

# Donald Insall Associates

11 Primrose Hill Road

Heritage Assessment  
for Mr Olusegun Osoba

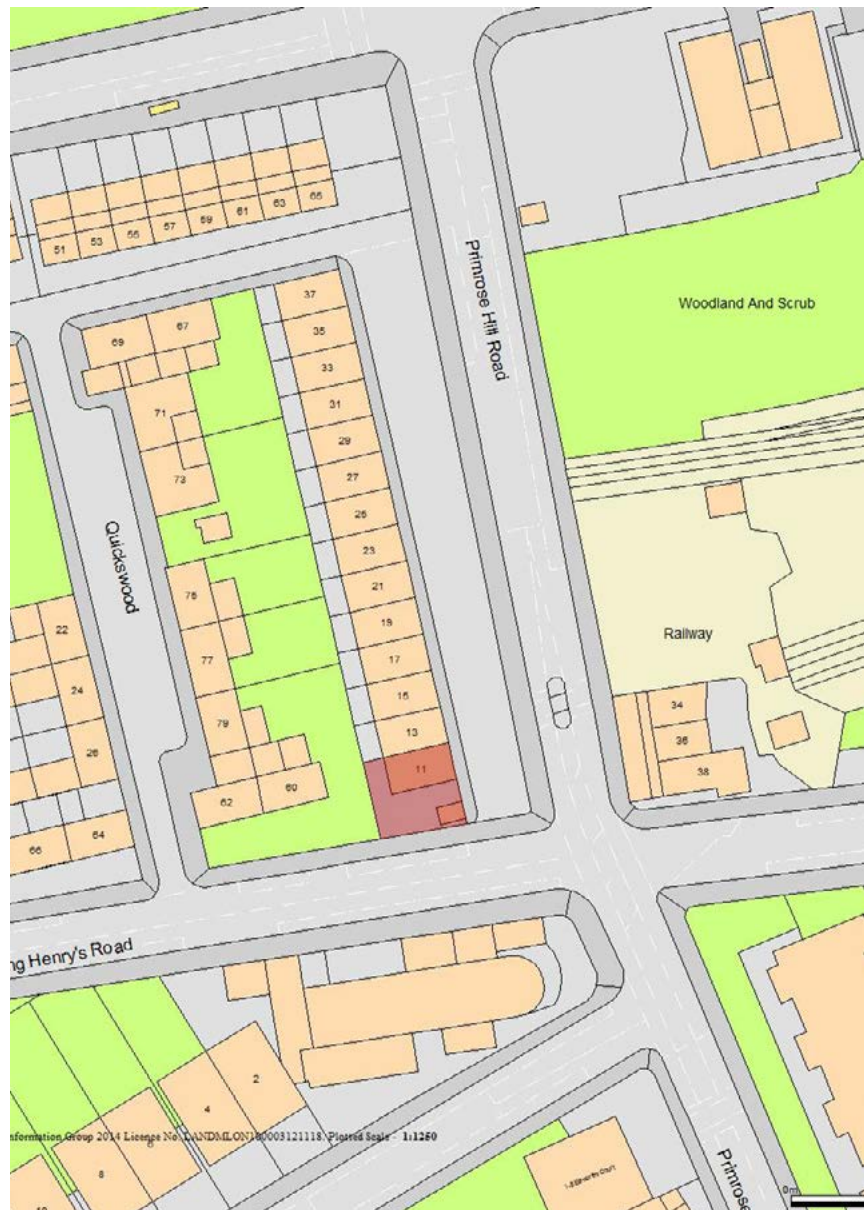
July 2014



Chartered Architects and Historic Building Consultants



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Heritage Assessment  
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Ordnance Survey map with the site marked in red.  
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 KING HENRY'S  
ROAD NW3



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## 1.1 Introduction

Donald Insall Associates was commissioned in April 2014 by Mr Olusegun Osoba to assist them in the preparation of proposals for a development adjacent to 11, Primrose Hill Road, NW3.

The investigation has comprised historical research, using both archival and secondary material, and site inspections. An illustrated history of the site and building, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the historical and architectural significance of the building, which is set out below. Section 4 provides a justification of the scheme according to the relevant heritage planning guidance. The investigation and this report were undertaken by Dr Victoria Perry and Vicky Webster.

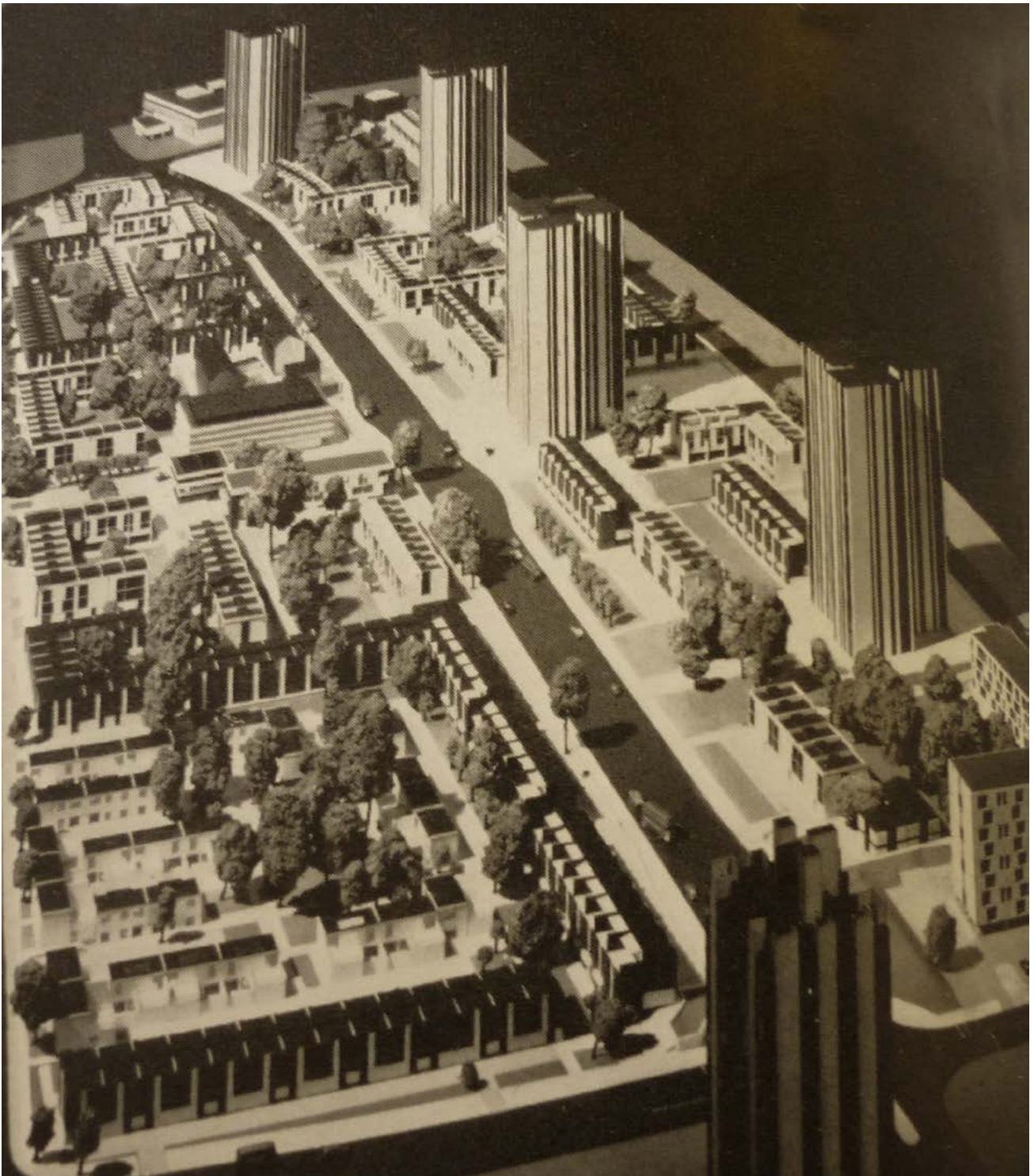
## 1.2 The Buildings and their Current Legislative Status

The building is a four-storey, end-of-terrace house dating from the 1960s that forms part of the Chalcots Estate. It is unlisted and lies adjacent to the Elsworthy Road Conservation Area in Swiss Cottage. The building is adjacent to the Grade-II-listed Church of St Mary the Virgin, and is opposite the Primrose Hill Tunnels, portals to the mainline railway tunnel underneath Primrose Hill, which are Grade II\*-listed. The statutory list descriptions for these structures are included in Appendix I.

## 1.3 Assessment of Significance

11 Primrose Hill Road was designed by Dennis Lennon & Partners in c1966 and was probably built in the late 1960s as part of Phase I of the Chalcots Estate, Hampstead. The estate was a major redevelopment project, initially led by private developers, of five tower blocks – Dorney, Bray, Burnham, Taplow and Blashford – and terraced houses. The house at 11 Primrose Hill Road was designed as one of the terraced house types, planned to be arranged around the towers on Adelaide Road, King Henry's Road and Primrose Hill Road. The houses were originally designed by Dennis Lennon & Partners, but altered by the private developers who built them. This had the effect of diluting its concept and altering its composition. Subsequent additions and alterations have decreased its unified appearance. The tower blocks themselves were refurbished in 2008, which altered their character significantly. Despite the alterations, the estate does retain a visual congruence throughout. While having some very limited local interest as part of the post-war development of the area, 11 Primrose Hill Road has no broader architectural or historic significance. The design is typical of its period and has been altered therefore it has no intrinsic architectural value

The urban layout of the Chalcots Estate is very different from the large 19<sup>th</sup>-century houses on the opposite site of the road which form the northern boundary of the Elsworthy Conservation Area. The buildings within the conservation area are predominantly mid to late Victorian



*Model, Dennis Lennon & Partners. Architectural Review January 1966, p40*

and Edwardian and comprise terraced and semi-detached townhouses and some detached villas set in spacious plots, which together form a leafy 'garden suburb' adjacent to the open spaces of Primrose Hill. Their styles typify the prevailing architectural fashions of their time; from the mid Victorian villas on Avenue Road, to the townhouses of the mid-to late Victorian period and the freer later Victorian and Edwardian houses.

Along King Henry's Road, the difference between the strong street edge provided by the Victorian buildings and the weak sense of enclosure resulting from multiple building-set-backs and blank street-facing walls of the Chalcots Estate is particularly pronounced and detracts from the townscape significance of the conservation area and the setting of the listed Church of St Mary the Virgin.

#### **1.4 Summary of Proposals and Justification**

The proposal is for the erection of a three-storey end of terrace dwelling with basement, within the side garden to be used as a single family dwelling. The proposals are described in Undercover Architecture's drawings which accompany this application for planning permission and in more detail in Section 4.0. The new dwelling has been designed to replicate the design, massing and materiality of the remainder of the 1960s terrace, with an irrigated living 'green wall' is proposed to the elevation facing King Henry's Road.

#### **1.5 Summary Conclusion**

The proposed building is the same height as its immediate neighbour and the rest of the terrace. Although historically there was no development on this site, there is no unified building line along King Henry's Road and no defining corner with Primrose Hill Road. Moreover, the approach to the Grade II-listed church was changed fundamentally in c2006 with the construction of a new disabled entrance off a garden court to the east of the chancel. This resulted in the relocation of the main entrance to the church from Primrose Hill Road, with the former main entrance on King Henry's Road being relegated to a secondary access.

Given the unobtrusive appearance of the proposed dwelling afforded by its discreet design and its green wall, it would have very limited impact on the setting of the Church of St Mary the Virgin and would have no visual impact on the Grade II\*- listed Primrose Hill Tunnels. Indeed, the erection of the dwelling would provide a modest benefit to the character and appearance of the adjacent the adjacent Elsworth Road Conservation Area by strengthening the termination to the south-eastern boundary of the Chalcots Estate, reinforcing the urban grain and enhancing the townscape presence of the street edge. The modest heritage benefits which would derive from the proposals together with lack of any harm proposed, therefore, means that it is the conclusion of this report that, with regard to heritage legislation, the proposals should be permitted (a detailed policy justification is included in Section 4).



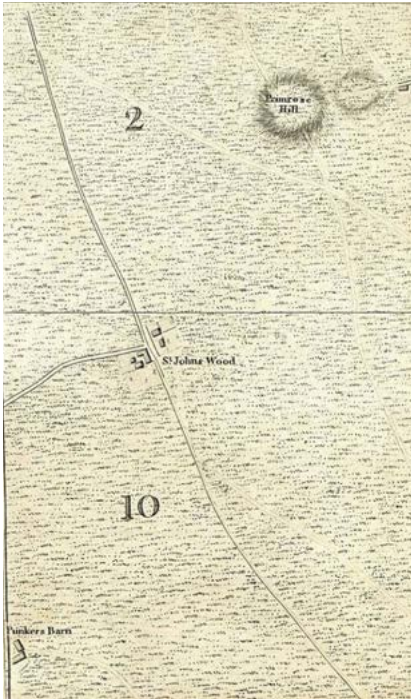


Plate 1. Carey's New and Accurate Plan of London and Westminster of 1795

The manor of Chalcots consisted of 243 acres of land in the southern part of Hampstead and was granted to Eton College in 1449. The estate remained mostly farmland until the 19<sup>th</sup> century, when the only building on the Hampstead portion of the Chalcots estate, apart from the two farmhouses in England's Lane, was Steele's Cottage, where Sir Richard Steele the essayist stayed in 1712. Carey's *New and Accurate Plan of London and Westminster* of 1795 shows Primrose Hill; to the east are two small properties, and to the south a cluster of properties at St John's Wood (Plate 1). In 1811 there were only six houses on the whole estate.<sup>1</sup>

In the mid-1820s, prompted by the building boom to the south near Regent's Park, Eton College appointed John Shaw as surveyor and plans for semi-detached villas on half-acre plots were drawn up. However no speculator was attracted, partly because the market was temporarily saturated and partly because the construction of the London & Birmingham Railway through the centre of the estate reduced the desirability of the area. Eton College initially objected to the impact the railway had on their new housing development and were unwilling to lose any building land to railway tracks.<sup>2</sup> This necessitated the construction of the 'Primrose Hill Tunnels' by the railway company beneath the land owned by the college. The northern portal was built in 1837, whilst the southern portal dates from 1879. The college even went so far as to dictate the classical appearance of the tunnel mouth (these structures are now Grade II\*-listed, see Appendix I).

Aside from some small-scale building fronting Haverstock Hill, the estate barely developed in the 1830s, despite Eton's ambitious plans. Their ostentatious proposals for the southern part of the estate were scuppered when the Crown acquired the land, and designated Primrose Hill as a public open space in 1842.<sup>3</sup> John Shaw the younger (1803-70) succeeded his father as surveyor in 1832 and drew up a general plan in 1840. William Wynn, an early developer of Haverstock Hill, had built 41 houses by 1842, both on Haverstock Hill and part of Adelaide Road. Between 1845 and 1852, Samuel Cuming built 104 houses along Adelaide Road, Provost Road and Eton Villas.<sup>4</sup> In 1856, Cuming continued development at the western end of the estate. Primrose Hill Road was planned by Cuming in 1858 as a connection between England's Lane, the northern boundary of the estate, and Regent's Park Road to the south. Development of the estate continued under the control of Shaw's successor George Pownall. By the 1870s, a house at No 11 Primrose Hill appears to have been completed, a detached villa set within a good-sized garden (Plate 2).

To the south was the Eton & Middlesex Cricket Ground, which was moved in 1879. Elsworthy Road started from Primrose Hill Road at the southern edge of the estate, where the Church of the of St the Virgin Mary the Virgin (1872) and 35 houses (1875-81) were built.

The Ordnance Survey map from 1896 shows that Primrose Hill Road

continued in an arc to link up with Regent's Park Road to the south (Plate 3). William Willet the elder and his son were responsible for a great number of houses developed on the estate during the latter half of the century. By 1913 building was complete throughout the Chalcots estate.

Following the First World War, there was a tendency towards the conversion of large houses to flats or institutions. In 1918-19 Bedford College acquired houses in Adamson Road, which after 1925 became a hall of residence. In 1927 Eton Avenue housed the London Academy of Music, Hampstead Ethical Institute, and the London Society for Teaching and Training the Blind.<sup>5</sup> In 1930 the whole area remained classified as middle-class and wealthy, with small areas occupied by 'unskilled labourers above the poverty line' in Bridge Road and King's College Road at either end of Adelaide Road.<sup>6</sup>

During the 1930s large blocks of upmarket flats were erected. Elsworth Court was built on the corner of Primrose Hill Road and Elsworth Road in 1937. When the initial leases along Haverstock Hill, Eton Road and Adelaide Road began to fall in the 1930s, villas in their long gardens were replaced by six-storeyed, five-wing brick blocks in neo-Georgian style, designed by Toms & Partners, named Eton Place, Hall, and Rise respectively.<sup>7</sup>

### 2.1.1 Parish Church of St Mary the Virgin

In 1865 two Hampstead businessmen opened a home for destitute boys in Regents Park Road. Services were held in its church in nearby Ainger Road, which it soon outgrew. Land at the corner of Elsworth and Primrose Hill Roads was acquired from Eton College and the church was built 1871-72, to designs by Michael P Manning, a member of the congregation. It was constructed by the Dove Brothers. During the construction, the London and North Western Railway Company began

Plate 2. 1871-5 OS Map

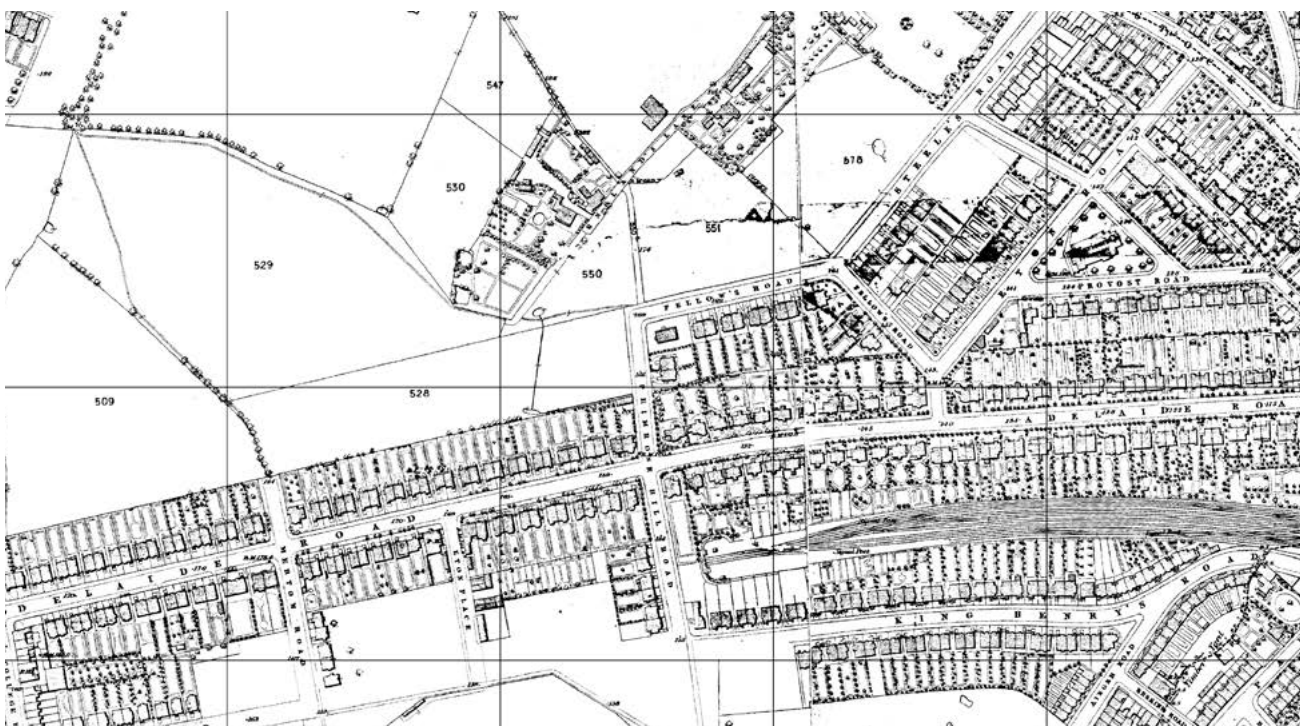




Plate 4. c1906 View of the Church of St Mary the Virgin

tunnelling work under the north west corner of the church, causing damage to the building.<sup>8</sup> The church was opened for worship on 2<sup>nd</sup> July 1872.

The design is in the Early French Gothic style, constructed in red brick with slate roofs. Its principal features are its apsidal-ended sanctuary, plate tracery rose window and lancet windows. In c1891-2 the south aisle and chapel were added; these were smaller than Manning intended as part of the site had been sold off.<sup>9</sup> The interior has wagon roof to nave and transept, whilst the chancel and south-east chapel are vaulted. Its columns are topped with stiff leaf capitals. The building contains a number of works by local artists, including stained glass by Clayton and Bell and CE Kempe, enamelwork by Henry Holiday, reredos and pulpit by GF Bodley (1895), and oak seating by Temple Moore.<sup>10</sup> The building was partially restored in 1974 and an extension was added in c2006 in order to provide disabled access (Plates 11 and 12).

## 2.2 Post War Redevelopment

The area was badly damaged during the Second World War. Plate 5 shows the damage caused to the east side of Fellows, King Henry's, Oppidans and Adelaide roads, whilst to the west of Primrose Hill Road, damage appears to be less extensive, being limited to minor blast damage. In 1945 Camden Borough Council agreed the compulsory purchase of a 2-acre bombed site bounded by King Henry's Road and Oppidans Road. This was developed in 1951 with council flats in five- and seven-storeyed blocks designed by Douglas & Wood, named Primrose Hill Court. Constable House (1953-4), on Adelaide Road was designed by Louis de Soissons. Further council developments were undertaken from 1954, in the Fellows Road estate, located off Adelaide and Primrose Hill roads.<sup>11</sup>

Plate 3. 1896 OS Map

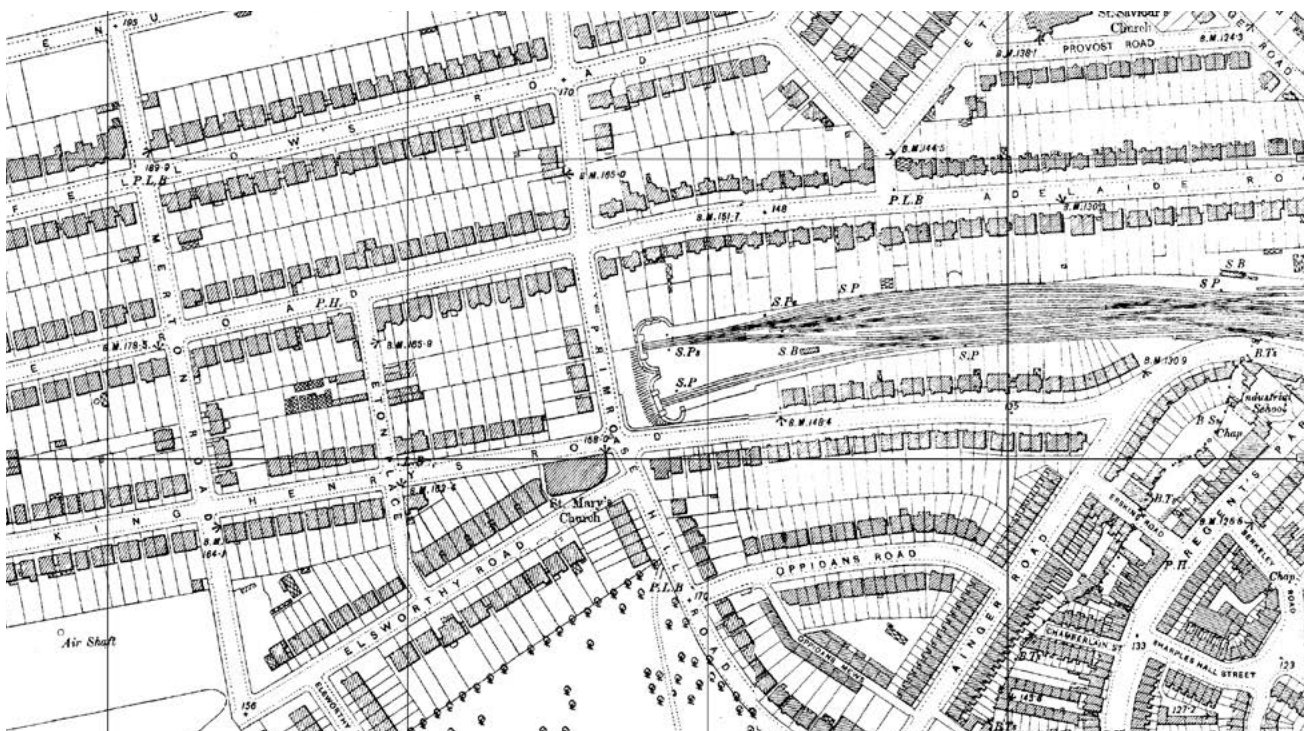




Plate 5. London County Council Bomb Damage Maps 1939-45

## 2.3 Chalcots Estate

The largest post-war redevelopment scheme in the area was named the Chalcots Estate and plans were published in 1964, and again in 1966, for a 34.5-acre redevelopment centred on Adelaide Road, between Winchester Road on the west and Primrose Hill Road on the east. There were to be 635 flats in tower blocks and 388 houses, which were to be generally 3- to 4-person. Phase 1 was to include the building of two tower blocks, with a projected cost of £200,000,000.<sup>12</sup> Eton made 5 acres in the north available to the council for terraces and tower blocks. The designers of the scheme, appointed in 1963, were Dennis Lennon & Partners in consultation with S. A. G. Cook, the Borough Architect. Building started at the west end in 1965 on blocks of 23 storeys, called Dorney, Bray, Burnham, and Taplow after villages near Eton. One block, Blashford, was in the east. Plans at the LMA and RIBA Archive show worked up designs for the low rise flats and houses surrounding the tower blocks (Plates 6-8), by Dennis Lennon & Partners. Private developers built these properties, on the southern part of the estate, grouped around new roads and closes off King Henry's and Fellows roads. The blocks at the Chalcots Estate were originally designed for high-rent private occupancy, but they were subsequently bought by Camden Council, let to slum-cleared tenants, and vandalised to such an extent that extensive strengthening was necessary.<sup>13</sup>

The London Borough of Camden undertook to refurbish the Estate in 2002. The £30m refurbishment work was to include recladding of the structures, roof work, new double glazed windows and internal refurbishment of all tenanted homes and communal areas. In addition, environmental works including landscaping and improvements to car parks were proposed. Refurbishment of the tower blocks was undertaken in c2008 by HTA Architecture. In 2004, the Chalcots Estate was put forward for Conservation Area status but without success.<sup>14</sup> It currently remains undesignated, lying just outside the Elsworth Road Conservation Area.

## 2.4 11 Primrose Hill Road

The site plan for the Chalcots Estate dating from 1966 (Plate 8), shows the layout of the low-rise terraced flats and houses and the location of No 11 Primrose Hill Road located within 'Block 32' (marked No C12 on the plan). The blocks of low rise flats and houses facing King Henry's Road were arranged outwith any historic building lines and were arranged in an irregularly staggered formation, set at a slight angle from the road. No 11 was designated a house type – 'C' – designed by Dennis Lennon & Partners. Their construction was to be load-bearing brick crosswalls with precast floors and aluminium framed windows. These low rise flats and houses were taken on by private developers. It is likely that No 11 Primrose Hill Road was developed by either Delph Developments or Contemporary Homes Ltd, as they developed other properties within the estate. Original drainage plans of the terraced houses on Primrose Hill Road (Nos. 11-37) have been traced in Camden Local Archive (Plates 9a-c). They show three-storey houses,



Plate 7. London County Council Bomb Damage Maps 1939-45

with Kitchen, Family Room and Garage on the ground floor, a 'Flexible Room' and Lounge on the first and two bedrooms, two bathrooms and a built-in wardrobe on the second floor. Pop-ups on the roof contained water tanks. Elevations of the Patio Houses (Plate 10), which line Fellow's Road, show that there were changes to the designs as-built, presumably altered by the developer's in-house architect. The houses today all have UPVC windows.

## 2.5 The Architect

### Dennis Lennon & Partners

Denis Lennon (1918-1991) was educated at the Bartlett School of Architecture UCL. During the Second World War, he served in the Royal Engineers. In 1940, he escaped as a POW and returned almost instantly to active service, being stationed in France, North Africa and Italy. He was awarded an MC and his final rank was Major. After the war, in 1946, he was articled to Maxwell Fry's office. Following this, he was the Director of Rayon Industry's Design Centre. In 1950, Dennis Lennon was awarded a CBE. He started private practice the same year and in 1963 established a partnership with Bernard Wiehahn. Lennon, as designers go, has been remarkably free from controversy in his architectural work, which may be characterised as having reflected rather than forged the stylistic conventions of its era.<sup>15</sup>

Lennon was, however, renowned as an interior designer, having created designs for: the interior of HMS Elizabeth II and QE2 Cunard; executive offices for Shell International Petroleum and Vickers Ltd; hotel interiors including a refurbishment of the Ritz; shops for Jaeger and Bally; London Steak Houses; and stage sets for Glyndbourne and Royal Opera House. His architectural projects included an office tower in Southern Rhodesia, a housing estate for London Merchant Securities, the Chalcots Estate (1965-70), The Arts Club at 40 Dover Street (c1974) and Harrow School Dining Hall (c1975).

## 2.6 Plate List

1. Carey's *New and Accurate Plan of London and Westminster* of 1795.
2. 1871-5 Ordnance Survey Map. Promap
3. 1896 Ordnance Survey Map. Promap
4. c1906 View of the Church of St Mary the Virgin
5. London County Council Bomb Damage Maps 1939-45.
6. Low-rise House Types 1963, Dennis Lennon & Partners. London Metropolitan Archive
7. Model, Dennis Lennon & Partners. *Architectural Review* January 1966, p40
8. A-B: Site Plan, 1966 Dennis Lennon & Partners. London Metropolitan Archive
9. A-C: Plans of House Types C for Phase I and II. 1966. Camden Local Archive
10. Elevation of House Type A and B, 1967 Dennis Lennon & Partners. London Metropolitan Archive
11. Elevation of House Type A and B, 1967 Dennis Lennon & Partners. London Metropolitan Archive
12. 2005/6 Drawing of Extension to St Mary the Virgin by Margaret and Richard Davies and Associates. London Borough of Camden Planning Case File
13. 2005/6 Drawing of Extension to St Mary the Virgin by Margaret and Richard Davies and Associates. London Borough of Camden Planning Case File
14. Front Elevation of No 11 Primrose Hill Road. DIA
15. Side Elevation to King Henry's Road. DIA
16. Church of St Mary the Virgin, Elsworthy Road. DIA

## 2.7 Sources

### London Metropolitan Archives

Building Act Case File for the Chalcots Estate

### Camden Local Archives

Drainage Plans

### Published Sources

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Glendinning, M and Muthesius, S. *Tower Block: Modern Public Housing in England, Scotland, Wales and Northern Ireland.* (1994)

*Architectural Review.* January 1966, p40

*Financial Times.* 21<sup>st</sup> January 1965

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Twentieth Century Society. *Listings Report*. Spring 2004

## 2.8 Endnotes

- 1 Elrington, C R. Baker, T F T. Bolton, Diane K. Croot, Patricia E C. A History of the County of Middlesex: Volume 9: Hampstead, Paddington (1989) pp
- 2 English Heritage Listing Description for the Primrose Hill Tunnels; NGR: TQ 27566 84231
- 3 Elrington, C R. Baker, T F T. Bolton, Diane K. Croot, Patricia E C. A History of the County of Middlesex: Volume 9: Hampstead, Paddington (1989) pp
- 4 Op cit
- 5 Elrington, C R. Baker, T F T. Bolton, Diane K. Croot, Patricia E C. A History of the County of Middlesex: Volume 9: Hampstead, Paddington (1989)
- 6 Op cit
- 7 Op cit
- 8 National Archives
- 9 'Hampstead: Churches', A History of the County of Middlesex: Volume 9: Hampstead, Paddington (1989), pp. 145-152.
- 10 English Heritage. Listing Description for the Parish Church of St Mary the Virgin. Listing NGR: TQ2751184188
- 11 Op cit
- 12 Architectural Review. January 1966, p40
- 13 Glendinning, M and Muthesius, S. Tower Block: Modern Public Housing in England, Scotland, Wales and Northern Ireland. (1994)
- 14 Twentieth Century Society. *Listings Report*. Spring 2004
- 15 Financial Times. 21<sup>st</sup> January 1965

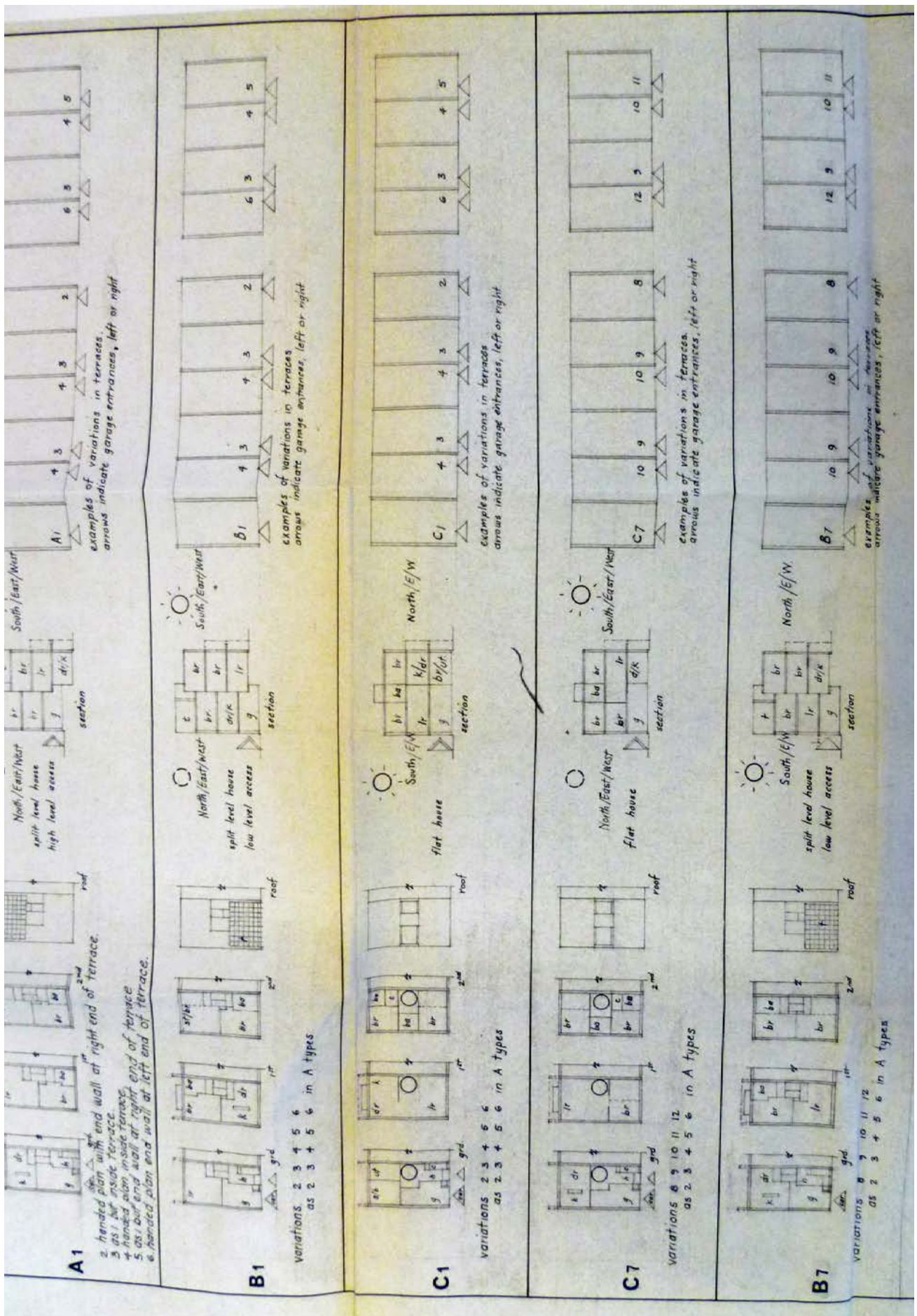


Plate 6. Low-rise House Types 1963, Dennis Lennon & Partners. London Metropolitan Archive



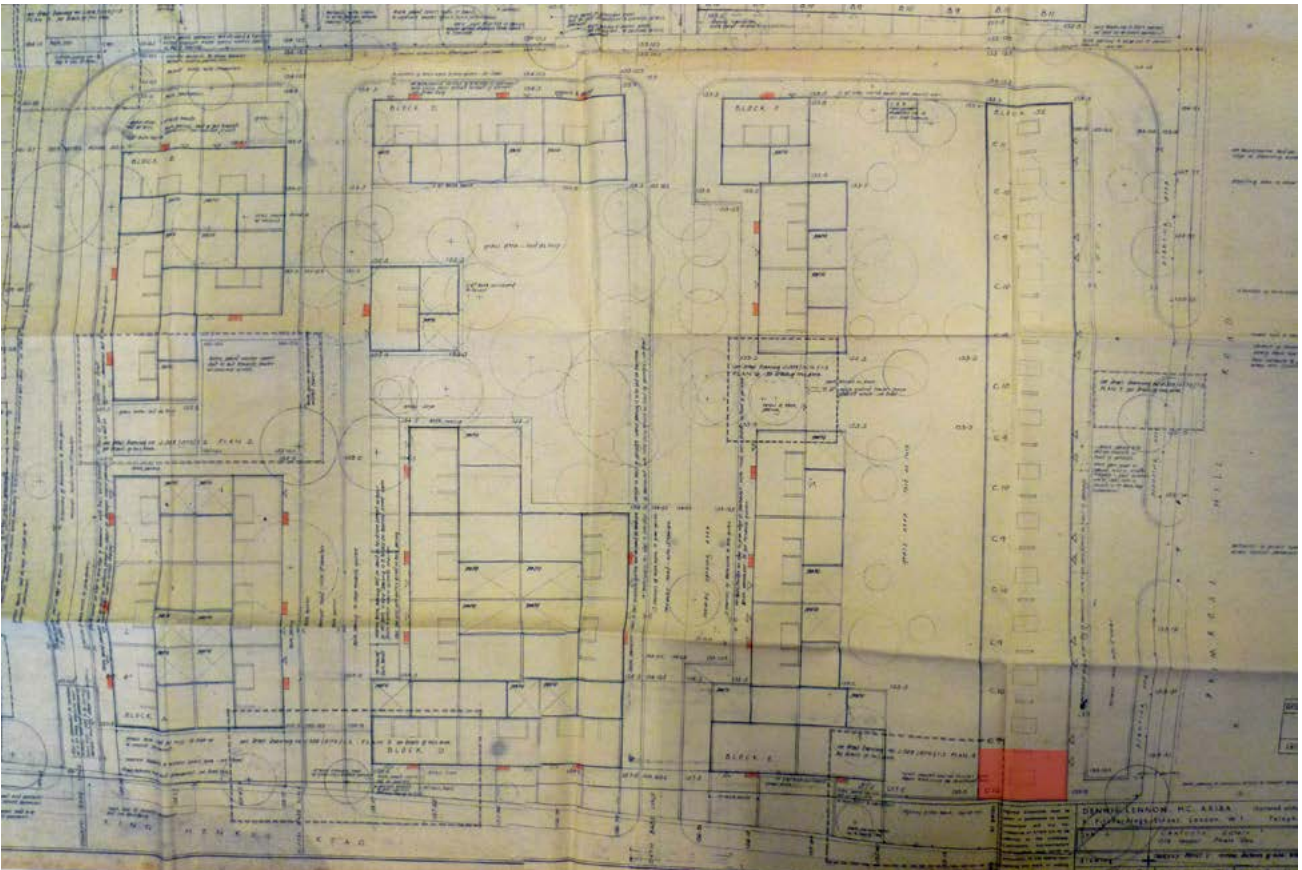


Plate 8a. Site Plan, 1966 Dennis Lennon & Partners. London Metropolitan Archive

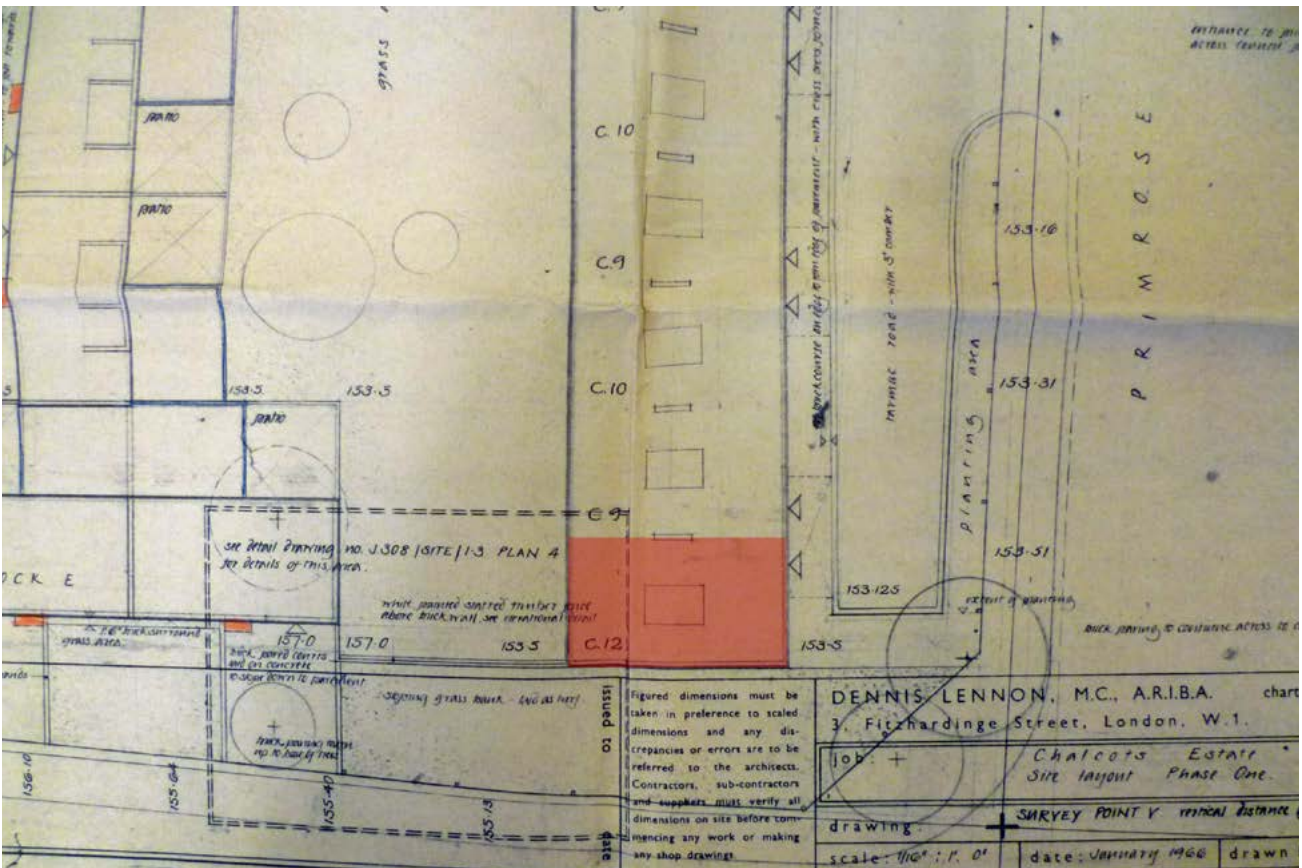


Plate 8b. Site Plan, 1966 Dennis Lennon & Partners. London Metropolitan Archive

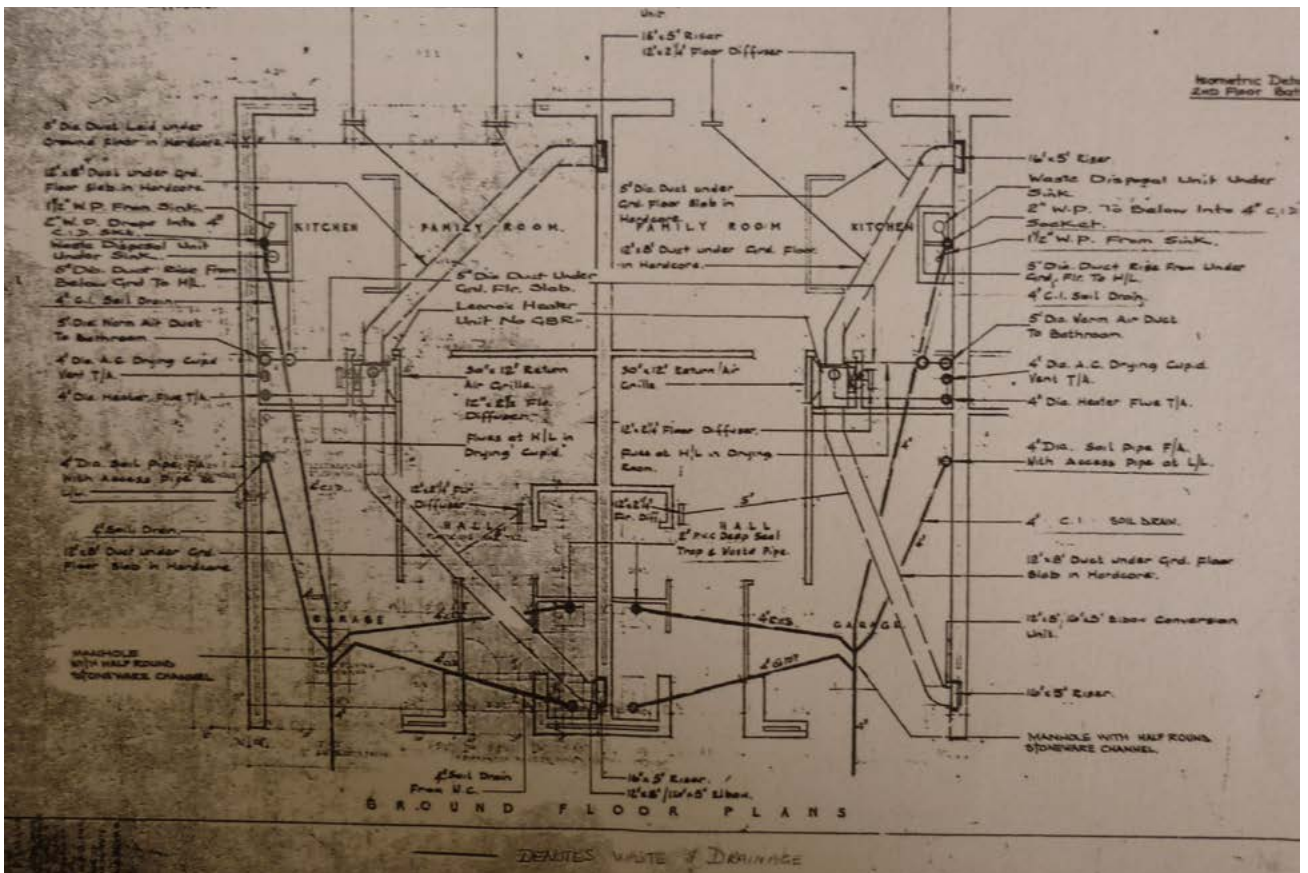


Plate 9a. Plans of House Types C for Phase I and II, 1966. Camden Local Archive

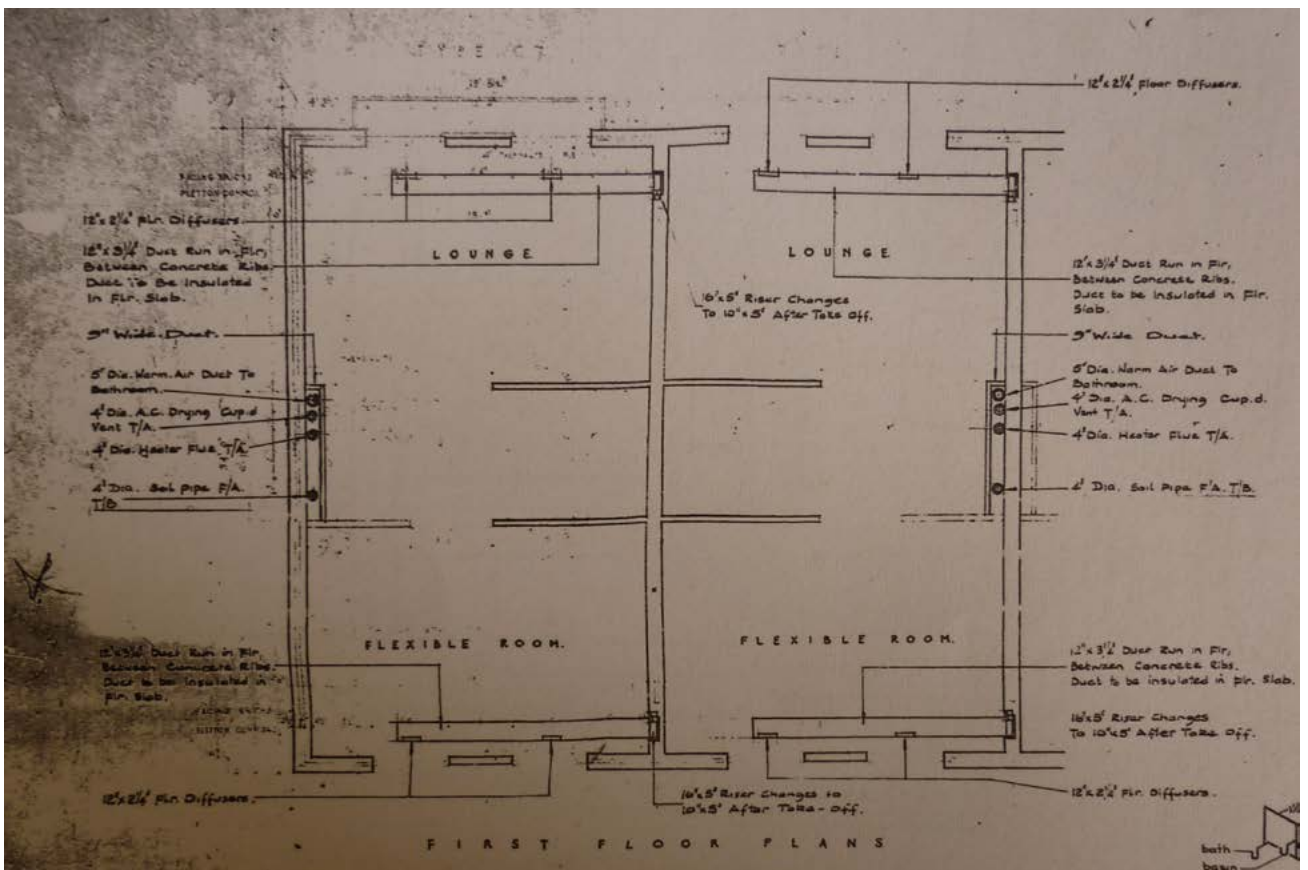


Plate 9b. Plans of House Types C for Phase I and II, 1966. Camden Local Archive

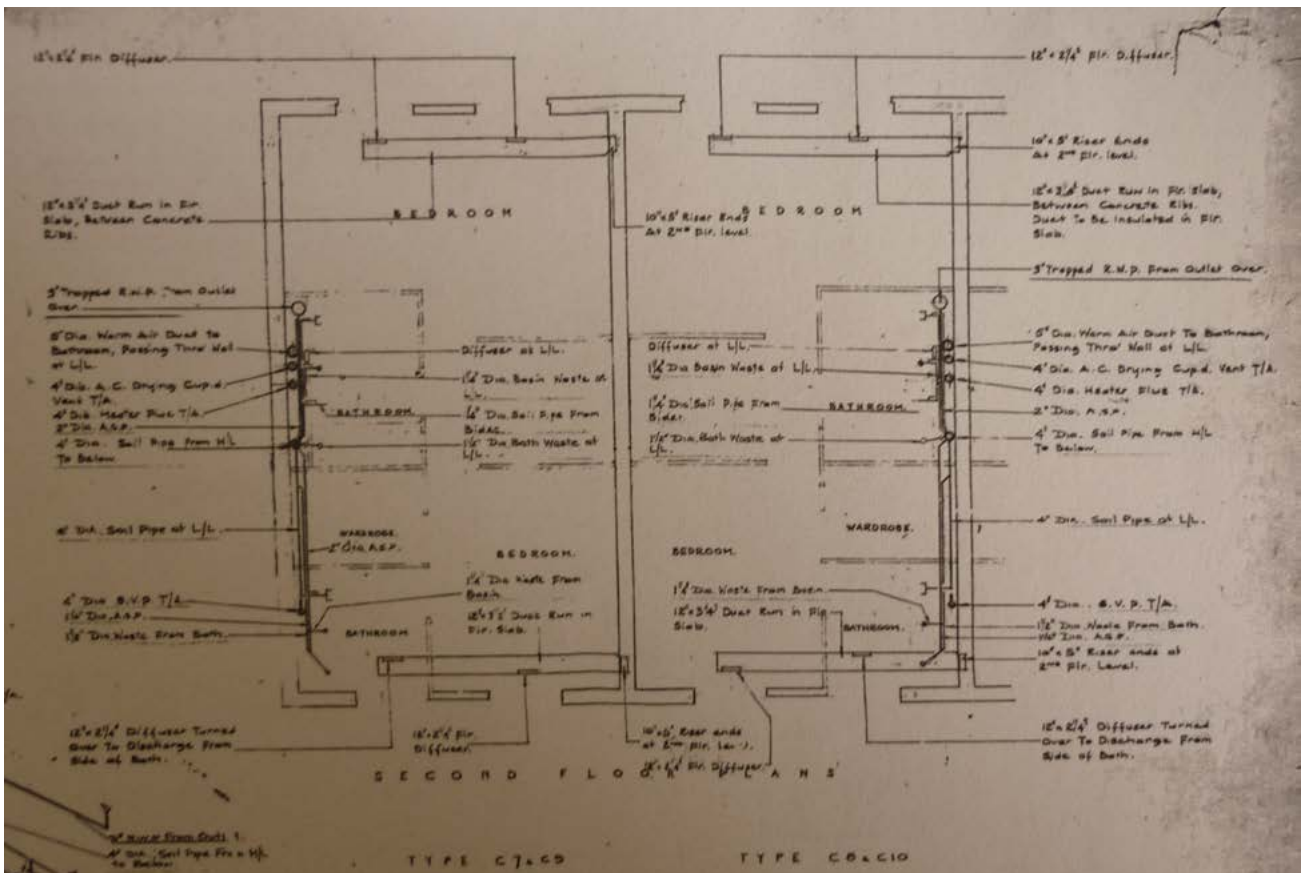


Plate 9c. Plans of House Types C for Phase I and II. 1966. Camden Local Archive

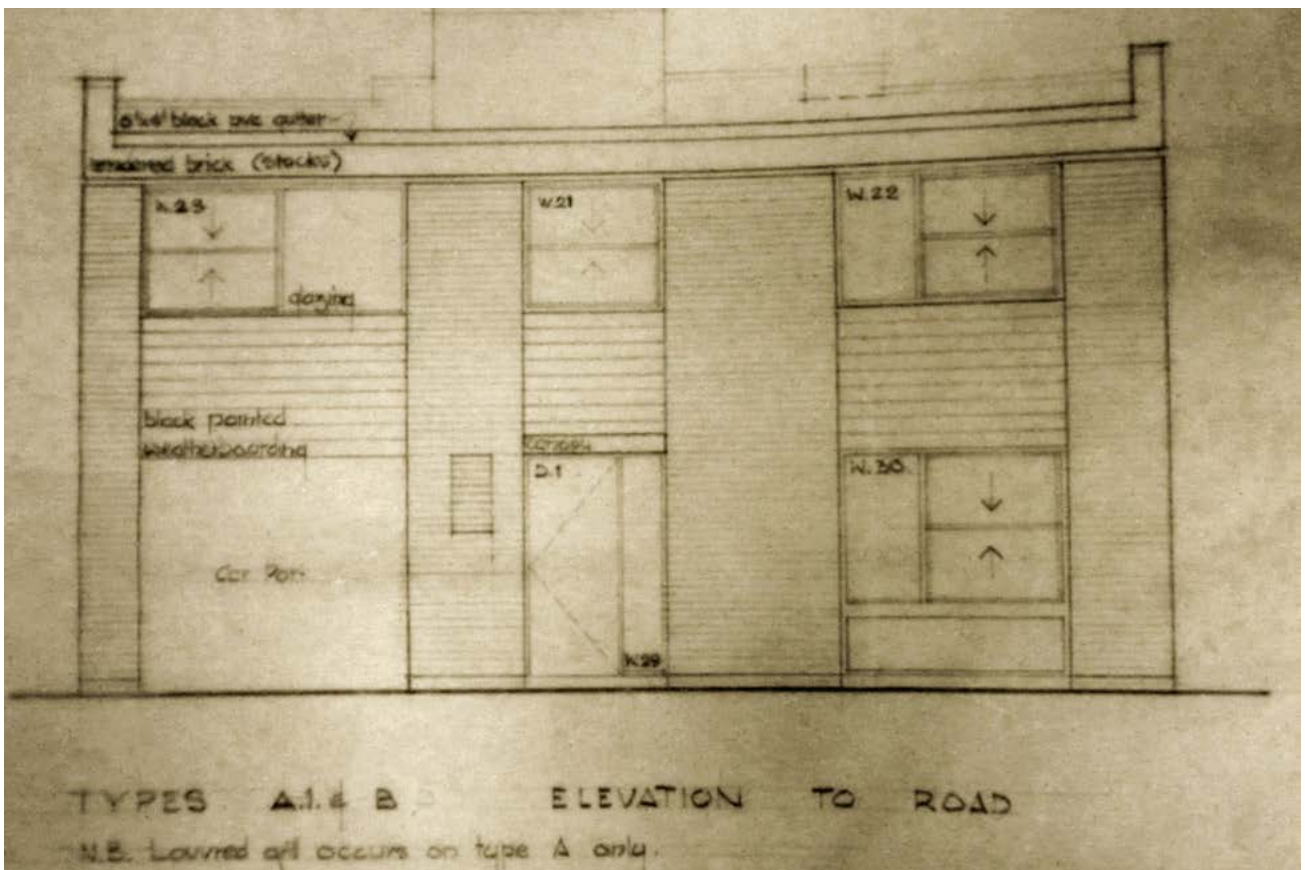


Plate 10. Elevation of House Type A and B, 1967 Dennis Lennon & Partners. London Metropolitan Archive



5. uneven pavement, Elsworthy Road Before council improvements



6. Uneven pavers at east entrance Before Construction of the St Mary Centre



Plate 11. Before and After Photographs from Margaret and Richard Davies and Associates D&A Statement.

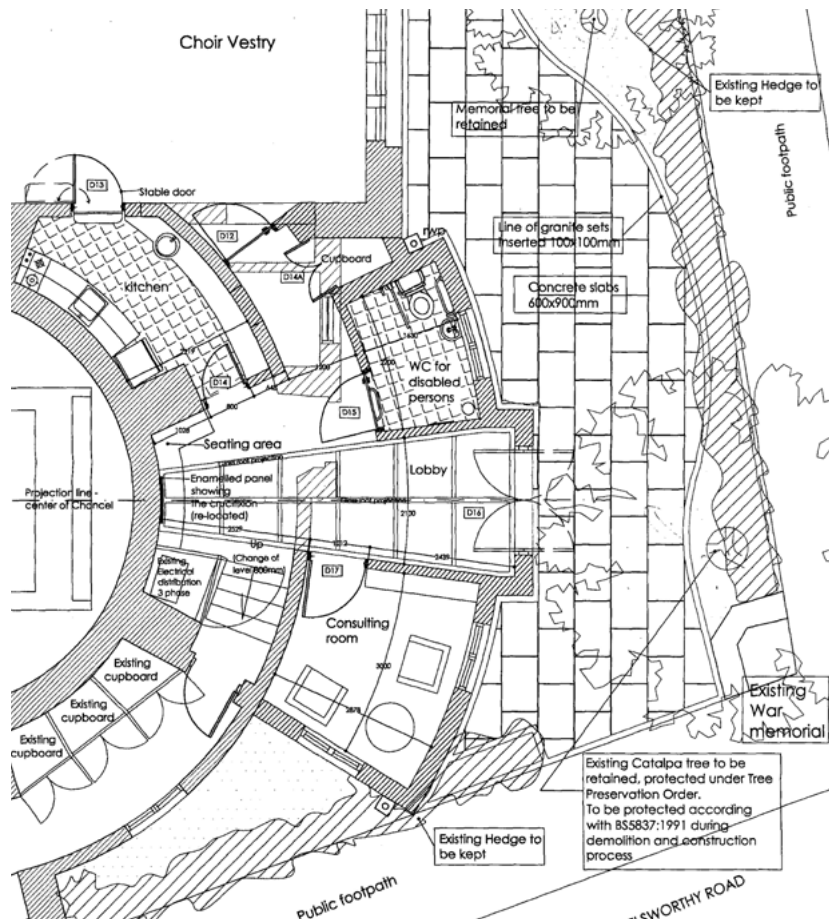


Plate 12. Drawing of St Mary the Virgin, by Margaret and Richard Davies and Associates.



## Site Survey Descriptions 3.1 Setting

11 Primrose Hill Road is not located within a conservation area, however, the Elsworthy Road Conservation Area is located immediately to the south, whilst the Primrose Hill Conservation Area is further to the south east, Belsize Park and Eton conservation areas are to the north. Primrose Hill Road is a leafy principal route which runs alongside Primrose Hill, terminating in the north with Belsize Park Gardens, Eton Avenue and England's Lane. The lower portion near Regent's Park Road was developed as St George's Terrace in the early 1850s. Further up the hill, the properties are mostly 20<sup>th</sup> century, with the yellow-brick Hill View and a stretch of four-storey 1970s flats, and the five-storey Whitton Estate (1970), both in red brick. Elsworthy Court (1937) is a five-storey block of flats of Neo-Georgian style, on the western side of Primrose Hill Road.

At the corner of King Henry's and Primrose Hill roads is the Grade II-listed Church of St Mary the Virgin (see Appendix II). The church was designed in an Early French Gothic style, constructed in red brick; a distinctly different material from the remainder of the area and has powerful presence at the corner of Primrose Hill Road and King Henry's Road. However, the extension to provide disabled access in 2005 fundamentally altered the way the building addresses the surrounding streets. The main entrance to the building is now from the east off a small garden facing onto Primrose Hill Road, while the former main entrance on King Henry's Road is now relegated to a minor, secondary entrance (see Plates 11 and 12).

At the same junction, the Chalcots Estate begins, with No 11 to 37 Primrose Hill Road on the western side of the road, and a development of three-storey shops and maisonettes on the eastern side (Nos. 34-8). The Primrose Hill Tunnels (1837 and 1879) are located opposite the property, behind Nos. 34-8, but being located at a lower level are obscured from Primrose Hill Road (see Appendix II for listing description). King Henry's Road is a leafy secondary route, which links up to Winchester Road in the west and Gloucester Avenue and Regent's Park Road in the east. The western portion of the road from Primrose Hill Road contains a mixture of 19<sup>th</sup>-century villas on the south side and 20<sup>th</sup> century houses and flats on the north. The southern side of King Henry's Road is located within the Elsworthy Road Conservation Area. The buildings within this Conservation Area are predominantly mid to late Victorian and Edwardian and comprise large, terraced and semi-detached townhouses and some detached villas set in spacious plots which together form a leafy 'garden suburb' adjacent to the open spaces of Primrose Hill. Their styles typify the prevailing architectural fashions of their time; from the mid Victorian villas on Avenue Road, to the townhouses of the mid-to late Victorian period and the freer later Victorian and Edwardian houses. The Elsworthy Road Conservation Areas can be viewed from the summit of Primrose Hill.



Plate 14. Front Elevation of No 11 Primrose Hill Road. DIA



Plate 15. Side Elevation of No 11 Primrose Hill Road, facing King Henry's Road and the Church of Mary the Virgin. DIA



Plate 16. Church of Mary the Virgin. DIA

## 3.2 The Buildings Externally

### 3.2.1 Front Elevation

The principal façade fronts Primrose Hill Road. The building is four storeys, including a ground floor garage; its frontage divided into two bays. The ground floor is rendered white and contains the main entrance to the left and garage door to the right. Strip clerestory windows lie above both. The spandrel band and first floor is also rendered, above the façade is brown brick. There is a strip of horizontal cladding at the centre, flanked by three-light casements at each upper floor. The façade is finished with a plain rendered cornice. Above is a stepped back fourth storey, which is rendered. This was designed to house the water tank, but has been converted. Windows are all UPVC casements.

To the left of the façade is a stepped timber fence and gate to the rear. The drive is a mixture of setts, tarmac and brick, set behind privet hedges and trees.

### 3.2.2 Rear Elevation

The rear elevation faces a shared garden, containing mature trees. The building is four storeys; its façade is divided into two bays. The ground floor is rendered white and contains a window with overlights, and French doors into the garden; to the right is a further door. The spandrel band and first floor is rendered, above the façade is brown brick. A strip of horizontal cladding at the centre is flanked by three-light casements at each upper floor. The façade is finished with a plain rendered cornice, above are railings which contain a terrace; a rendered pier separates the terrace from the neighbouring property. Above is a stepped back fourth storey, which is rendered. Sliding French doors open out onto the terrace. Windows are all UPVC casements.

### 3.2.3 Side Elevation

The side elevation is blind apart from one door off-centre to the left, with a rendered spandrel band defining the first floor. The upper storeys are brown brick, divided by a large Z-shaped section of render. The fourth floor pop-up is blind, finished in render.

The house is set behind a timber fence.

### 3.2.4 Roof

Flat, felted.

### 4.1 Description of the Proposals

The proposal is for the erection of a three-storey end of terrace dwelling with basement, within the side garden of No 11 Primrose Hill Road and has been designed to replicate the massing and materiality of the remainder of the 1960s terrace. The building would be finished with materials to suit the terrace and wider estate; including rendered masonry walls, white painted metal frame windows and flat roof coverings. The end wall of the dwelling, facing south to King Henry's Road and the flanking wall of the church, would be covered in a irrigated living 'green wall'.

### 4.2 Implications of the Proposals

The proposed building is the same height as its immediate neighbour and the rest of the terrace. Although historically there was no development on this site, there is no unified building line along King Henry's Road and no defining corner with Primrose Hill Road. Moreover, as noted in the previous section, the approach to the Grade II-listed church was changed fundamentally in 2005 with the construction of a new disabled entrance off a garden court to the east of the chancel. This resulted in the relocation of the main entrance to the church from Primrose Hill Road, with the former main entrance on King Henry's Road being relegated to a secondary access.

Given the unobtrusive appearance of the proposed dwelling afforded by its discreet design and its green wall, it would have very limited impact on the setting of the listed church and would have no visual impact on the Grade II\*- listed Primrose Hill Tunnels. Moreover, the erection of this extension would provide a modest benefit to the character and appearance of the adjacent the adjacent Elsworth Road Conservation Area by strengthening the termination to the south-eastern boundary of the Chalcots Estate, reinforcing the urban grain and enhancing the townscape presence of the street edge.

### 4.3 Justification of the Proposals and Conclusion

The National Planning Policy Framework states that new designs should 'respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation' (NPPF, Clause 58), and make a 'positive contribution' to local distinctiveness (NPPF Clause 131). It also states that new designs should 'establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live (NPPF Clause 58) and advocates the 'desirability of sustaining and enhancing the significance of heritage assets' (NPPF Clause 131).

The proposed dwelling would have a neutral impact on the setting of the Grade II-listed church, no impact on the setting of the listed Primrose Hill tunnels and provide a positive contribution to the character and appearance of the adjacent Elsworth Road Conservation Area. The modest heritage benefits which would derive from the proposals



together with lack of any harm proposed, means that it is the conclusion of this report that, with regard to heritage planning legislation, the proposals should be permitted.

## Appendix I

### Planning Policy and Guidance

#### Planning (Listed Buildings & Conservation Areas) Act 1990

Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 66 (1) states: *'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'*

Section 72(l) of the above Act states that *'with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area'*.

#### The NPPF

Any proposals for consent relating to heritage assets are subject to the policies of the *NPPF* (2012). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

The *NPPF* has the following relevant policies for proposals such as this:

*14. At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.*

The *NPPF* sets out twelve core planning principles that should underpin decision making (paragraph 17). Amongst those are that planning should:

- *not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;*
- *proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the*

- residential and business communities;*
- *always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;*
  - *support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy);*
  - *conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;*

Regarding new design, the NPPF states:

56. *The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.*

The NPPF then goes on to list important principles that constitute good design. These are as follows:

58. *... Planning policies and decisions should aim to ensure that developments:*
- *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
  - *establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;*
  - *optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;*
  - *respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;*
  - *create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and*
  - *are visually attractive as a result of good architecture and appropriate landscaping.*

Regarding architectural style it has the following:

60. *Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.*

Specifically on applications relating to heritage assets the NPPF has the

following:

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

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

Regarding the significance of heritage assets and the acceptability of change to them it states:

132. *When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

133. *Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*

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

As regards less than substantial harm to a heritage asset, there is the following policy:

134. *Where a development proposal will lead to less than substantial*

*harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.*

## **Local Policy**

### **The London Plan Policies (Revised Early Minor Alterations 2013)**

On 11 October 2013, the Mayor published Revised Early Minor Alterations to the London Plan. These are for consistency with the National Planning Policy Framework. The Revised Early Minor Alterations are operative as formal alterations to the London Plan. The London Plan contains policies that would both affect directly and indirectly the historic environment and development of locations such as this. It states:

#### ***Policy 7.8 Heritage assets and archaeology***

##### ***Strategic***

- A London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.*
- B Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.*

##### ***Planning decisions***

- C Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.*
- D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.*

#### **Policy 7.9 Heritage-led regeneration**

##### ***Strategic***

- A Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration. This includes buildings, landscape features, views, Blue Ribbon Network and public realm.*

## **Planning decisions**

- B The significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.*

## **Camden Policies**

Camden's *Local Development Framework* was adopted in 2010.

## **LONDON BOROUGH OF CAMDEN DEVELOPMENT POLICIES (2010)**

### **DP24 – Securing high quality design**

*The Council will require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect developments to consider:*

- a) character, setting, context and the form and scale of neighbouring buildings;*
- b) the character and proportions of the existing building, where alterations and extensions are proposed;*
- c) the quality of materials to be used;*
- d) the provision of visually interesting frontages at street level;*
- e) the appropriate location for building services equipment;*
- f) existing natural features, such as topography and trees;*
- g) the provision of appropriate hard and soft landscaping including boundary treatments;*
- h) the provision of appropriate amenity space; and*
- i) accessibility.*

### **DP25 – Conserving Camden's heritage**

#### **Conservation Areas**

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

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

*outweigh the case for retention;*  
*d) not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*  
*e) preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden's architectural heritage.*

### **Listed Buildings**

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

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

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

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

### **DP26 – Managing the impact of development on occupiers and neighbours**

*The Council will protect the quality of life of occupiers and neighbours by only granting permission for development that does not cause harm to amenity. The factors we will consider include:*

*a) visual privacy and overlooking;*

*b) overshadowing and outlook;*

*c) sunlight, daylight and artificial light levels;*

*d) noise and vibration levels;*

*e) odour, fumes and dust;*

*f) microclimate;*

*g) the inclusion of appropriate attenuation measures.*

*We will also require developments to provide:*

*h) an acceptable standard of accommodation in terms of internal arrangements, dwelling and room sizes and amenity space;*

*i) facilities for the storage, recycling and disposal of waste;*

*j) facilities for bicycle storage; and*

*k) outdoor space for private or communal amenity space, wherever practical.*

### **LONDON BOROUGH OF CAMDEN CORE STRATEGY (2010)**

#### **CS14 - Promoting high quality places and conserving our heritage**

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

*a) requiring development of the highest standard of design that respects*

*local context and character;*

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

*c) promoting high quality landscaping and works to streets and public spaces;*

*d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible.*

## **Elsworthy Road Conservation Area Appraisal and Management Strategy**

**14<sup>th</sup> July 2009**

The following excerpts relate to the site:

### **Views and Vistas**

*3.8 The most notable views are to and from local landmarks seen from moving around the Conservation Area. The highest point in the vicinity is the summit of Primrose Hill, one of London's royal parks, which has spectacular panoramic views of the capital over Regent's Park to the south-west, and over the Elsworth Conservation Area to the north and north-west. In the foreground, there are views of the backs of properties along Elsworth Road and Avenue Road. An important part of the character of the Conservation Area derives from its relationship with the higher ground of Primrose Hill, which is appreciated in views into and out of the area. Other notable views are of the residential tower blocks forming part of the Chalcots Estate north of Adelaide Road, and the of the Swiss Cottage development to the north-west.*

*3.9 Other notable views and landmarks within the Conservation Area include:*

*i) The views of the Church of St. Mary the Virgin to the west and north-west along King Henry's Road and Primrose Hill Road respectively.*



## Appendix II

### Statutory List Descriptions

#### **Church of St Mary the Virgin, Primrose Hill Road**

Listed 14/05/74

Grade II

Church. 1871-2. By Michael P Manning; built by Dove Brothers. c1891-2 south aisle and chapel added. Red brick with stone dressings. Slated roofs with lugged brick eaves cornice. Early French Gothic style. EXTERIOR: 3-bay aisled nave with clerestory and north transept, apsidal-ended sanctuary and south-east chapel. Main entrances on north elevation; western entrance with gabled portico, eastern with gabled hoodmould, both with brick moulded arches having bas relief tympana. Slightly pointed lancet windows. Gabled transept with 3 arcaded windows, plate tracery rose window and 3 linked lancets in apex. Chancel has 5 plate tracery windows flanked by buttresses; west end 3 arcades windows, plate tracery rose window flanked by oculi. INTERIOR: has wagon roof to nave and transept; chancel and south-east chapel are vaulted; aisles have flying buttresses. Columns with stiff leaf capitals. Features by local artists include stained glass by Clayton and Bell and CE Kempe, enamelwork by Henry Holiday, reredos and pulpit by GF Bodley, oak seating by Temple Moore. HISTORICAL NOTE: due to the High Church practices of the first incumbent St Mary the Virgin was not consecrated until 1885. From 1901-15 the vicar, Percy Dearmer, editor of the English Hymnal and Songs of Praise, made the church a showpiece of liturgical worship and good music. His reforms included whitewashing of the original red and black interior.

Listing NGR: TQ2751184188

#### **Primrose Hill Tunnels, Primrose Hill Road (Eastern Portals)**

Grade II\*

Pair of railway tunnel portals at the eastern end of the Primrose Hill Tunnels, 1837 (northern) and 1879 (southern), for the London and Birmingham Railway to designs by William Budden.

PORTALS: While the context of the Primrose Hill Tunnels has alterned dramatically, the structures themselves remain largely as they were built. The northern portal is the earlier, built in 1837, of stock brick and stone with stone dressings. It has a round-arched tunnel mouth with coved reveals of rusticated voussoirs and is crowned by a heavy modillion cornice with carved lion masks. The opening is flanked by massive stone piers on vermiculated stone pedestals with long and short quoins and console bracketed hipped capitals designed to appear as ridged lead roofs. Flanking the piers are quadrant brick wing walls, also with vermiculated stone podiums, and broken by channelled stone pillars crowned by segmental pediments. The southern portal, dating from 1879, faithfully replicates the design of the original portal down to decorative detail such as the lion masks. It differs only in size, being taller than the northern portal in order to retain the land rising up to Primrose Hill.

**HISTORY:** The northernmost of the two Primrose Hill tunnels was completed in 1837 and was the first railway tunnel in London as well as one of the earliest in the country. The tunnel was built for the London and Birmingham Railway Company and engineered by George Stephenson and Son; the portal was designed by William Budden, Stephenson's assistant. A second tunnel, to the south, with a portal in the same design as Budden's original, was completed in 1879 following the addition of a further two tracks to the line in 1846.

The land under which the tunnel was driven was the Chalcots Estate, owned by Eton College and largely rural in 1837. The College had begun to develop the area, beginning in 1830 with Adelaide Road which now runs alongside the railway track, and were originally opposed to the railway speculators' proposals for fear of the adverse affect of the cutting on the value of the land and subsequent house leases. The College's reservations necessitated the very existence of the tunnel and determined its appearance. Unwilling to lose the building land to railway tracks, the College insisted on a tunnel, made by tunnelling and not 'cut and cover', despite the fact that the gradient of the land allowed track to be laid without one; the terms of the Act of Parliament of 1833 which gave permission for the railway stated that the tunnel should be constructed with sufficient strength for buildings to be erected at ground level. The College also demanded that the tunnel mouth should 'be made good and finished with a substantial ornamental facing of brickwork or masonry to the satisfaction of the Provost and College'. The resulting portal cost £7,000 and differed from the Western Portal which was less grand.

The tunnel became a popular attraction and, before houses hemmed in the approach, the sloping sides of the cutting provided viewing points for members of the public eager to witness the coming and going of the trains and the portal itself. The scene is depicted in a watercolour by J H Nixon, after a painting by J Cleghorn of 1837 and a lithograph by C Rosenberg.

The London and Birmingham Railway, which opened in 1838, was one of the first intercity railway lines in the world, and (after the London to Greenwich Railway of 1836) the first major railway line to be built into London. The line was engineered by Robert Stephenson and started at Euston Station. The London and Birmingham Railway was one of the most significant engineering projects of the C19 and a landmark in pioneering railway technology world wide.

A second tunnel to the south was subsequently built and became operational in June 1879. The southern portal replicated the original in all but height.

**SOURCES:** John C Bourne, Drawings of the London and Birmingham Railway (1839) Anthony Cooper (Ed), Primrose Hill to Euston Road, Camden History Society (1984) Penny Hatfield, The Eton College Estate, Camden History Review 17, Camden History Society (1992) K. A. Scholey, The Railways of Camden, Camden History Society

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**SUMMARY OF IMPORTANCE:** As an early railway structure dating from 1837 and a part of one of the pioneering railway speculations, the London and Birmingham Railway, the northernmost Eastern Portal to the Primrose Hill Tunnel is of special historic interest. This inherent interest is considerably enhanced by the uniqueness of the tunnel's construction: it was the first railway tunnel in London; the first nationally to negotiate the issue of competing claims for the use of land in an urban context; and the first tunnel to treat one of its portals architecturally. Comparison with the Western Portals (Grade II), at the opposite end of the two tunnels, emphasises the exceptional circumstances at the eastern end of the tunnel where the Eton College Estate demanded a grand architectural set-piece: the Western Portals are of a much humbler design. The portal is also of more than special architectural interest for its proud, classical elevation which is indicative of the upmarket development Eton College hoped to undertake nearby. There are similarities in design with Brunel's portals to the Box Tunnel in the use of ashlar to imply strength, the classical features such as the treatment of the cornices and rusticated quoins, and the employment of quadrant arches to convey the sense of a grand entrance. The second portal, dating from 1879, is also of special interest for its intrinsic merit in that it represents the quick expansion of the railways in the mid-C19 and as an important component of the site.

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