Principles (2008). The significance of the heritage assets in this assessment have been appraised using these four values and using the English Heritage guidance on "Conservation Area Appraisals" and the "Hawley Wharf Area Planning Framework Supplementary Planning Document 2009".

Further description of these assets will be found in the following appendices:

- * 'Technical Appendix 9.4: Historical Report'
- * 'Technical Appendix 9.5: Spatial and Character Analysis Report'
- * 'Technical Appendix 9.6: Buildings Descriptions'
- * 'Technical Appendix 9.7: Annex Report' which compiles the listed buildings descriptions of those assets within the area and its vicinity.

3.1 Evidential value

"Evidential value derives from the potential of a place to yield evidence about past human activity" (Conservation Principles para 35).

"Evidential value derives from the physical remains or the genetic lines that had been inherited from the past. The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement" (Conservation Principles para 36).

In the case of Hawley Wharf, the evidential value is the built form and physical development which took place because of the industrial revolution, though it evolved over pre-existing patterns of landholding. The development of various transport infrastructures at the site has been key in imparting its singular character to the site; in particular the man-made Regent's Canal and the railway arches were fundamental for the development of the area and for the characterization of the landscape.

The construction of the canal was a major event contributing to Camden Town's configuration and an important aspect of the historical development of the area as a whole. Today, the early mercantile role of the Canal has been superseded, but the environmental quality of the waterfront still plays an integral part in the character of the area.

In the early 1970s with local industries in serious decline, rents became reduced and many artists and craftsmen moved to the area. In 1971 some old industrial buildings were leased on short term lets to local craftsmen and soon a weekend market started. Over the next decade the area became so popular that three other markets were opened on or near Chalk Farm Road. The area now is synonymous with the market, with the Regent's Canal providing a scenic backdrop.

The **Regent's Canal Conservation Area** is varied in scale and character in its whole extension. *'Different sections of the canal vary considerably in terms of aspect, level, width and orientation and in the nature and function of adjacent buildings and landscape'*².

The Hampstead Road locks were completed in 1820 and are the only original double locks still operating on the canal. They are unusual in being clearly visible from the street at Hampstead Road Bridge. The original **Hampstead Road Bridge** was completed at the same time but was subsequently demolished and replaced by the existing grade II listed bridge in 1876.

² Regent's Canal Conservation Area Appraisal and Management Statement. Camden Council 2008.

The continuity of the open space, the presence of the water, and the informal greenery and planting confer to the area a natural and picturesque quality. In this section of the Canal, the bridges as well as the passages below are important features of evidential value and essential parts of the canal side experience.

The **railway arches** hold high evidential value for the Camden area as a whole. They are strong contributors, along with the Regent's Canal, to the industrialisation and expansion of the area from the beginning of the 18th century. The arches are still used by the railways today, with many small industries operating from the archways.

Therefore, the physical attributes of the **Regent's Canal Conservation Area** in and near the site, which comprise the evidential value, are an ensemble of elements that encompass a diversity of structures of different periods, of which many survive today, though not always in good condition.

In the case of the listed Grade II **No1 Hawley Road**, the evidential value is relatively low. Although the building is a very beautiful example of an early 19th century detached Georgian Villa, the building has suffered extensively from the removal and replacement of much of its original fabric, which has eroded elements of its evidential value.

The evidential value of the group of dwellings at **Nos. 55 and 57-63 Kentish Town Road** is that of their location and their remaining features as a late Georgian frontage. The buildings are good examples of the late Georgian architecture that would have been present throughout most of the area at the time of their construction.

The buildings at **No 1-6 Chalk Farm Road** have a relatively strong evidential value when considering their contribution as a terraced frontage to the surrounding area. Although severely damaged by fire in 2008, when the surviving internal fabric was completely destroyed, the buildings built form and location are indications of the time they were built and evidence of the human activity that took place there and led to their construction. The buildings evolved to contain commercial units with vibrant advertising boards by the late 19th century. The fact that these advertisements have been lost diminishes the evidential value these buildings once had. However despite this the buildings continue to evolve to contain a market place and this is further indication that they contain important evidential value closely associated with the human activity that has historically occurred there.

The evidential value of **Nos. 3-21 Hawley Road** and **Nos. 6 and 8 Torbay Street** is relatively low; these buildings are not of exceptional age and better examples of the period exist in the area. Successive alteration

works and their currently decayed condition have considerably worn out the elements of evidential value.

Jeffrey's Street Conservation Area holds high evidential value since Jeffrey's Street is one of the oldest complete streets in Camden, laid out circa 1800. The Conservation Area consists of early 19th century residential development, largely unchanged save for the building of the North London Railway in 1850 which cut through residential developments³.

3.2 Historical value

"Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative." (Conservation Principles para 39).

"The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although

³ Jeffrey's Street Conservation Area Appraisal. Camden Council, 2003.

completeness does tend to strengthen illustrative value." (Conservation Principles para 44).

The **Regent's Canal Conservation Area** provides a rich and vivid connection to the past in a very physical sense. The construction of the canal in the early 18th century was a major factor contributing to Camden Town's configuration, however the fact the canal passed through Camden did little to increase the prosperity of the area. It was only with the arrival of the railways that the situation changed. With the arrival of the London to Birmingham railway the synergy between the canal and the railway contributed to Camden's expansion as a major centre.

The **railway arches** are intrinsically linked to the history and development of the area. In 1832, the London & Birmingham Railway Co. announced that the railway was to terminate at Camden Town. In 1835 an Act was passed that authorised the company to extend the line near to Euston Square. This extension presented a difficult problem and the railway had to be built on arches which played an important role in the industrial development of the area. The synergy of the Regent's Canal and the railway contributed to Camden's industrial expansion and wider development of the area. The railways still continue to be used to this day, and the arches beneath provide workshops and storage for many small industries.

Today the early mercantile role of the Canal has been superseded; however the concentration of industrial archaeology along this section of the canal, and its associated railway features are of high historical interest and quality. Although no longer a working canal in the sense for which it was constructed, the canal still provides a powerful connection to the industrial era in which it was built.

The historical value of **No.1 Hawley Road** is evident in the fact that the building is statutorily listed at Grade II and as such identified as of national historic, aesthetic and architectural value. The building was constructed between 1834 and 1844, with the exact year of construction or the architects involved not known. The building is a late Georgian Villa and is unique in its form and construction when compared to its immediate surroundings. For this reason the building holds significant historic interest.

Nos. 55 and 57-63 Kentish Town Road have their historical value recognised by their statutory Grade II listing. This terrace of buildings dates from the early 19th century and display design features and details typical of that era.

The historical value of **Nos. 1-6 Chalk Farm Road** can be seen in terms of the contribution their frontage makes to the townscape. Nos.1 to 6 were built between 1841 and 1844, and are good examples of terraces from

that period on a main thoroughfare. They are considered “buildings which make a positive contribution” to the character of the Regent’s Canal Conservation Area.

The historical value of **3-21 Hawley Road and Nos. 6 and 8 Torbay Street** can be seen in terms of the contribution their frontage makes to the townscape not only in architectural terms but as historic references of a certain period. The buildings along Hawley Road in the vicinity of No 1 have a consistent residential character, all of them dating from the mid 19th century and provide a certain degree of visual cohesion.

The historic value of **Jeffrey’s Street Conservation Area** is closely associated to its evidential value since Jeffrey’s Street and the nearby terraces Nos. 55 and 57-63 Kentish Town Road (built around 1800) remain largely intact and as such are a significant example of their historic period.

3.3 Aesthetic value

“Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place”. (Conservation Principles para 46).

“Aesthetic values can be the result of conscious design of a place including artistic endeavour. Equally they can be the seemingly fortuitous outcome of the way in which a place has evolved and be used over time. Many places combine these

two aspects... Aesthetic values tend to be specific to a time cultural context and appreciation of them is not culturally exclusive." (Conservation Principles para 47).

"Design value relates primarily to the aesthetic qualities generated by the conscious design of the building, structure or landscape as a whole. The embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship." (Conservation Principles para 48).

On the one hand the aesthetic value of Hawley Wharf resides in the canal front, the natural habitat and the greenery. On the other hand, the value is represented by being part of a remarkable man-made waterway. In particular the following attributes contribute to the aesthetic appreciation of the place by people and potentially contribute to create place identity:

The **docks, bridges (including the listed Hampstead Road Bridge) and railway arches** besides having an aesthetic value in themselves, constitute the architectural language and historical link to the industrial past; the advantage of an **open view** (potentially) of these elements offers urban space quality; the cultural heritage nature of the **canalside** views positively influence the aesthetic performance of the place.

No.1 Hawley Road holds an important position on Hawley Road in terms of its aesthetic contribution to the overall streetscape. Although the building is in a poor state of repair, the detached late Georgian villa is a beautifully detailed listed building. The building boasts strong features including a central prostyle Doric portico and an egg-and-dart ovolo cornice at eaves level. The building evokes strong images of grandeur about the area that have since been eroded.

The terrace **Nos. 55 and 57-63 Kentish Town Road** provides an important aesthetic to the surrounding area, as recognised by their statutory Grade II listing. The buildings are fine examples from the period, and enhance the visual aspect of the area.

Nos. 1- 6 Chalk Farm Road make up part of the main thoroughfare of the area. Although the buildings are in a terrible state due to the loss of original features during the 2008 fire, they still provide a powerful backdrop to the area. They hold an important place in Camden's transition from industrial transportation hub to home of the diverse artistic culture that Camden town is now famous for, and their brick aesthetic has become synonymous with Camden market, and also the wider area.

Nos. 3-21 Hawley Road and Nos. 6 and 8 Torbay Street have relatively low aesthetic value since they are much decayed and altered examples of the early Victorian period.

The aesthetic value of **Jeffrey's Street Conservation Area** lies in the high level of preservation of original features throughout the conservation area, which largely retains its Georgian character.

3.4 Communal value

"Communal value derives from the meanings of place for the people who relate to it will for whom it figures in their collective experience or memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional specific aspects." (Conservation Principles para 54).

"Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence." (Conservation Principles para 56).

The remembrance of a vibrant communal past, which gave Camden Town a largely renowned character associated with markets and trade, is probably the strongest communal value.

Social value is paramount in this element of significance as the area has distinctiveness and coherence that is based upon its historical development. There is a strong sense of identity with the place, nurtured by the demographic and historical market and industrial use, and as such

bestowing the **Regent's Canal Conservation Area**, including the **Hampstead Road Bridge**, high communal value.

The **railway arches** are high in communal value since they are a vivid representation of the history and development of the area. The fact that they are still in use brings together past and present common uses by the community.

The communal value of **No.1 Hawley Road** lies in the evident presence of this building on Hawley Road. Being the only building of these characteristics in the area, No 1 Hawley Road is a strong contributor to the identity of the community.

Nos. 55 and 57-63 Kentish Town Road also have communal value in terms of the contribution they make to the character of the area and to the collective experience of a particular period in England's history.

Nos. 1- 6 Chalk Farm Road provide a powerful built frame to the main street and the entrance to the market constituting the transition between the built environment and the nature of the canal side. Their communal value lies in their contribution to the social identity of the place, and the collective experience of the community reaching the canal side from Chalk Farm Road.

The communal value of **Nos. 3-21 Hawley Road and Nos. 6 and 8 Torbay Street** lies in their contribution to the community experience of a particular period in England's history, although their decayed condition does not enhance the neighbourhood.

The communal value of **Jeffrey's Street Conservation Area** lies in the continuous use of the residential properties within the conservation area since they were built. The layout of the streets also remains unchanged since they were laid out circa 1800.

4 PROPOSED DEVELOPMENT

The site of the proposed development has been determined by Camden Council as a key area of development opportunity according to the Hawley Wharf Area Planning Framework Supplementary Planning Document, February 2009.

The framework is intended to ensure that any development is beneficial and does not detract from Camden Town's unique character that attracts local people and visitors. One of the main themes described as the Council's broad aspirations for the Hawley Wharf area is *'High quality design which understands values and responds positively to local character, heritage and the canal'*.

The proposals will see the redevelopment of Camden Lock Village and the surrounding area. The area has a strong cultural identity, as well as a rich historical background. The proposed development seeks to enhance this sense of identity, as well as creating a new vibrant destination that will benefit both the wider community and visitors to the area.

The developments will meet the needs of the local community by means of school facilities and highly sustainable residential provision, including affordable housing and associated amenities. A range of new employment uses will generate new jobs, stimulating the local economy and revitalising the area.

The opportunity that an 'empty' space in an already consolidated urban environment offers, in terms of economic benefits, use of space for recreational and communal activities, and more generally for the regeneration of the area as a whole, is another important meaning given to the place by its people.

Area A will comprise the new Canal-side retail market building and arches and two new open spaces. Both these spaces interact with the surrounding context such as the Regents Canal and the brick Victorian Viaducts. No.1-6 Chalk Farm Road will be retained and enhanced, with widened footpaths improving the public realm and easing pedestrian movement. A new building will complete the existing terrace and will

create a public gateway space, enhanced by generous public rooftop gardens and gradient walkways. The design has been carried out by MAKE architects.

On the canal side, within Area A and within the Regent's Canal Conservation Area, one of the walls and abutment of the Listed Grade II Hampstead Road Bridge lies within the site. The proposals involve the removal of a later extension to such wall, to introduce a set of stairs providing a direct passageway between the towpath and the commercial corridor at the rear of Nos.1-6 Chalk Farm Road. An application for listed building consent for the alterations to the abutment is included within the hybrid application.

The proposal for Area B includes the demolition of the existing buildings along Hawley Road and Torbay Street, the construction of a new residential development and the construction of a new Single Form Entry Primary School and Nursery and ancillary facilities. The viaduct arches will be refurbished for light and general industrial uses along with a new site wide public cycle store. A new pedestrian route is proposed to connect Hawley Road through Area B and the viaduct arches to the rest of the masterplan and towpath of the Regent's Canal.

The position and proposed uses for Area B allows it to act as both a connection and a buffer between the proposed developments and the existing communities, which are predominantly residential.

The western section of Area B constitutes the residential component of the full application. The eastern section of Area B is the subject of the outline application for the school. The outline proposals by Allford Hall Monaghan Morris (AHMM) are analysed in Part B of this document. The far east of Area B is the site of 1 Hawley Road and is the subject of a detailed planning and listed building consent application.

Area C is mixed use comprising residential, local employment, local retail and community uses. The creation of workshops spaces for light industrial use, and offices, thus creating a range of jobs opportunities. The community space is served by a series of entrances and neighbourhood amenities, creating a lively and vibrant public realm with a strong sense of place. There is also the opportunity of this space being utilised for a local weekend farmers' market.

Area D will comprise a new building that will have workshops on the ground floor and basement and private residential on the floors above. This will also complete the new east-west connections and will improve access to underused public transport links.

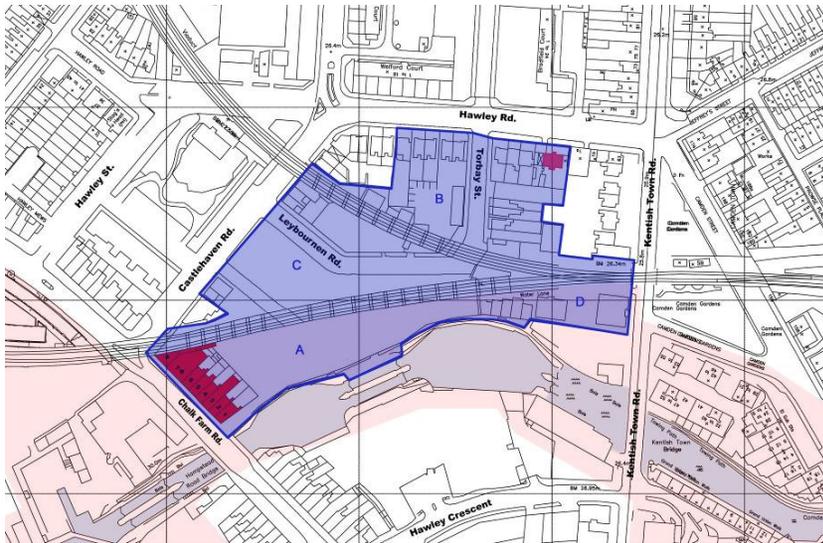


Fig. 2 The Site and its four areas.

5 IMPACT OF THE PROPOSED DEVELOPMENT ON THE SIGNIFICANCE OF THE HERITAGE ASSETS

The following section analyses the proposals for the that are subject of this application, in accordance with PPS5. The subject areas are edged with a dark blue line in Fig. 3 below.

Planning Policy Statement 5: Planning for the Historic Environment (PPS 5) 2010 sets out the Government's planning policies on the conservation of the historic environment. PPS5 is supported by a Practice Guide endorsed by Communities and Local Government, the Department for Culture, Media and Sport (DCMS) and English Heritage.

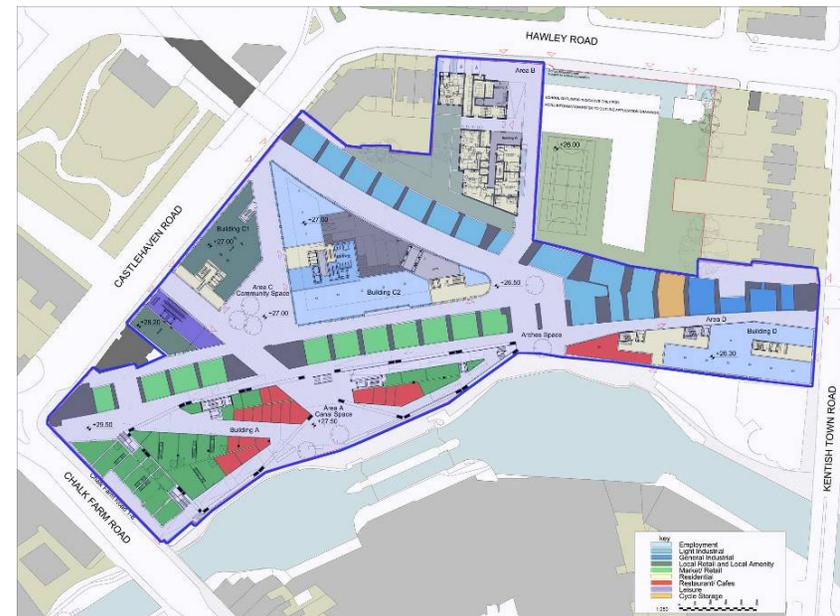


Fig. 3 Area edged in blue: detailed planning application.

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. As a minimum the relevant historic environment record should have been consulted and the heritage assets themselves should have been assessed using appropriate expertise where necessary given the application’s impact...”*

As recommended in HE6.1, an assessment of the significance of the heritage assets has been provided earlier in this report and furthermore in the form of Technical Appendices: 9.4: Historical Report, 9.5: Spatial and Character Analysis Report, 9.6: Buildings Descriptions and 9.7: Annex Report. These documents are proportionate to the importance of the assets being considered.

The assessments and analyses that have been carried out have informed the design process and are believed to be "sufficient to understand the potential impact of the proposal on the significance of the heritage assets."

Policy **HE 6.2** states that the information and the impact assessment should be set out within the design and access statement when required.

However, this is not always practical or suitable. In this instance a series of documents, including stand alone Design and Access Statements and Environmental Statement, have been produced in order that they can be read and understood with any of the other parts and statements that comprise the entire planning application.

Policy **HE 7.2** states: *‘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 minimise conflict between the heritage asset’s conservation and any aspect of the proposals’.*

The significance of the heritage assets affected by the proposals has been assessed in section 3 of this report. The significance of the assets and their settings has informed the design process throughout.

Policy **HE 7.4** asks that local planning authorities should take into account: the desirability of sustaining and enhancing the significance of heritage assets, and utilising their positive role in place-shaping; and the positive contribution that conservation of heritage assets and historic environment generally can make to the establishment and maintenance of sustainable communities and economic vitality by virtue of the factors set out in HE 3.1 including the contribution that the historic environment

can make by its influence on the character of the environment and an area's sense of place, and the stimulus that it can provide to inspire new development of imaginative and high-quality design. This epitomises the design ethos of this proposal.

The heritage assets will, as a whole, be sustained and enhanced by the proposal. A new, carefully considered and aesthetically superior group of buildings will sustain and enhance the heritage assets. Seen in conjunction with other contemporary buildings, it adds to the group value that they may have. Seen as an element in the larger context, the new buildings provide a high architectural value. The proposal creates, in essence, a new "place" which becomes an intrinsic part of an established heritage asset. The use of the new buildings brings economic vitality and numerous other benefits to the conservation area generally and to the wider context of the city. These benefits are also dealt with in more detail below.

HE7.5 continues on the characteristics of the proposals:

'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 proposed development has been very carefully considered and designed so as to ensure that its setting and its immediate context (within the Zone of Visual Influence) will be enhanced overall, after consideration of mitigating benefits where appropriate. An understanding of the significance and characteristics of the historic environment within and in the vicinity of the site has informed the design concept throughout.

Local distinctiveness in this area is informed greatly by contemporary built form, as well as historic buildings within and around the site. The particular design considerations of scale, height, massing, alignment, materials and use have been addressed fully in the Design and Access Statement and so are only lightly touched upon here.

As to scale

Scale, is often misunderstood and should not be confused with "size" or "bulk". Scale, particularly in tall buildings, should be considered in terms of the constituent contribution it makes to the entire area. It should also reflect the scale of the elements that help to characterise the area, in particular the conservation area and the heritage assets in the vicinity, including their settings, as translated into the architectural design. This is best understood by looking at the individual elements that go to make up the construction and aesthetic sensibilities of the particular buildings

which contribute to their own intrinsic character. This is seen in other contemporary buildings in the area in respect of cladding panels and structural, decorative and constructional grids.

Scale also provides the important texture of the facades treatment which results in the architectural form. Thus, the new buildings, dependent upon distance and visual context, will have a different response – observers closer to the building will appreciate the elements of the scale which go to make up its form, rather like a mosaic; and in distant views it is the form, colour and overall texture which can be appreciated. The balance of these criteria within the conservation area and wider context, including other heritage assets, are important contributors to the sustainability of the character of the area.

As to height

The height of the buildings is essential to the architectural concept and a direct product of the use and capacity that they have been designed for, within the limitations set by the historic environment and neighbouring buildings.

Although some of the buildings are taller than the existing ones, they are not of such size to be uncharacteristic or over dominant within the area as a whole.

The impact of height and relationship with other buildings is considered both in the Design and Access Statement and in the Visual Impact Appraisal included in the Environmental Statement.

As to Massing

The evolution of the massing has been fully expounded in the Design & Access Statement as this has essentially been a "balancing exercise". The massing is also dictated by structural and constructional design issues in order to ensure that the project can be delivered sustainably, in the widest sense. The massing has been considered in the views and in relation to streetscape, and is intended to provide visual interest.

As to Alignment

Alignment, in the usual sense of taking cognizance of particular urban or landscape form, has slightly different connotations in this context. The site has constraints which are a result of its history; the new buildings have to be designed to fit onto or into, those constraints. "Orientation" maybe more appropriate criterion than "alignment" and they have a similar importance in this case. The Design & Access Statement explains the evolution of the orientation of the main elements of the proposed

development, and how they relate to the Regents Canal Conservation Area as a whole, and the wider context.

As to Materials

The exterior materials for the new buildings have been very carefully selected from the “palette” within the Regent’s Canal Conservation Area. They complement the scale and form of the buildings, and contribute to their architectural value. Materials are also sized to suit the architectural proportionality and texture. This is also compatible with conservation area character.

The use of traditional materials is important in the context of massing and scale. Contemporary materials will be used for the structure and constructional elements in order to provide a suitable sustainability response for the building.

As to Use

The proposed mixed uses are characteristic of the area and involve public routes connecting the canal side with the northern section of the site at Hawley Road. This passage is currently inaccessible due to obstruction of the railway arches.

Paragraphs 88 and 89 of the PPS5 Practice Guide expand on the use of heritage assets. The proposal secures the “optimum viable use” of the site, which partially falls within the Regent’s Canal Conservation Area, not just for the present owner but for the future conservation of the heritage asset (in this case the Regent’s Canal Conservation Area).

Policy **HE9.4**, Additional Policy Principles stated: *Where a proposal has a harmful impact on the significance of a designated heritage asset which is less than substantial harm, in all cases local planning authorities should:*

- (i) weigh the public benefit of the proposal (for example, that it helps to secure the optimum viable use of the heritage asset in the interests of its long-term conservation) against the harm; and*
- (ii) recognise that the greater the harm to the significance of the heritage asset the greater the justification will be needed for any loss.*

The proposed works (including demolition of existing buildings in the Regent’s Canal Conservation Area) involve “less than substantial harm” as propounded in this clause, considered in the conservation area “as a whole” and the particular assets within and in its proximity.

The design, materiality and articulation of the new buildings have been carefully considered within the Regent’s Canal Conservation Area and

subarea. Due cognisance has been taken of the views from the public realm and this has influenced and informed the design process.

A leading objective of the proposed design has been to create a sympathetic interface with the Regent's Canal Conservation Area by utilising significant characteristics such as the materials and architectural language of the railway arches.

There is also a consideration of "public benefit" deriving from the proposal.

The public benefit that the proposal provides is in the "optimum viable use" for this particular site, within the Regent's Canal Conservation Area, as well as the enhancement to historic environment provided by the design quality of the proposal. The planning statement details other benefits which are a material consideration in weighing the proposal.

There are no definitions of "substantial" or "less than substantial" harm. Impact, per se, is not necessarily "harm". In this proposal, there are, ostensibly, various degrees of harm and benefit, in respect of impact upon all the heritage assets affected by the proposals for Area A, C, D and western side of B. The Visual Impact Appraisal included in the Environmental Statement deals in detail with these impacts in a series of verified views.

HE9.5 states that *"Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. The policies in HE9.1 to HE9.4 and HE10 apply to those elements that do contribute to the significance. When considering proposals, local planning authorities should take into account the relative significance of the element affected and its contribution to the significance of the World Heritage Site or Conservation Area as a whole. Where an element does not positively contribute to its significance, local planning authorities should take into account the desirability of enhancing or better revealing the significance of the World Heritage Site or Conservation Area, including, where appropriate, through development of that element. This should be seen as part of the process of place-shaping."*

As a result of the assessment carried out earlier in this report and in of Technical Appendices: 9.4: Historical Report, 9.5: Spatial and Character Analysis Report, 9.6: Buildings Descriptions and 9.7: Annex Report it is believed that the canalside characteristics of the site undoubtedly contribute to the significance of the Regent's Canal Conservation Area as a whole. In its current condition, however, the site area and the majority of the buildings within cannot be regarded as positive contributors to the Regent's Canal Conservation Area or subarea. The abundance of low quality constructions and largely altered buildings within the site is clearly not a positive contribution to the Conservation Area. This fact has led to

the decision to replace them with a superior architectural group retaining and enhancing the elements of significance.

Policy **HE 10.1** states that *"When considering applications for development that affect the setting of a [designated] heritage asset, local planning authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset."*

The designated heritage assets whose settings are affected by the proposal, have been examined earlier and those which have recognised heritage values within the immediate context of the new buildings and their wider setting which have an assertive or dominant contribution in the townscape have been noted. Dominance is not necessarily the product of mass bulk or height, but also of articulation, detailed design and materiality. The removal of detrimental structures, including the demolition of buildings which detract from the character of the Regent's Canal Conservation Area (such as Cameron House in Castlehaven Road), is considered a strong contribution to better reveal the genuine significance of the Conservation Area. The retention of Nos. 1-6 Chalk Farm Road, which will subject of restoration works, add further to the better understanding of the Regent's Canal Conservation Area character.

6 LOCAL PLANNING POLICY

Camden Local Development Framework, Camden Core Strategy, 2010 - 2025, Adopted Version, November 2010

The Camden Core Strategy provides the vision, objectives and spatial policies to guide development in the borough up to 2025. The Development Policies contribute to delivering objectives of the Core Strategy by setting out detailed planning policies that the Council use for determining planning applications. Both documents constitute the Camden Local Development Plan adopted 8 November 2010.

Policy **CS14** – 'Promoting high quality places and conserving our heritage', sets out the requirements to safeguard Camden's heritage. The overall strategy is to sustainably manage growth in Camden in a way that conserves and enhances the heritage and valued places that give the borough its unique character.

CS14 states that Council will ensure that Camden's places and buildings are attractive, safe and easy to use by: *'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'*.

It is considered that the proposal not only preserves but enhances the character of the historic environment through a new development of high quality which retains and enhances the elements of significance within and in the vicinity of the site.

LDF policy **DP25** indicates that 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;

Items a) and b) have been proved throughout this report and the historical research and assessment included in the appendices. In the case of item c), it is considered that this document and its appendices

justify the proposed partial demolition of the buildings within the Regent's Canal Conservation Area since all identified elements of significance in relation to the Conservation Area are not only retained but enhanced by the proposal. The proposed demolition involves the most altered and rebuilt buildings on site which do not hold any positive contribution to the conservation area.

7 CONCLUSION

The significance of the Regent's Canal Conservation Area and of the designated and non-designated heritage assets within and in the vicinity of the site is not challenged. The Visual Impact Appraisal included in the Environmental Statement demonstrates that there is no substantial harm caused to the conservation area "as a whole" and the impact in general is moderate within the settings of designated heritage assets.

Impact, per se, does not necessarily induce "harm" and PPS 5 does not provide any definition of the two types of harm, which it wishes to be considered in determining the impact of proposals. The proposal causes "less than substantial harm" to the historic environment in the area.

Notwithstanding the tenets of English Heritage Conservation Principles (para 154) "... A high quality of design of proposed intervention is not

mitigation, but essential in any significant place." and the cross-reference to Principle 4.6: "*New work should aspire to a quality of design and execution which may be valued now and in the future.*" The architectural ethos generated by the brief and the opportunities and constraints of the place, have inspired the architects to produce a group of buildings of exceptionally high quality. The design is compatible with the Conservation Area's characteristics in terms of scale, articulation, materiality, height and form. The mixed uses are characteristic of the area and relate to other buildings in the wider context. Overall, and the new proposal must be thus considered, it will sustain the Conservation Area's significance and the settings of other heritage assets in the vicinity.

This proposal complies with policy at the heart of PPS 5 in respect of new development in Conservation Areas. The new proposal sustains the significance of the Regent's Canal Conservation Area and the heritage assets within and in the vicinity of the site by virtue of its design, which has been informed by a demonstrable understanding of the significance of the historic environment. PPS5 policy is clearly "development positive" in its encouragement of change, where justified in its conservation terms.

In light of the above, it is considered that the relevant criteria policies of PPS5 have all been complied with, and thereby must also satisfy the relevant local plan policies.

PART B

AREA B OUTLINE PROPOSAL FOR SCHOOL BUILDING

1 EXISTING SITE AND LOCATION

This PPS5 Heritage Assessment has been prepared by Stephen Levrant : Heritage Architecture in support of the outline planning application for the redevelopment of the land currently occupied by the terraced houses No 3, 5 and 7 Hawley Road, the warehouse No 8a Torbay Street, terraced houses No 6 and 8 Torbay Street, and No 4 Torbay Street⁴. Torbay Street is also part of the development area and so are the lateral elevations of No 9 Hawley Road and the storage built towards the rear of its plot.

It is proposed to demolish the above mentioned existing buildings and to replace them with a one form entry primary school and a nursery.

The new school is to be designed as two buildings, S1 and S2. These two buildings are joined together to create a single built form. Both buildings

⁴ No 2a Torbay Street (still standing) was erected as a weigh office in 1925. The empty plot at No 2 constitutes the access to a back garage structure also to be demolished.

are 2 storeys in height with their roof tops being used as outdoor amenity, enclosed at their sides.

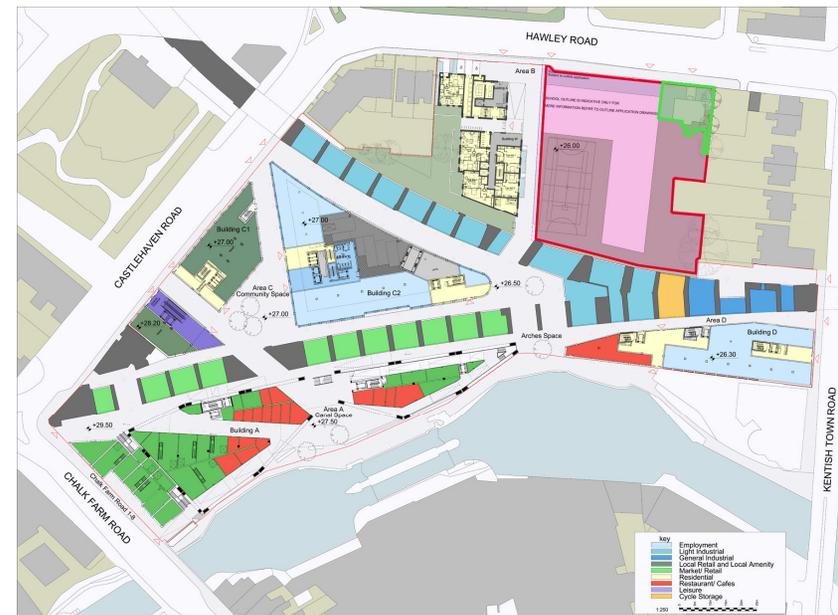


Fig. 1 Area in pink: outline planning application. Area in green: detailed planning application and listed building consent.

Further description of these assets will be found in the following appendices:

- * 'Technical Appendix 9.4: Historical Report'
- * 'Technical Appendix 9.5: Spatial and Character Analysis Report'
- * 'Technical Appendix 9.6: Buildings Descriptions'
- * 'Technical Appendix 9.7: Annex Report' which compiles the listed buildings descriptions of those assets within the area and its vicinity.

3 PROPOSED DEVELOPMENT OPTIONS

The outline plans for the school building follows the Department for Education and Skills Building Bulletin 99, as stated in the Design Principles accompanying this application.

The building is proposed in the form of two buildings, named S1 and S2. The arrangement of these two buildings is 'L' shaped, with both buildings forming a single built form at all times. Building S1 is situated along Hawley Road and retains the existing street pattern and is set out against the existing building line of No1 Hawley Road, respecting the historic lines

of construction and avoiding obstruction of views towards the listed building. The gap between the school building and No.1 Hawley Road will never be less than the gap between No. 1 and No.3 Hawley Road. The north elevation of building S1 may project up to 2m beyond the prevailing building to further articulate the façade. No more than 1/3 of the north elevation will extend beyond this line at a distance of at least 8.8m from 1 Hawley Road, ensuring that any projections do not compromise the setting of the listed building (for more information on this please refer to Parameter Plan Drawing No P4401).

The siting of building S2 is critical in defining the outdoor teaching spaces that surround it. The outdoor learning environment is a critical pedagogical tool, and as such the types and sizes of spaces proposed must be considered in relation to the proposed internal teaching spaces. The maximum and minimum extents of the built envelope being applied for allow for a variation in the location of S2 along the east-west axis of up to 12.6m. This will allow the detailed design to dictate the types of amenity provided and the parts of the school building that they relate to.

The predominant building material will be one of or a combination of the following; brick, terracotta and coated metal. The choice of materials will contribute to an appropriate architectural relationship between the new

school building and the listed building at No1 Hawley Road, its immediate setting of residential buildings and the wider masterplan.

The boundary wall that addresses Hawley Road has to provide a balance of privacy and security for the school while providing overlooking of the public realm. To allow for this a maximum height of solid enclosure (1.2m) has been defined along with a maximum height of permeable enclosure (2.4m).

Landscaping and external areas will be dealt with at a later stage according to the requirements of the end user school.

4 IMPACT OF PROPOSED DEVELOPMENT ON HERITAGE ASSETS

This assessment will consider the degree to which the maximum and minimum parameters of the outline proposal

- Are likely to complement, respect and fit into the existing historic environment;
- Are likely to enhance or detract the historic character of the area.

It is to be noted that this appraisal assesses both the maximum and minimum lateral and vertical parameters of the Development as defined by Parameters Plans 4401 and 4402. The variation in position of S2 is also considered due to the implications to the setting of the listed No 1 Hawley Road.

Maximum parameters

Maximum parameters both in plan and in height (39.05m AOD) with S2 in the proposed east position (closer to No 1 Hawley Road plot)



Minimum parameters

Minimum parameters both in plan and in height (34.03m AOD) S2 in the proposed west position (further away from No 1 Hawley Road plot)



The possible impacts are analysed in the table below.

Option	Description	Development effects on Heritage Asset	Description of Potential Effect	Residual Effect
1	Maximum parameters both in plan and in height (39.05m AOD) with Building S2 in the proposed east position (closer to No 1 Hawley Road plot)	Effects upon the setting of railway arches currently occupied by detrimental structures.	The proposed mass and bulk of Buildings S1 and S2 at the maximum development parameters will reduce visual appreciation of the arches at pedestrian level from Hawley Road. The impact is considered minor since the arches themselves will be cleared of the detrimental structures housed within the arches as part of the major development.	Permanent, local effects of minor adverse significance.
		Effects upon the setting of the listed building No.1 Hawley Road.	The bulk, height and massing of the proposed school building at the maximum development parameters will affect the setting by proximity. In particular the siting of Building S2 which steps onto the plot of the listed building in the rear garden area. The setting of No 1 will also be affected through the replacement of the existing party/garden wall by a lively elevation with windows and active use; this effect is not considered to be negative or detrimental. The conservation-lead refurbishment of the existing listed Grade II building at No 1 Hawley Road to be incorporated into the school facilities and the public benefit from the regeneration of the area are considered to ameliorate the adverse effects caused by the mass of Building S2 stepping into the listed garden.	Permanent, local effects of moderate adverse significance.
		Effects upon the setting of the Nos. 55 and 57-63 Kentish Town Road.	The bulk and height of the new buildings, and in particular the height of the proposed boundary wall at the rear of these properties will affect their setting. Visuals will be reduced (see Visual Impact Appraisal). The public benefit from the regeneration of the area is considered to ameliorate the adverse effects caused by loss of visuals.	Permanent, local effects of minor adverse significance.
		Effects upon the setting of Jeffrey's Street Conservation Area.	The height and bulk of the new buildings, and the massing of the main façade of Building S1 alongside Hawley Road and the lateral façade of Building S2 will affect the visuals from the Conservation Area and therefore its setting. Again, the public benefit from the regeneration of the area is considered to ameliorate the adverse effects caused by loss of visuals.	Permanent, local effects of minor adverse significance.

Option	Description	Development effects on Heritage Asset	Description of Potential Effect	Residual Effect
2	Minimum parameters both in plan and in height (34.3m AOD) with Building S2 in the proposed west position (further away from No 1 Hawley Road plot)	Effects upon the setting of the railway arches currently occupied by detrimental structures.	The proposed mass and bulk of Building S1 at the minimum development parameter in plan and minimum parameter in height will reduce visual appreciation of the arches at pedestrian level from Hawley Road. The impact is although considered neutral to minor adverse since Building S2 is set behind Building S1 and therefore granting wider visuals. On another positive note the arches themselves will be cleared of the detrimental structures housed within the arches as part of the major development.	Permanent, local effects of neutral significance.
		Effects upon the setting of the listed building No.1 Hawley Road.	The bulk, height and massing of the proposed school building will affect the setting by proximity. Building S2 is proposed behind Building S1, resulting in a greater provision of open space and more sympathetic scale to the existing listed building. The setting of No 1 will also be affected through the replacement of the existing party/garden wall by a lively elevation with windows and active use; this effect is not considered to be negative or detrimental. The conservation-lead refurbishment of the existing listed Grade II building at No 1 Hawley Road to be incorporated into the school facilities and the public benefit from the regeneration of the area are considered to ameliorate the any adverse effects caused by the mass of Buildings S1 and S2.	Permanent, local effects of minor adverse significance.
		Effects upon the setting of the Nos. 55 and 57-63 Kentish Town Road.	The height and bulk of the new buildings and in particular that of the proposed boundary wall at the rear of these properties will affect their setting. Visuals will be reduced (see Visual Impact Appraisal). The public benefit from the regeneration of the area is considered to ameliorate the adverse effects caused by loss of visuals.	Permanent, local effects of neutral significance.
		Effects upon the setting of Jeffrey's Street Conservation Area.	The height and bulk of the new buildings, and the massing of the main façade of Building S1 alongside Hawley Road and the lateral façade of Building S2 will affect the visuals from the Conservation Area and therefore its setting. Again, the public benefit from the regeneration of the area is considered to ameliorate the adverse effects caused by loss of visuals.	Permanent, local effects of neutral significance.

Impact of the Proposed Development of school on Heritage Assets according to PPS5

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. As a minimum the relevant historic environment record should have been consulted and the heritage assets themselves should have been assessed using appropriate expertise where necessary given the application’s impact...”*

As recommended in HE6.1, an assessment of the significance of the heritage assets has been provided earlier in this report and furthermore in the form of Technical Appendices: 9.4: Historical Report, 9.5: Spatial and Character Analysis Report, 9.6: Buildings Descriptions and 9.7: Annex Report. It is believed that these documents are, indeed, proportionate to the importance of the assets being considered.

Policy HE 7.2 states: *‘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 minimise conflict between the heritage asset’s conservation and any aspect of the proposals’.

An assessment of the significance and setting of the heritage assets, proportionate to the nature of the assets and the application proposals, has been prepared and is set out in Part A Section 3 of this report.

Policy HE 7.4 asks that local planning authorities should take into account: the desirability of sustaining and enhancing the significance of heritage assets, and utilising their positive role in place-shaping; and the positive contribution that conservation of heritage assets and historic environment generally can make to the establishment and maintenance of sustainable communities and economic vitality by virtue of the factors set out in HE 3.1 including the contribution that the historic environment can make by its influence on the character of the environment and an area’s sense of place, and the stimulus that it can provide to inspire new development of imaginative and high-quality design.

Whilst the proposals involve the demolition of the mid 19th century villas at Nos. 3-17 Hawley Road and the cottages at Nos. 4-8 Torbay Street, none of these buildings lie within a Conservation Area and none of these buildings has significant heritage value as explained in section 3 of this report, other than as positive contributors to the setting of No1 Hawley Road. Furthermore, the demolition of the early villas is considered to be

balanced by the public benefit of the regeneration of the area, provision of new school facilities, and the restoration of the listed No 1 Hawley Road.

It is also considered that the incorporation of the listed No 1 Hawley Road into the new school complex will provide local distinctiveness and contribute to the character of the development while preserving the heritage asset for future generations.

Policy **HE7.5** considers new development and advises 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 outline proposal for school premises follows the Department for Education and Skills Bulletin 99 (BB99). The outline requirements have been translated into the submitted parameter plans and design principles, which resulted from thorough consideration of the best options to ensure that the setting of the heritage assets in the area will be enhanced overall.

HE7.7 acknowledges that in certain cases *'the merits of new development'* may justify some level of harm to the significance of heritage assets.

The existing buildings along Hawley Road and Torbay Street are not designated assets; the fact that they have not been identified for listing confirm that the level of alteration/demolition proposed is reasonable and proportionate to the lesser significance of these elements.

Accordingly, whilst these demolitions will affect the setting of No 1 Hawley Road, this is less than substantial harm to the site significance, a distinction drawn in the PPS 5. In line with **HE7.7** it is considered that this level of harm is justified on the merits of the new development, which include significant planning benefits – the optimisation of the site's use, the positive characteristics of the outline school plan and the new educational facilities. Other significant planning benefits to be weighted against the loss of the buildings along Hawley Road include heritage benefits such as finding a sustainable future use for listed buildings at risk (No 1 Hawley Road) and also the regeneration of the area including its historic landscape components.

Policy **HE 9.1** states that: *'There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset the greater the presumption in favour of its conservation should be'*. Local authorities are encouraged to weigh up potential benefits against potential harm and to decide where the balance of the advantage lies. The benefits of the development of a

decayed area outweigh any lesser harm to the setting of the designated assets in the area.

Policy **HE10.1** states that *'when considering applications for development that affect the setting of a [designated] heritage asset, local planning authorities should treat favourably applications that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset. When considering applications that do not do this, local planning authorities should weigh any harm against the wider benefits of the application. The greater the negative impact on the significance of the heritage asset, the greater the benefits that will be needed to justify approval'*.

The significance of the designated heritage assets whose settings are affected by the proposal have been examined in Part A Section 3 of this report. Those within the immediate context or the wider setting of the subject building which have an assertive or dominant contribution in the townscape have been duly noted. Dominance is not necessarily the product of mass bulk or height, but also of articulation, detailed design and materiality.

Careful consideration has been given to the position and scale of the new buildings by the design team so as to ensure that the outline design

minimise or eradicate any harm to the setting of the Listed Grade II No 1 Hawley Road. An understanding of the significance and characteristics of the Listed Grade II No 1 Hawley Road character and its historic values has informed the design concept throughout. The setting of No 1 will be affected through the replacement of the existing party/garden wall by a lively elevation with windows and active use; this effect is not considered to be necessarily negative or detrimental. The demolition of Nos. 3-21 and Hawley Road and Nos. 6 and 8 Torbay Street will also affect the setting of No 1 Hawley Road, although this effect is justified by the benefits of the proposal. The conservation-led refurbishment of the existing listed Grade II building at No 1 Hawley Road to be incorporated into the school facilities and the public benefit from the regeneration of the area are considered to ameliorate the adverse effects caused by the mass of the new school buildings.

In considering the impact on other heritage assets whose settings might be affected by the proposal, such as Nos. 55 and 57-63 Kentish Town Road and Jeffrey's Street Conservation Area, the reduction in visuals resulting from the proposed parameters of the school buildings are considered to be justified by the public benefit from the regeneration of the currently decayed area.

The benefits of the proposal are identified as follows:

- The provision of a primary school and nursery will fulfil an existing demand and relieve the pressure on the existing educational institutions in the area;
- The proposed building has the potential to improve social cohesion in the city by providing a welcoming and engaging place, which would encourage the local population to take advantage of the educational opportunities;
- The decayed No 1 Hawley Road will be refurbished and integrated to the school system, which will grant long term use and maintenance of the listed building;
- The public benefit that the proposal provides is also in the regeneration of the Hawley Wharf Area in general, and Hawley Road in particular.

CONCLUSION

There are a limited number of historic buildings of significance, concentrated around the proposed school site with others at the extremities of the Jeffrey's Street conservation area. No 1 Hawley Road will be part of the school and as such refurbished and provided of a use that will preserve the building for future generations.

There will be some "harm" to the designated heritage assets in respect of their settings, but as PPS 5 provides no definition of "harm", this is considered as "less than substantial harm"; there are also neutral impacts and public benefits from the regeneration of the area and the restoration of the listed No 1 Hawley Road.

Notwithstanding the conclusion that the proposed demolitions of No 3, 5 and 7 Hawley Road, No 6 and 8 Torbay Street, and No 4 Torbay Street do not amount to a significant loss of significance to the setting of No 1 Hawley Road, these works can be justified in relation to HE7.7 of PPS5:

- Some harm is required to deliver the substantial public benefits reflected in the outline school plan, and
- Retention of these buildings would prevent the outline school plan to materialise and would lose its associated positive place making benefits,

- The lesser harm represented by these demolitions is outweighed by the benefits of bringing the site into active use.

Adverse impacts are outweighed by substantial public benefits related to the use of the proposed new buildings for educational facilities; and collateral benefits relating to built form and the wider urban environment.

For the above reasons, it is considered that the outline proposal therefore meets the requirements of PPS 5, and would be acceptable in the context of the settings of the heritage assets in the area.