

**The Pears Building**  
Royal Free Hospital, Pond Street, London NW3 2QG

**Heritage appraisal**

October 2014

Consultancy for the  
Historic Built Environment

**KMIHeritage**

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## 1 Introduction

- 1.1 This report has been prepared to support a planning application for the development of the Pears Building at the Royal Free Hospital, Pond Street, London NW3 2QG.

### Purpose

- 1.2 The purpose of the report is to assess the proposed development against national and local policies relating to the historic built environment.
- 1.3 This report should be read in conjunction with the drawings and Design & Access Statement prepared by Hopkins Architects, the Planning Statement prepared by Savills, as well as the other reports and documents submitted with the application.

### Organisation

- 1.4 This introduction is followed by a description and analysis of the site and its context. Section 4 analyses heritage significance and Section 5 sets out the national and local policy and guidance relating to the historic built environment that is relevant to this matter. Section 6 provides an appraisal of the proposed scheme in heritage terms. Section 7 assesses the proposed development against policy and guidance, and Section 8 is a conclusion.

### Author

- 1.5 The author of this report is Kevin Murphy B.Arch MUBC RIBA IHBC. He was an Inspector of Historic Buildings in the London Region of English Heritage and dealt with a range of major projects involving listed buildings and conservation areas in London. Prior to this, he had been a conservation officer with the London Borough of Southwark, and was Head of Conservation and Design at Hackney Council between 1997 and 1999. He trained and worked as an architect, and has a specialist qualification in

urban and building conservation. Kevin Murphy was included for a number of years on the Heritage Lottery Fund's Directory of Expert Advisers.

- 1.6 Historical research and assistance for this report was provided by Dr Ann Robey FSA, a conservation and heritage professional with over twenty years experience. She has worked for leading national bodies as well as smaller local organizations and charities. She is a researcher and writer specialising in architectural, social and economic history, with a publication record that includes books, articles, exhibitions and collaborative research.

## 2 The site and its context

- 2.1 This section of the report describes the history of the site of the Pears Building and its context.

### The site

- 2.2 The site of the proposed Pears Building is immediately to the west of the main body of the Royal Free Hospital, an existing car park building with a roof level garden, Heath Strange Garden, named after the founder of the former Hampstead General Hospital. The site is bounded to the east by the existing hospital complex, to the south by Rowland Hill Street, to the west by Hampstead Green and to the north by the buildings of Hampstead Hill School. What is now called Rowland Hill Street where it runs between Hampstead Green and the Heath Strange Garden, was a lane previously also named 'Hampstead Green'. The Church of St Stephen faces the junction of Rosslyn Hill and Lyndhurst Road to the northwest.

### Hampstead

- 2.3 Hampstead village had grown rapidly during the 18<sup>th</sup> century as a spa, and by the start of the 19<sup>th</sup> century had 691 houses and 4,300 people. It attracted wealthy residents and terraces and individual houses developed on both sides of the High Street. As it grew, Hampstead village absorbed New End and Frognal. The spread of central London outward drew towards Hampstead in the period from 1830s onwards. In Belsize and beyond, larger houses in their own grounds gave way to stuccoed terraces.
- 2.4 Hampstead expanded further following the opening of the North London Railway in the 1860s, and again after the Charing Cross, Euston & Hampstead Railway opened in 1907 (now part of the Northern Line). In the later 19<sup>th</sup> century, Hampstead became the home to many artists and writers.

## Hampstead Green

- 2.5 Hampstead Green is what survives of what was once a much larger area of 'manorial waste' (manorial land under English land law which was neither let to tenants nor did it form part of demesne lands). On Rocque's map of 1746 it is shown as an open space with an avenue of trees surrounded by a few buildings; in the 1830s it was described as 'a grassy playground for children with a fine double row of trees'. The railed triangular site is now managed for wildlife, planted with a wild flower meadow. Part of the green was taken when St Stephen's Church was built in 1869-75, and the site then came into the ownership of the church who also had responsibility for its maintenance. In 1928 it was referred to as Pond Street Enclosure, a 'small grass plot planted with shrubs and trees' and it received protection under the London Squares Act of 1931. A Cabman's Shelter was erected adjacent to Hampstead Green on Rosslyn Hill in 1935, and is listed Grade II.



Figure 1: Hampstead Green as shown on Stanford's 1862 map

## **The Royal Free Hospital**

- 2.6 The Royal Free Hospital was founded in 1828 by the surgeon William Marsden to provide healthcare to the poor. Originally in Hatton Garden and then in Gray's Inn Road (now the Eastman Dental Hospital), the present Royal Free Hospital was built in 1968-75 to designs by Watkins Gray Woodgate International, now Watkins Gray International, also responsible for Guy's Hospital tower and many other hospitals. It is 18 storeys high, and arranged in a cruciform shape. The present site was formed from two previous hospitals - the North Western Fever Hospital and the Hampstead General Hospital. The latter had been accommodated in buildings facing Hampstead Green, whose first phase was completed in 1905 to designs by Young and Hall, who had recently completed the new Glasgow Royal Infirmary.
- 2.7 The Hampstead General Hospital was founded in 1882 in South Hill Park Road as the Hampstead Home Hospital and Nursing Institute by Dr William Heath Strange, with the aim of providing care for people who did not wish to be treated at a public hospital, but could afford to pay a small amount for their treatment. In 1894 it changed its name to the Hampstead Hospital and on 21st October 1902, when the number of patients had outgrown the original building, the foundation stones of the new building were laid by Princess Christian of Schleswig-Holstein. The site had been occupied by a series of villas facing Hampstead Green.
- 2.8 When the hospital opened in 1905 it had 50 beds. By 1907 it had 60 beds, but only 35 were open due to financial difficulties. By 1907 the funds had run out, and the hospital merged with the North-West London Hospital in Camden Town, becoming the Hampstead General and North-West London Hospital. Thereafter the in-patients were treated in the new building and outpatients at the Camden site. During World War I the hospital was affiliated with the Hampstead Military Hospital, and 60 of its beds were reserved for sick and wounded servicemen.



In 1919 the Hospital had 137 beds. The hospital became part of the Royal Free Hospital in 1948. The Edwardian buildings were demolished in the late 1960s to make way for the building of the new Royal Free.



Figure 2: the Hampstead General Hospital shortly after opening



Figure 2: the Hampstead General Hospital, undated

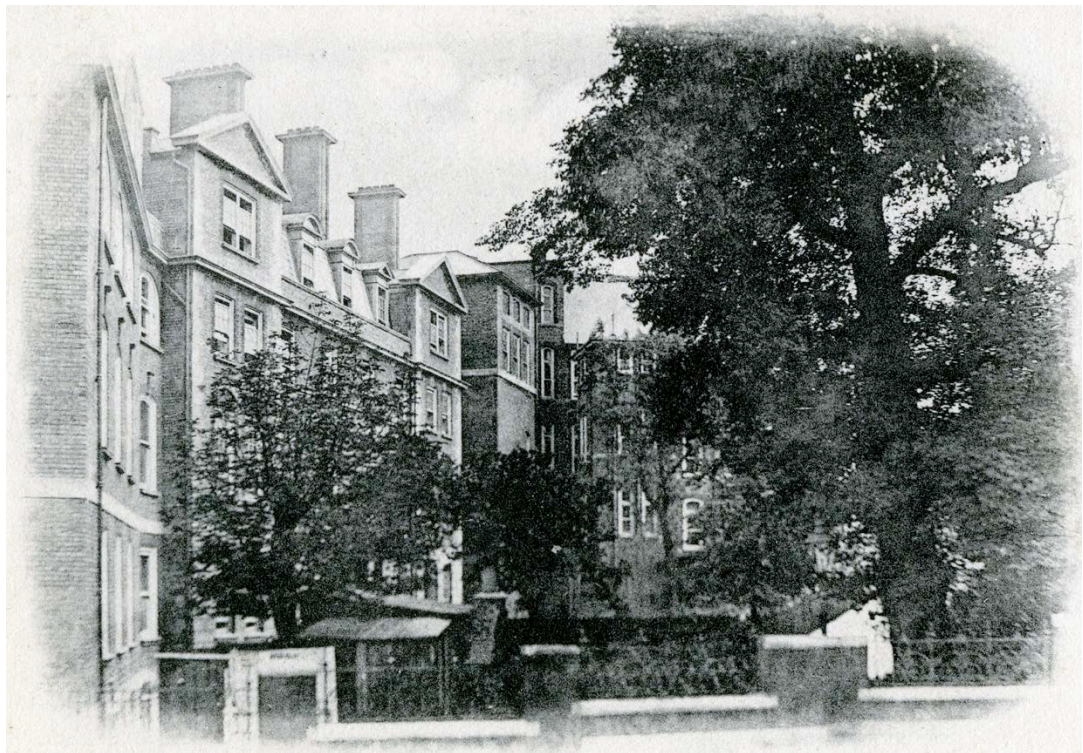


Figure 3: the Hampstead General Hospital, undated



Figure 4: Hampstead Green and Hampstead General Hospital in the  
1940s

### 3 Heritage significance

3.1 This section of the report assesses the heritage significance of the Pears Building site and its context.

#### **The heritage context of the site and its surroundings**

##### *Listed buildings*

3.2 A number of buildings in the immediate vicinity of the Pears Building site are listed. Those closest to the site are:

- Church of St Stephen, Rosslyn Hill (Grade I)
- The churchyard gate and wall to Church Of St Stephen (Grade II)
- The Wharrie Cabmans Shelter, Rosslyn Hill (Grade II)
- Nos 5-13, 17, 19, 21 and 23 Pond Street (Grade II)
- The Roebuck public house at Nos. 15 (Grade II)
- The former Lyndhurst Road Congregational Church (Grade II)

3.3 Figure 5 shows the location of the listed structures immediately adjacent to the site.

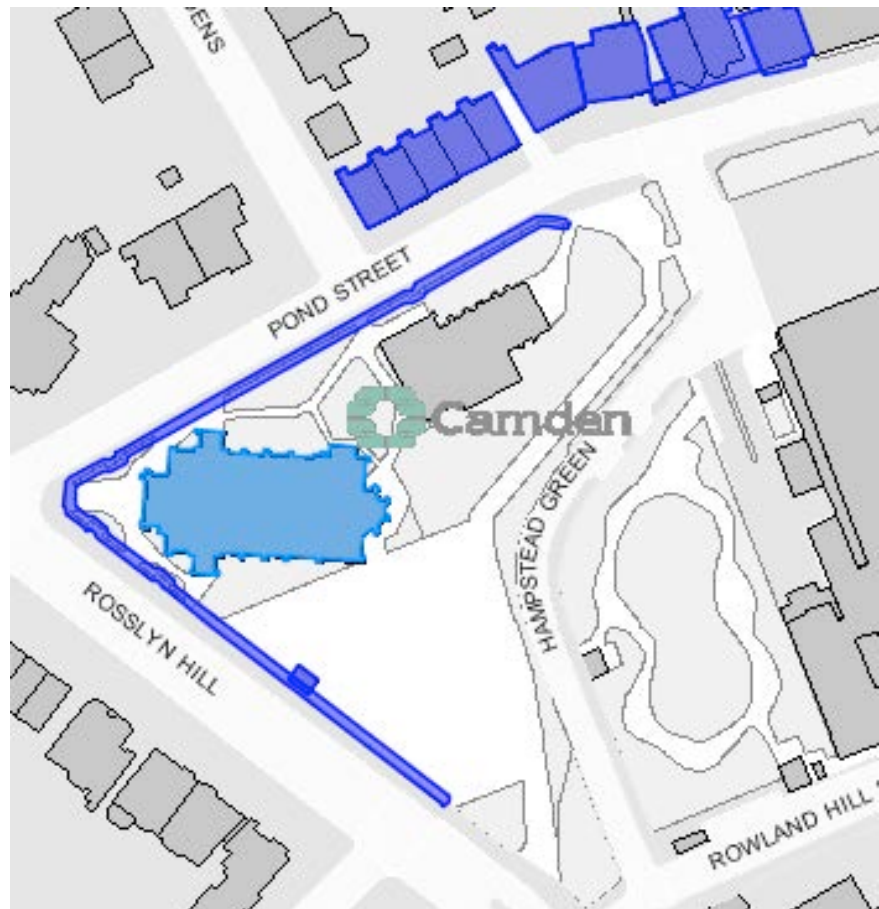


Figure 5: listed structures immediately adjacent to the Pears Building site  
(© the London Borough of Camden)

#### *Conservation areas*

- 3.4 The site of the Pears Building is located immediately adjacent to the Hampstead Conservation Area and the Fitzjohns Netherhall Conservation Area. Figure 6 illustrates the relationship of the site to the two conservation areas.

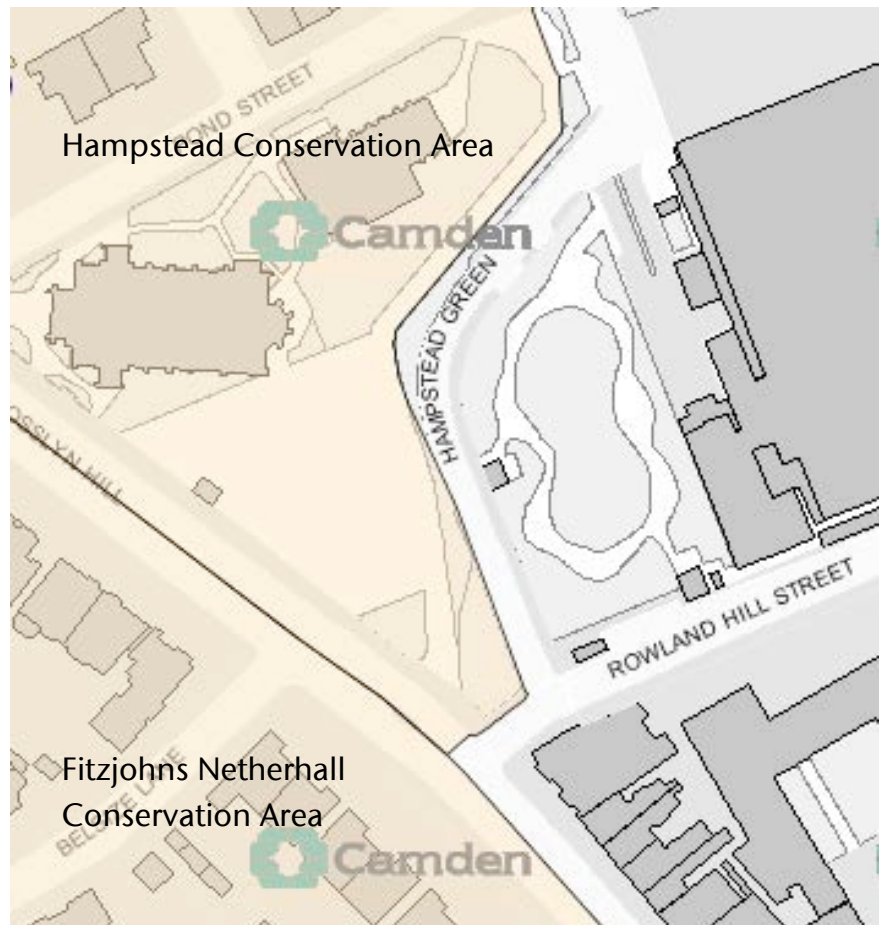


Figure 6: the Hampstead and Fitzjohns Netherhall Conservation Areas (© the London Borough of Camden)

#### *Locally listed buildings*

- 3.5 The Rosary Roman Catholic School at 238 Haverstock Hill and the Armoury building at 25 Pond Street are included in the London Borough of Camden draft Local List.

#### **Heritage values**

- 3.6 The listed buildings and the two conservation areas are ‘designated heritage assets’, as defined by the National Planning Policy Framework (NPPF). Locally listed buildings are ‘non-designated heritage assets’.
- 3.7 ‘Significance’ is defined in the NPPF as ‘the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological,

architectural, artistic or historic’. The English Heritage ‘Planning for the Historic Environment Practice Guide’ puts it slightly differently – as ‘the sum of its architectural, historic, artistic or archaeological interest’.

- 3.8 ‘Conservation Principles, Policies and Guidance for the sustainable management of the historic environment’ (English Heritage, April 2008) describes a number of ‘heritage values’ that may be present in a ‘significant place’. These are evidential, historical, aesthetic and communal value.

*‘Historical value’ and ‘Evidential value’*

- 3.9 Historical value is described as being illustrative or associative. The listed and unlisted buildings of any discernible historical quality nearby, their relationship to one another and to the two conservation areas, illustrates the evolution of this part of London, and more recent buildings, such as the Royal Free Hospital, show how the underlying historic character of the area has been altered more recently. The buildings of the area tell us about the transformation of the older city by northward suburban development in the 19<sup>th</sup> century, and about social change and lifestyles in various eras, and also about how the development of that era was subsequently altered and evolved in the 20<sup>th</sup> century as a result of major development such as the Royal Free Hospital and new modern housing. The Royal Free Hospital in particular tells us a considerable amount regarding 20<sup>th</sup> century architecture, urbanism and post-war aspirations for how the modern city should be made, and illustrates the emergence of the NHS in the post-war period. The area as a whole has historical associations with various architects, developers and other figures from a wide variety of social, educational, medical and other fields.
- 3.10 In terms of English Heritage’s ‘Conservation Principles’ the conservation area provides us with ‘evidence about past human activity’ and, by means of its fabric and

appearance and notwithstanding the changes that have occurred, communicates information about its past.

*'Artistic interest' or 'aesthetic value'*

- 3.11 The aesthetic interest or significance of the Hampstead and the Fitzjohns Netherhall Conservation Areas is located in the external appearance (particularly to the street) of the individual buildings in the conservation areas, and in their topography, street layout and urban grain.
- 3.12 It is clear that, despite the changes that have occurred in the conservation areas, they, and those buildings that positively contribute to their character and appearance, continue to have 'architectural' and 'artistic interest' (NPPF) or 'aesthetic value' ('Conservation Principles'). In respect of design, 'Conservation Principles' says that 'design value... embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship'.
- 3.13 The listed buildings near the Pears Building site have, by definition, special architectural and historic interest. In respect of change to the site that might affect those listed buildings, that special interest has to do principally with the external architectural design, scale, massing and roof profiles. The internal special interest of nearby listed buildings would clearly not be affected by the proposal for the Pears Building. The two potential locally listed buildings make a similar contribution, in a more modest and locally significant way.
- 3.14 The heritage asset closest to the site, and that which will be most affected by the proposed development, is the Church of St Stephen. It is, as Pevsner accurately points out, one of SS Teulon's 'most mature and powerful works'. It is indisputably a very important and impressive listed building in its own right, and makes a very significant contribution to the character and appearance of the Hampstead Conservation Area. It is a local



landmark, and derives considerable significance from its powerful relationship with Rosslyn Hill. It is aligned almost exactly due east-west, thus forming a striking diagonal relationship with the junction of Pond Street, Rosslyn Hill and Lyndhurst Road. This is the principal element of its setting - its relationship to the topography and road layout of Rosslyn Hill.

- 3.15 As well as this streetscape, the setting of the church includes the open space of Hampstead Green, across which it can be seen in views north along Rosslyn Hill. The space itself has considerable historic and visual significance in the Hampstead Conservation Area and as part of the setting of the Fitzjohns Netherhall Conservation Area. The orientation of the Church of St Stephen confers an added quality to the open space. Though the lower parts of the church are hidden by trees, the powerful transepts and tower of the church rise dramatically above the tree cover, and visually dominate the surrounding area.
- 3.16 By virtue of its orientation and constrained views from the east, Pond Street and the Royal Free Hospital play a lesser role in the church's setting; it is experienced to a lesser extent in this physical context due to the arrangement of streets, intervening buildings and substantial tree cover. Only its tower is prominent from the east. However, and despite tree cover, the Royal Free Hospital is highly visible in the backdrop of St Stephen's when viewed from Lyndhurst Road and Rosslyn Hill and it singularly detracts from the setting of the listed building and the two conservation areas.
- 3.17 The Royal Free Hospital is indisputably a poor building - as a large institutional post-war building it has no architectural merit to speak to, and it is a large, crude and ugly blight on this part of London. By virtue its large scale and bulk, and most notably its lack of a specific accommodation or deference to its surroundings, it is harmful to the heritage significance discussed here. However, it is a testament to the power and architectural

presence of St Stephen's that the presence of the Royal Free Hospital in relatively close proximity does not lead to fundamental or definitive harm to its special architectural and historic interest as a listed building.

- 3.18 The Pears Building site itself does not possess any heritage significance - it is a modern car park structure and while the gardens that form its roofscape are pleasant, they have no particular design or heritage merit.

*'Communal value'*

- 3.19 The conservation area and its older buildings have communal value as part of the larger settlement of London, and they provide, as 'Conservation Principles' puts it, 'identity, distinctiveness, social interaction and coherence'. The Royal Free Hospital - quite separately from whatever aesthetic qualities it may or may not have - specifically has strong social and communal value as a landmark in the wider area and as a place where the community has received health care over a number of decades. St Stephen's clearly has communal significance as a community facility and former place of worship.

#### **Summary: change in the setting of heritage assets**

- 3.20 The listed buildings, potential locally listed buildings and the parts of the two conservation areas in the vicinity of the Pears Building site possess heritage significance to a considerable degree. The contributing elements of this significance are: the nature of listed and potential locally listed buildings and their contribution to the historic streetscape, and the distinctive 19<sup>th</sup> century suburban character of the two adjacent conservation areas.
- 3.21 The Pears Building proposal will affect the setting of these heritage assets. The heritage asset most directly affected by the proposed development will be the Grade I Church of St Stephen, but the development will also affect the setting of the Hampstead and the Fitzjohns Netherhall Conservation Areas as well as a number of listed buildings.

## 4 The policy context

- 4.1 This section of the report sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment

### The National Planning Policy Framework

- 4.2 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990. On Tuesday 27 March 2012, the Government published the new National Planning Policy Framework (NPPF), which replaced Planning Policy Statement 5: 'Planning for the Historic Environment' (PPS5) with immediate effect.
- 4.3 The NPPF says at Paragraph 128 that:
- In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.*
- 4.4 A description and analysis of the heritage significance of the site of the Pears Building and its surroundings is provided earlier in this report.
- 4.5 The NPPF also requires local planning authorities to 'identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal'.
- 4.6 At Paragraph 131, the NPPF says that:

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

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

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

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

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

- *the nature of the heritage asset prevents all reasonable uses of the site; and*
- *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*

- *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *the harm or loss is outweighed by the benefit of bringing the site back into use.*

- 4.9 Paragraph 134 says that ‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 4.10 Further advice within Section 12 of the NPPF urges local planning authorities to take into account the effect of an application on the significance of a non-designated heritage asset when determining the application. It says that ‘In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.
- 4.11 Paragraph 137 of the NPPF advises local planning authorities to ‘look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably’.
- 4.12 Paragraph 138 says that:
- Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element*

*affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.*

4.13 The NPPF incorporates many of the essential concepts in Planning Policy Statement 5 'Planning for the Historic Environment'. PPS5 was accompanied by a 'Planning for the Historic Environment Practice Guide', published by English Heritage 'to help practitioners implement the policy, including the legislative requirements that underpin it'. The 'Guide' gives, at Paragraph 79, a number of 'potential heritage benefits that could weigh in favour of a proposed scheme' in addition to guidance on 'weighing-up' proposals in Paragraphs 76 to 78. These are that:

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

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

or enhancing the character or appearance' of a conservation area.

### **Camden Council's Local Development Framework**

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

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

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

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

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

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

*e) protecting important views of St Paul's Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views'.*

- 4.16 The commentary to the policy says:

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

4.17 It goes on to say

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

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

4.19 Policy DP25 is as follows:

*Conservation areas*

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

- a) take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- c) prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;*
- d) not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*
- e) preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden's architectural heritage.*

*Listed buildings*

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



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

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

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

#### *Archaeology*

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

#### *Other heritage assets*

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

## 5 The proposed scheme

- 5.1 The design of the proposed scheme for the proposed Pears Building is described in the drawings and Design & Access Statement of Hopkins Architects. This section of the report describes its effect on the heritage significance described earlier.
- 5.2 The scheme has been subject to very detailed discussions with the London Borough of Camden and English Heritage over a number of months, and has been revised on number of occasions to take account of comments received. This design development is described in the Design & Access Statement.

### **The purpose of the proposed scheme**

- 5.3 The proposed scheme is for a building that will house the UCL Institute of Immunity and Transplantation, the Centre for Reconstructive Surgery and Regenerative Medicine, offices for the Royal Free Charity, a Patient Hotel and a 56-space car park to replace that which exists at present.
- 5.4 The work undertaken in the new building will include research and the application of research findings and advances in organ transplantation, cancer, leukaemia and chronic infections such as HIV and viral hepatitis, auto-immune diseases such as diabetes and inherited immunodeficiency and other rare diseases such as haemophilia. The goals of the new institute are: to promote multi-disciplinary research, to translate this research into first-in-human clinical trials, and to provide outstanding research training to educate future scientists and clinical academics. Research will cover the development of vaccinations, gene therapy and cell therapy to treat immune-related conditions, as well as designing new types of transplantation.
- 5.5 The Institute will be the only such global research facility outside the USA and one of only five in the world, and will accommodate 200 researchers. The facility will allow

rapid progression from basic scientific research through the pre-clinical and clinical stages to first patient treatment. It will provide much needed opportunities for on-site collaboration between a number of interrelated disciplines.

- 5.6 Phase 1 of the Institute is located in the main Royal Free podium next to the site of the proposed Pears Building. They are constrained, and need to expand. It is essential that the existing and proposed research and clinical facilities are in close physical proximity, and thus the proposed site is the most suitable of the very few development opportunities that exists at the Royal Free Hospital campus. The location of the Institute will enable scientists to be near to patients who are being treated and allow faster implementation of medical advances in medical practice.
- 5.7 The Royal Free Charity requires office accommodation on site to effectively manage the various fund raising ventures and administration duties from a single location and organise the extensive hospital volunteer network efficiently.
- 5.8 The patient hotel will provide a facility for those who are outpatients but require an overnight stay in the building owing to the distance that they have travelled from home. It will also be available to provide short term temporary accommodation for academics visiting the Institute
- 5.9 The Design & Access Statement describes the brief for the project in more detail, and also describes the nature of the site, its opportunities and constraints. Notable among the latter is the presence of the LinAc bunker beneath the Heath Strange Garden - a complex piece of medical equipment which cannot be relocated - along with the sloping topography of the site, the need to maintain vehicle access and various others. The Design & Access Statement also explains in detail the required functional adjacencies, which has driven the location and layout of the proposed development.

### **The proposed scheme**

- 5.10 The proposed scheme will create a new building to accommodate the required facilities which is clearly and confidently contemporary while nonetheless fitting well with, and enhancing, its varied context. It is arranged in a cranked rectangle, its shape echoing that of the former Hampstead General Hospital and providing a satisfying sense of enclosure and edge to Hampstead Green. This shape both serves this urban design purpose, but is also the one that creates the most efficient layout within the building while avoiding the LinAc bunker in the south eastern corner of the site.
- 5.11 The building has been designed to be separate from the main body of the Royal Free Hospital. The massing of the building is such as to create open landscaped space above the lower two storeys between it and the Royal Free Hospital building, thus providing a replacement for the Heath Strange Garden. The upper two floors accommodate the Patient Hotel, and these are set back from the main part of the elevation facing Hampstead Green below. The part of the building nearest St Stephen's is carefully modulated to defer to the listed building and to reduce its presence in relation to the church where it is closest. The set-back upper storeys create a 'shoulder' approximately in line with the eaves of the nave of the church.
- 5.12 The new building is elevated in a contemporary fashion, with a rhythm of bays giving order and a suitable degree of formality to the elevation facing Hampstead Green. It is also modelled vertically, with vertical timber louvres emphasising this rhythm along the elevation. The building will be made of traditional materials - timber, brick - that echo those used in the surrounding area.
- 5.13 The removal of the existing access road (Rowland Hill Street) between Heath Strange Garden and Hampstead Green enables the new building to engage with Hampstead Green more directly. Planted terraces will help

the development blend into the space of Hampstead Green and create a place that links built form with this important space in a seamless way.

### **Public benefits**

5.14 The proposed scheme will create a series of tangible public benefits. These are set out and explained in more detail in the Planning Statement and should be examined carefully in that document, but given the role that public benefits have in heritage policy terms, they are also summarised here:

- The development will deliver a world class research facility, undertaking vital work in organ transplantation, cancer, leukaemia and chronic infections such as HIV and viral hepatitis, auto-immune diseases such as diabetes and inherited immunodeficiency and other rare diseases such as haemophilia. The work and achievement of the Institute will both save lives and improve the quality of life for people who suffer from these conditions.
- The facility will not be an isolated research institute, with nothing to do with its surroundings -it will have connections with local healthcare provision at the hospital, ensuring London residents benefit directly and significantly speeding up the 'bench to bedside' pathway from basic science to the clinical stages and first patient treatment. The location of the development on the Royal Free Hospital site helps to achieve this connection.
- Additional patient accommodation at the hospital will be provided for patients who require an overnight stay but do not need to be admitted to a ward. Patients are monitored everyday and so need to be in close proximity to the hospital. The location of the proposed Pears Building means that patients

can be admitted to the main hospital at a moment's notice. The patient hotel allows patients more freedom than a ward would by allowing them to live a relatively 'normal' life while being treated. Its location next to the hospital entrance and A&E ensures that patients still have emergency access to the hospital.

- The development will provide accommodation for the Royal Free Charity and their volunteers. The Charity plays a central role in improving patient experience, funding pioneering medical research, and in promoting the Royal Free Hospital.
- The new development will create a prestigious and attractive venue for fundraising for the hospital, a vital activity which does not at present have an obvious location within the dated and ugly Royal Free Hospital complex.
- The proposed development will indisputably enhance Hampstead Green and the surrounding context - it will preserve and enhance the setting of the two conservation areas and their character and appearance, the special architectural and historic interest of St Stephen's and other listed buildings, and the setting of the two potential locally listed buildings. The urban design benefits of providing a coherent edge to Hampstead Green have been mentioned above. Discrete landscaping improvements will be made in the immediate setting of St Stephen's.
- The Institute and Charity would be very willing to explore how they could work with St Stephen's to increase awareness of its heritage significance and its facilities, and also how the organisations could work together.

5.15 Can these benefits only be provided on the site of Heath Strange Garden? Yes, for three principal reasons:

- There is no other open site within the Royal Free Hospital campus of a suitable size and shape that is available for use.
- It is not possible to convert existing accommodation within the Royal Free Hospital building to provide the new accommodation required because no spare capacity exists within the building and the building is not suitable for the uses required.
- The functional adjacencies that are essential to the operation of the Pears Building are only possible in this location. Phase 1 of the Institute already exists on the west side of the Royal Free Hospital building. It is located within a floor in the podium and was established at the cost of £6million in 2013. Whilst there will be no physical link to the main hospital building from the proposed Pears Building, the proximity of researchers in Phase 1 and 2 to each another is vital – medical advances require both laboratory work as well as face-to-face discussion and interaction between researchers. Location of the new building away from the Royal Free site is also unsatisfactory for the same reasons.
- The Patient Hotel function is linked to the Institute, and this needs to be co-located with the Institute building. Patients using the hotel will need to be in close proximity to the hospital in case of emergencies and close to the Rapid Access Route along Rowland Hill Street.

#### **Effect on heritage assets and significance**

- 5.16 For the reasons given earlier and as stated above, the proposed scheme for the Pears Building will preserve and enhance the setting of the two conservation areas and their character and appearance, the special architectural and historic interest of St Stephen's and other listed

buildings, and the setting of the two potential locally listed buildings. No harm will be caused to heritage assets.

- 5.17 The creation of built form - in the shape of an extremely well-designed and carefully contextual new building - on the site of Heath Strange Garden where it does not presently exist does not, of itself, constitute harm. The setting of the heritage assets described earlier, and notably St Stephen's Church, does not rely in any way on Heath Strange Garden being an open space. For many years the site, and thus the setting of St Stephen's, was occupied first by villas and then by the former Hampstead General Hospital. Since then, the building of the modern Royal Free Hospital has harmed the setting of St Stephen's.
- 5.18 The proposed Pears Building will serve to create a new and far superior built environment context for the listed church, screening the church from the ugly backdrop of the main hospital building. It will do the same for the open space of Hampstead Green, which also does not rely on Heath Strange Garden being an open space for its significance. Whatever 'harm' that may be asserted to because by proximity alone is far outweighed by this definitive enhancement in the setting of St Stephen's, other listed buildings, Hampstead Green and the two conservation areas. Views to and from St Stephen's; into, out of and across Hampstead Green; and to and from the two conservation areas will be enhanced by the quality of the new building over the ugliness which it will screen. The development will reinforce the 'village green' quality of Hampstead Green by providing it with a coherent edge, and thus the village-like quality of this part of Hampstead. The proposed scheme includes landscaping which provides visual screening and has been designed to reflect the wild planting on Hampstead Green.
- 5.19 It is worth pointing out that the capacity of St Stephen's to accommodate change in its setting is considerable. Though harmful, the presence of the Royal Free Hospital



has not undermined its special architectural and historic interest. It is a powerful and robust building, more than capable of accommodating a new building in closer proximity than the Royal Free Hospital, and whose tower will continue to soar above that new building. St Stephen's is hardly so delicate in its character or presence that it would be harmed in any way by such development.

- 5.20 The proposal will certainly alter the setting of the heritage assets described above and the character and appearance of the conservation area, but will do so in a positive and enhancing way. As this report and the Design & Access Statement makes clear, this has been done in a manner that fully respects what is essential to the heritage significance of these heritage assets. The design is driven by an analysis of the nature and characteristics of the surrounding area.

## 6 Compliance with policy and guidance

- 6.1 This section of the report demonstrates how the proposed scheme complies with national and local policy and guidance for the historic built environment. This section should be read with the analysis of the proposed scheme and its effects provided earlier in this report.

### The statutory duty

- 6.2 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that local planning authorities ‘In considering whether to grant listed building consent for any works the local planning authority or 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(1) requires that local planning authorities pay ‘special attention... to the desirability of preserving or enhancing the character or appearance of that area’
- 6.3 The proposed scheme, for the reasons given in the previous section, indisputably preserves the listed buildings in the vicinity of the site along with their settings. Their settings change, but the architectural quality of what is proposed causes that change to be positive in its effect, and thus the test of ‘preserve’ is passed by avoiding any harm to setting. The same applies to the character and appearance of the two conservation areas.

### The level of ‘harm’ caused by the proposed scheme

- 6.4 As outlined in Section 4, the NPPF identifies two levels of potential ‘harm’ that might be caused to a heritage asset by a development: ‘substantial harm...or total loss of significance’ or ‘less than substantial’. Both levels of harm must be caused to a *designated* heritage asset – in this

instance, the listed buildings in the vicinity of the site and the two conservation areas.

- 6.5 The proposed scheme does not lead to ‘substantial’ harm or any meaningful level of ‘less than substantial’ harm. As has been explained in this report and as the Design & Access Statement illustrates with views and drawings, the proposed Pears Building scheme, by its respectful and contextual design, causes no meaningful harm to heritage assets. The opposite occurs: the heritage assets in question are enhanced by a proposal that is both architecturally appropriate and highly beneficial in social and medical terms, and the setting of listed buildings and the character and appearance of the conservation area are enhanced.

#### **The balance of ‘harm’ versus benefit**

- 6.6 A series of tangible and distinct public benefits flow from the scheme, in heritage, architectural and social terms. These are set out earlier in this report and in the Design & Access Statement. These more than outweigh what low level of ‘harm’ might be asserted as being caused by the proposed development. These benefits are described in the previous section and explained at length in the Planning Statement.

#### **The National Planning Policy Framework**

- 6.7 This report has provided a detailed description and analysis of the significance of the Pears Building site and its surroundings, as required by Paragraph 128 of the National Planning Policy Framework.
- 6.8 In respect of Paragraph 131 of the NPPF, the revised scheme can certainly be described as ‘sustaining and enhancing the significance of heritage assets’. It preserves the ‘positive contribution’ that the heritage assets assessed earlier make to the historic built environment and the local area.

- 6.9 The proposed development complies with Paragraph 133 of the NPPF. It does not lead to ‘substantial harm to or total loss of significance of a designated heritage asset’, for the reasons given above. It also complies with Paragraph 134 – regarding ‘less than substantial harm’ for the reasons given in detail earlier and in the previous section of this report.
- 6.10 The scheme very definitely strikes the balance suggested by Paragraph 138 of the NPPF – it intervenes in the setting of listed buildings and the conservation areas in a manner commensurate to their significance. This balance of intervention versus significance is described in detail earlier. The physical change required for the proposed scheme and its effect on heritage assets is more than compensated for by the benefits provided by the scheme.
- 6.11 The scheme also does the relevant things that the ‘Planning for the Historic Environment Practice Guide’ urges in its Paragraph 79. For the reasons explained earlier, the proposed development ‘makes a positive contribution to... sustainable communities’, and ‘is an appropriate design for its context and makes’ – indirectly by enhancing the broader permitted scheme – ‘a positive contribution to the appearance, character, quality and local distinctiveness of the historic environment’.

#### **Camden’s Local Development Framework**

- 6.12 As has been shown, and for the same reasons that are given in respect of the NPPF, the scheme would provide new buildings that would preserve *and enhance* the character and appearance of the conservation areas and the setting of listed buildings.
- 6.13 For these reasons, and those given earlier, the proposed development is consistent with Camden’s Local Development Framework policies regarding demolition and new development in conservation areas, and in particular Policy DP25. It also preserves the setting of nearby listed buildings, and thus also complies with Policy DP25 in this respect.



## 7 Summary and conclusion

- 7.1 Neither visibility nor proximity equate to harm in heritage terms *per se* - the presence of a building on the site of Heath Strange Garden cannot by itself create harm. There is no designed setting for any of the heritage assets described here, and there is no definitive context that they should have. The key question is one of the quality of what is proposed and how it can enhance the setting of a heritage asset in whose vicinity it finds itself.
- 7.2 The proposed Pears Building will be of exceptional architectural quality in its design. This quality derives from a number of factors, notable amongst which is a deep concern for the nature of its location and the sensitivity of its surroundings. The scheme has been designed to respect Hampstead Green, the Grade I St Stephen's Church and other listed buildings, and the Hampstead and Fitzjohns Netherhall Conservation Areas.
- 7.3 The scheme serves a purpose which could be said to define 'public benefit' - important medical research and its application to saving lives and making people well. The scheme will generate multiple public benefits, including the enhancement of the setting of heritage assets. These public benefits can only be delivered from the specific site of Heath Strange Gardens, for the reasons given here and elsewhere, principal among which is the adjacency of the site with existing facilities and the hospital services provided by the Royal Free Hospital.
- 7.4 For these reasons, the proposed scheme complies with national and local policy and guidance for the historic built environment.

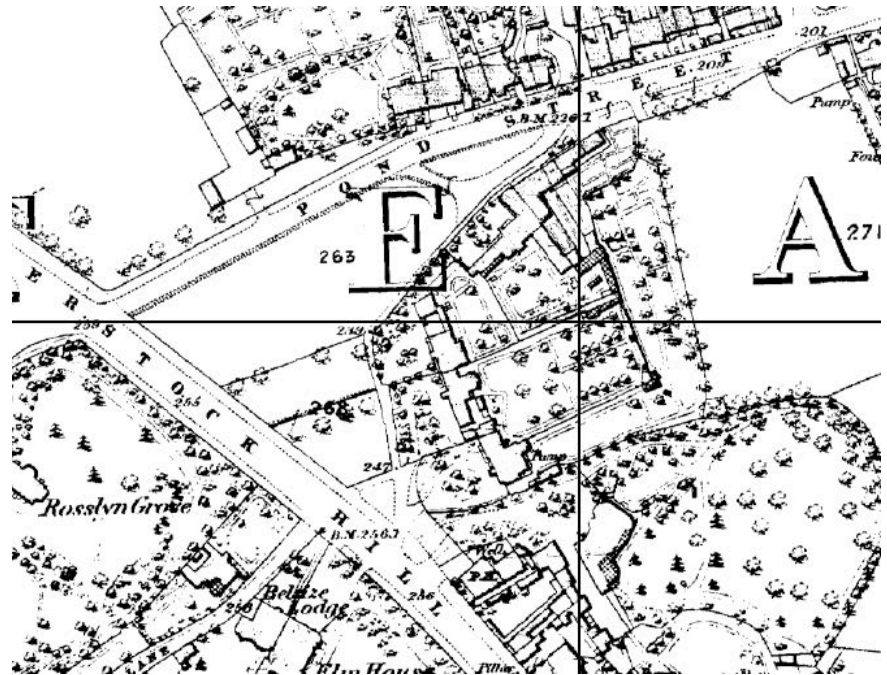
## Appendix A: Location



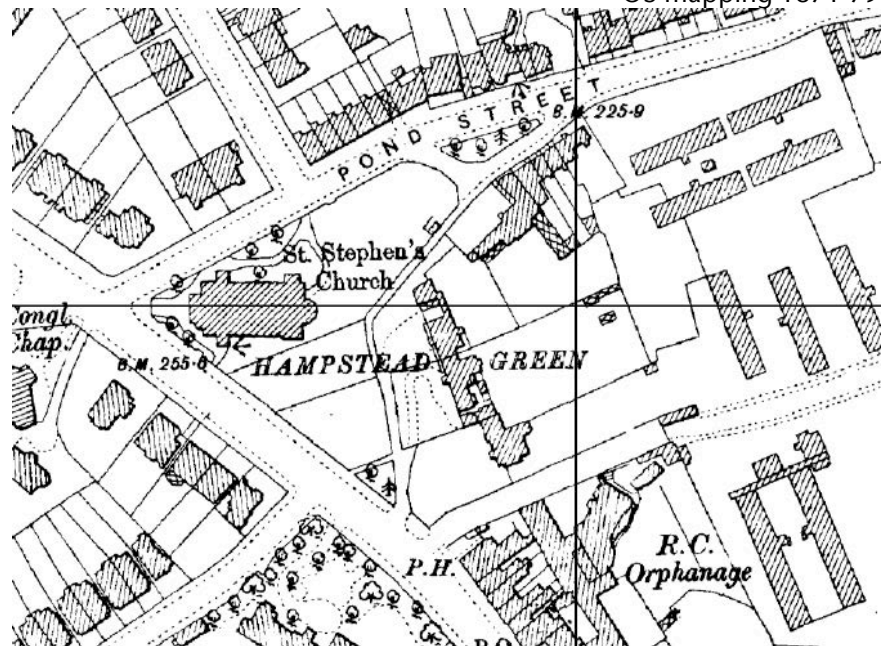
Current OS mapping (not to scale)

## Appendix B: Historical mapping

Not to scale

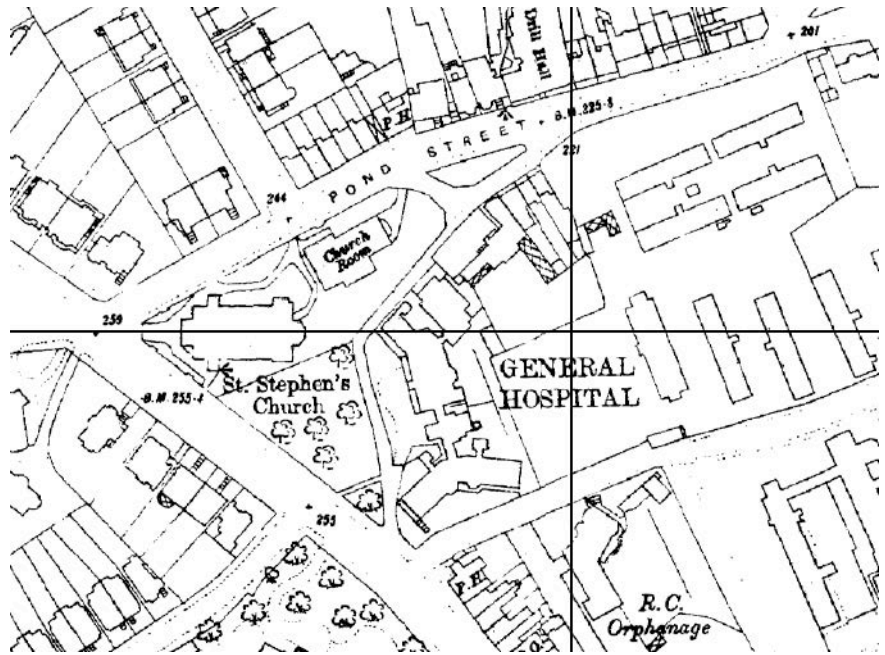


OS mapping 1871-79

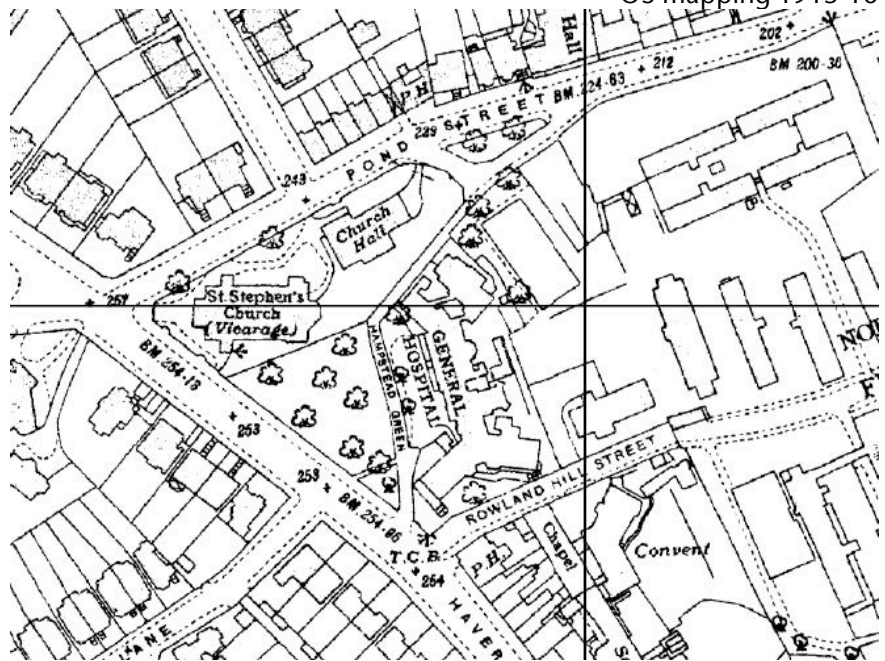


OS mapping 1896

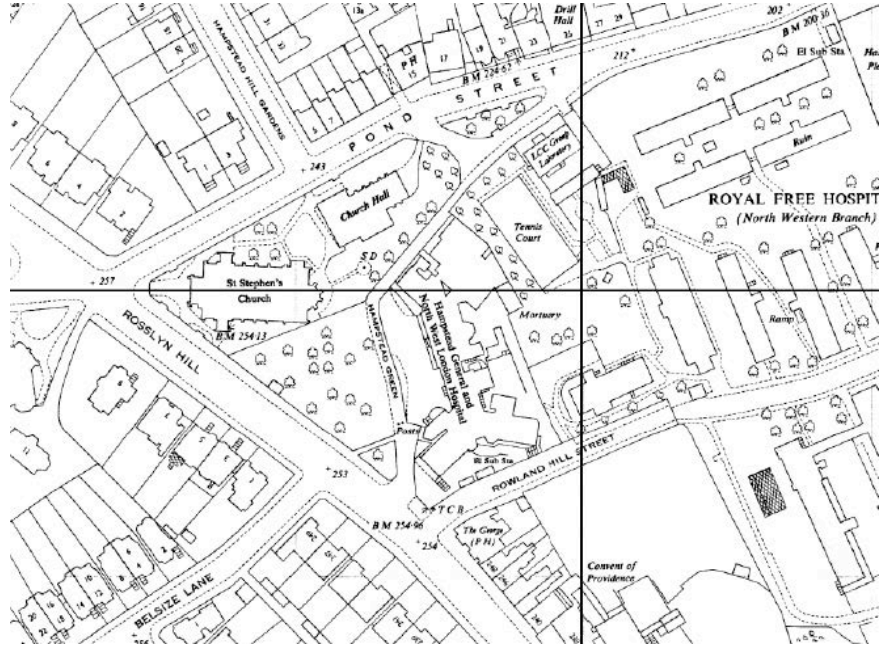




OS mapping 1915-16



OS mapping 1934



OS mapping 1954

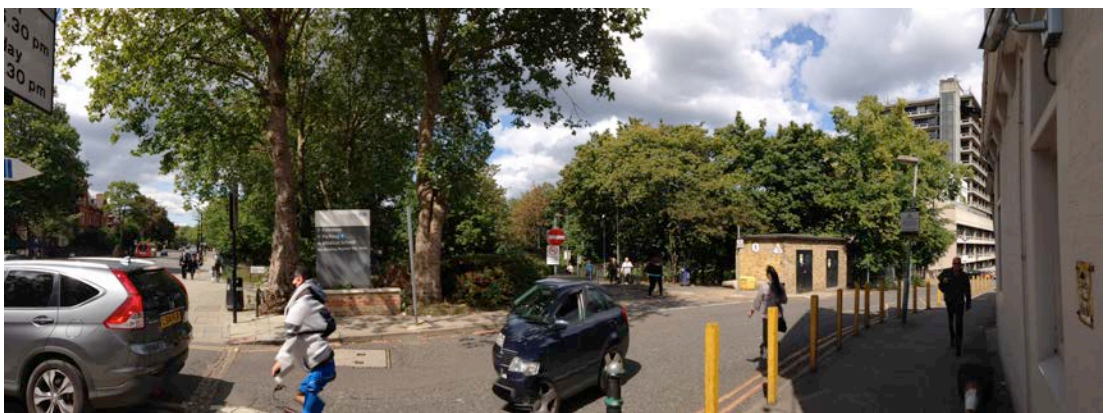
## Appendix C: Selected photographs

















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