

HERITAGE REPORT

BY

GILES QUARME

BA HONS DIP ARCH DIP CONS (AA) RIBA FRAS AABC SCA

ON BEHALF OF

IDM LAND LTD

IN CONNECTION WITH AN APPEAL MADE

AGAINST THE

REFUSAL OF PLANNING PERMISSION BY

THE LONDON BOROUGH OF CAMDEN

138 – 140 HIGHGATE ROAD

LONDON NW5 1PB

LPA reference: 2014/1692P

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1.0 INTRODUCTION

- 1.1 I am Giles Thomas Quarme BA (Hons) Dip Arch, Dip Cons (AA) RIBA FRSA AABC SCA. I am principal of Giles Quarme and Associates.
- 1.2 Giles Quarme and Associates are specialist historic building Architects. It was established in 1988. The two partners, Giles Quarme and retired partner, now Consultant, Dr. Archie Walls, are fully accredited in architectural building conservation (AABC) and are qualified to supervise English Heritage / Heritage lottery Fund Grant assisted Projects.
- 1.3 I am also an RIBA Specialist Conservation Accredited Architect (SCA) because of my knowledge and experience of working in the conservation of historic buildings.
- 1.4 I am the Chairman of the Ancient Monuments Society, a Trustee of the Georgian Group and sat on English Heritage's London Advisory Panel from 1998 to 2014. The Panel advises English Heritage both on policy and on the most important historic buildings in London ranging from St Paul's Cathedral to the Houses of Parliament
- 1.5 I sit on the Royal Borough of Kensington and Chelsea's Architectural Design Panel which advises the Planning Department on the architectural merits of development proposals in the borough. The panel includes a number of distinguished Architects, such as David Chipperfield, Sunan Prasad, Will Alsop and Paul Williams.
- 1.6 The Practice is restoring the historic garden buildings at Dropmore for a private client. The buildings are Grade I and Grade II and include the earliest surviving aviary in England.
- 1.7 The Practice is developing a £25 million masterplan for the restoration and extension of the Grade II* RAC Woodcote Park Estate which involves the sensitive introduction of new buildings adjacent to the historic mansion and within the Green Belt.
- 1.8 We are currently working with Thomas Heatherwick on the alteration and re-use of the Kings Cross Grade II Coal Drops into a major retail destination.
- 1.9 The practice has worked on numerous Grade I Listed buildings including the former Royal Naval College, also a World Heritage Site, Althorp House, the British Museum, the Victoria and Albert Museum, Chilham Castle, St Mary Woolnoth, St John the Divine, to name but a few.
- 1.10 A statement of my qualifications and experience is included in my appendix 1.
- 1.11 I am instructed by IDM Land Ltd of Office 8, West Gainsborough Studios, 1 Poole Street, London N1 5EA.
- 1.12 I will provide evidence in connection with an appeal made by IDM Land Ltd against the refusal of Planning Permission on 2nd June 2014 for Redevelopment of 138-140 Highgate Road, London NW5 1PB and the erection of a 3 storey building to provide 3 Class A1 retail units at ground floor and 9 Class C3 residential units at first and second floor following the demolition of petrol station and MOT garage.: Application number 2014/1692P

- 1.13 My evidence will deal with the impact of the proposals on the surrounding Conservation Area, the setting of the nearby Listed buildings and the impact on the townscape views within the vicinity of the building.

2.0 BACKGROUND

- 2.1 Giles Quarme of Giles Quarme & Associates was instructed by IDM Land, Office B, West Gainsborough Studios, 1 Poole Street, London N1 5EA to provide Expert Evidence into the heritage and design issues relating to the refusal of the London Borough of Camden for Planning Permission for the redevelopment of 138-140 Highgate Road, London NW5 1PB which is the subject of this Hearing .

2.1.0 SITE LOCATION

- 2.1.0 The site of the proposed development is at 138-140 Highgate Road and is approximately 5 km of central London and lies within the London Borough of Camden. It is located on the Highgate Road between Kentish Town and Highgate Village. Highgate Road runs from Kentish Town Underground (tube) station North up to Parliament Hill where it becomes Highgate West Hill.

- 2.1.2 The site is a Pace petrol station and MOT service centre and is located on the East side of Highgate Road immediately opposite a small row of shops, 143 – 157 Highgate Road.

2.2.0 PLANNING BACKGROUND

- 2.2.1 The proposals for the site involve the erection of the following:

‘Erection of 3 storey building to provide 3 no Class A1 retail units at ground floor and 9 Class C3 residential units (5x2 bedroom flats, 4x3 bedroom flats) at 1st and 2nd floor following demolition of petrol station and MOT garage (Sui Generis).’

- 2.2.2 The proposal was refused on the total of twelve grounds but the decision provided an informative which stated that:

‘ 1. Without prejudice to any future application or appeal, the applicant is advised that reasons for refusal number 5-12 could be overcome by entering into a Section 106 legal agreement for a scheme that was in all other respects acceptable.’

- 2.2.3 Kieran Rafferty will address this issue of the Section 106 legal agreement.

- 2.2.4 This Report will address the heritage and design issues in relation to the reason for refusal no2:

‘The proposed building, by reason of its height, scale and detailed design, will be harmful to the street scene and the character and appearance of the Dartmouth Park Conservation Area which is contrary to policy CS14 (promoting high quality places and conserving our heritage) of the London

Borough of Camden Local Development Framework Core Strategy and policies DP24 (securing high quality design) and DP25 (conserving Camden's heritage) of the London Borough of Camden Local Development Framework Policies.'

2.2.5 And refusal no 3:

'The proposed building, by reason of its height and scale will block views across the site of adjoining designated public open space to North and South and thereby harm the setting of public enjoyment of those areas of open space, contrary to policy CS15 (protecting and improving our parks and open spaces and encouraging biodiversity) of the London Borough of Camden Local Development Framework Core Strategy.'

2.2.6 The Report will also make reference to the visual impact and amenity value of the trees within the Conservation Area, but separate evidence will be provided by Mr Ben Rose of Bosky Trees which will address the reason no4 for refusal in terms of arboricultural issues, such as the arboricultural impact assessment and the Tree Protection Plan.

2.2.7 I will also make reference to evidence produced by the other consultants:

- Stephanie Brooks, the Principal of the architectural practice responsible for the design of the proposed building, Brooks Murray Architects, in relation to the evolution of the design and negotiations with the Local Authority, Local Councillor, residents and other stakeholders.
- Kieran Rafferty of K R Planning Limited on Planning and Planning Legislation and policy issues.
- Pippa Henshall of Henshall Green on landscape issues relating to the potential enhancement of the site and the surrounding area and in particular the area of public open to the South of the site.

3.0 THE SITE AND PROPOSALS FOR ITS REDEVELOPMENT

3.1.1 It is proposed to demolish the PACE petrol station at 138-140 Highgate Road London NW5 1PB and replace it with a new building which will be a mixed use retail and residential. The proposed building will be three storeys high and contain three Class A1 retail units at ground level and nine Class C3 residential units at first and second floors.

3.1.2 It will be clad in brown brick with powder coated aluminium windows and fins in front of the glazing for privacy, balconies with glass balustrades and the building will be capped with a sedum green flat roof .

3.2 WEST ELEVATION

- 3.2.1 The three storey building is set slightly back from the back of the pavement line to allow disabled access to the retail shops. However it will echo the Victorian shops and houses opposite at 137-147 Highgate Road which are also only three storeys high. This elevation will be articulated to provide the appearance of individual units at first and second floors by the fin covered recesses which divide and separate the units.

3.3 EAST ELEVATION

- 3.3.1 Because of the cross slope from the land away from Denyer House, the elevation of the building will appear only two storeys high with a semi-basement area similar to traditional Eighteenth Century terraced house design, such as found at Grove Terrace.
- 3.3.2 The semi-basement will not be open like Eighteenth Century terraced houses, but will still provide the set back and permit landscaping in front that echoes the character of Grove Terrace. The set back will have the additional advantage of increasing the width of College Lane which is currently squeezed between the back of the garage and the front parapet wall at Denyer House. The historic footpath will be significantly improved as can be seen in the contrast between the original photograph and the verified view.

3.4 SOUTH ELEVATION

- 3.4.1 This faces on to the public open space between the site and Darcars Yard. The ground floor level is without openings and will consist of plain brickwork. The first and second floors will have fenestration partly screened by the metal fins described above and a second floor will be provided with a recessed terrace.
- 3.4.2 The simply articulated façade expresses its function as being an unbroken flank elevation which will contrast with the articulation of the west (street) elevation which has been deliberately broken up to respond and be in sympathy with the individual shops and houses opposite.

3.5 NORTH ELEVATION

- 3.5.1 The North elevation faces on to the public open space that is now incorporated into the Grove Terrace Squares. The façade is articulated in the same manner as the South façade.
- 3.5.2 Verified view no 2 (b) indicates how the building is built into the slope of the ground which results in the elevation being only two and a half storeys high.
- 3.5.3 This has allowed the impact of the façade to be carefully minimised. By building into the side it allows the height of that elevation to be reduced. It will only be 8.1 meters high at the front facing onto Highgate Road and 6.1 metres at the rear which compares favourably with the existing height of the canopy at 5.5 meters high.
- 3.5.4 The dense low level planting of evergreen bushes and the high level mature Plane trees will conceal most of this façade. Views of the building will be glimpsed through the landscape in the same picturesque manner as views currently obtained of Grove Terrace Squares looking towards Grove Terrace. This would appeal enormously to an

Eighteenth Century Architect and aesthete who would understand the picturesque quality of the view.

- 3.5.5 The lower height of the building allows the sky to be seen through the trees above its parapet.
- 3.5.6 The new building creates a sympathetically designed 'book end' to the historic Grove Terrace Squares, which, because of its modest height of two and a half storeys, will not be visually prominent and will be a considerable improvement on the existing PACE petrol station.

3.6 LONDON BOROUGH OF CAMDEN 'REPORT TO COMMITTEE'

- 3.6.1 The Officer's assessment of the impact of the development on the site, Dartmouth Park C.A and the adjoining public open space states that:

'any development above one or possibly two storeys will be visually prominent, and the proposed scheme would fail to be subservient to the value of the site as a low scale and open setting to the designated open space.'

- 3.6.2 The proposed development is only half a storey above what the L.A. officer deems possibly acceptable. The impact of that additional half storey can be seen by examining the verified views which shows that the impact is nominal and would not have any significant impact on either the Conservation Area, the nearby listed buildings or the public open space and consequently remains "subservient to the value of the site" as described by the officer.
- 3.6.3 The officer criticizes the building as having '*no architectural merit*' and states that it fails to respond to the 'terraced town house typology' and has '*a horizontal appearance and does not read as individual units a part of a small terrace and moreover the solid to void ratio and size to the window openings does not convey the vertical rhythm of the existing adjoining elevations*'.
- 3.6.4 If one ignores the prejudice displayed in the first comment, it is quite clear from examining the Highgate Road elevation the building has been carefully articulated as individual units by extending up the finned recesses between the units to the parapet height. This breaks up the horizontal parapet line and prevents an impression of a horizontal block that the local Officer is suggesting. The only area where the façade is horizontal is at shop floor level which echoes the horizontality of the group of shops in the Victorian terrace opposite.
- 3.6.5 Allen Archaeology in its analysis of the character and appearance of the Conservation Area describes about its 'ad-hoc development and varied styles'.
- 3.6.6 My own analysis of the Conservation Area Appraisal as it is described today in its expanded form in 2009 rather than as it was in the 1985 Appraisal, when it formed part of Highgate Conservation, explains why the buildings that are proposed for the Conservation Area do not have to be constrained to traditional design or the repetitive use of solid to void ratios and sizes of window openings that is found on the existing Victorian windows of the terrace opposite. The boundaries of the Highgate Conservation Area were redrawn and Highgate Terrace and the surrounding area was

established in 1992 as a Conservation Area in its own right, see para 5.25, which had the much more mixed and varied character that is described by Allen Archaeology.

- 3.6.9 The pre-application meeting report of 19th July 2013 provided the Architects with advice on their original seven story proposals for the redevelopment of the site.
- 3.6.10 The architects then produced two further designs, one for a four storey building and the other for a three storey building. The four storey proposals were withdrawn by the applicants and the three storey proposals are the subject of the current appeal.
- 3.6.11 It would appear that the concerns expressed by the Local Authority that applied to the seven storey scheme and have been repeated and applied equally to the three storey scheme in the Officer's report to the Planning Committee.
- 3.6.12 Some of the statements appear inconsistent , for instance under 'redevelopment':

'The buildings are highlighted as making a negative contribution to the character and appearance of the Dartmouth Park Conservation Area. As such demolition is likely to be acceptable subject to the replacement building enhancing the character and appearance of the site to an appreciably greater extent than those existing.' The officer rightly acknowledges that the existing building makes a negative contribution, but in the second sentence he states that:

*"the replacement building enhancing the character and appearance of the site to an appreciably greater extent than **those existing** (my emphasis)."*

This appears to suggest that the existing building enhances the Conservation Area and also doesn't take cognisance of the fact that the statutory test for development in a Conservation Area is that it should 'preserve **or** enhance'.

- 3.6.13 Under the Principle of Development it states:

'An historic and inherent characteristic of this part of the Conservation Area is the common land of which the site forms a part.'

As explained in Section 6 below, the site does not form part of the common land nor any part of the Grove Terrace Squares and has been in private ownership since the early Nineteenth Century.

- 3.6.14 Under height, bulk, mass and footprint it states:

'Importantly the Council considers that the existing structures and buildings on the site to be a negative feature because they exist in a location where there should be no built development.'

This seems to be contradicted by the Dartmouth Park C.A Appraisal and Management plan which states specifically that the site is a development site and the Council, on page 52 under the sub-section 'new development' states that:

'The Council will particularly encourage proposals which seek to redevelop those buildings and spaces which are considered to have a negative impact on the special character or appearance of the Conservation Area'.

3.6.15 In the same section of the Officer's report it goes on to say:

'However the diminutive scale and simple canopy of the petrol station forecourt retained a view through and over the site. As such whilst the existing site is relatively unsightly its scale and form does not unduly impact on the wholeness, setting or harm public enjoyment of the adjoining open space.'

3.6.16 I consider that this description is inconsistent with his earlier advice that the building make a "negative contribution" and I disagree with his suggestion that the impact of the petrol station as being only 'relatively unsightly' after inspecting the site and assessing its impact on the Conservation Area and the setting of the surrounding Listed Buildings..

4.0 HISTORY OF THE EVOLUTION OF THE SITE AND THE SURROUNDING AREA

4.1.0 KENTISH TOWN

4.1.1 According to the London Encyclopaedia by Ben Weinreb in medieval times Kentystone and St Pancras seemed to have been two names for the same place, a hamlet in a clearing in the Great Forest of Middlesex.

4.1.2 The first mention of St Pancras Church was in Norman times; by 1251 a settlement near the church consisted of no more than 30 houses. In the 15th Century, the Fleet River was the cause of a further shift. Because of constant flooding near the church and to accommodate the growing population in the northern part of the parish, a chapel-of-ease was built in 1449, on what is now the Kentish Town Road and this became the nucleus of the present day Kentish Town.

4.1.3 The name is probably a corruption of Ken-ditch; Ken, as in Kenwood, being the Celtic word for both green and river and the ditch being the Fleet. The area around St Pancras church was gradually abandoned, but, by contrast, Kentish Town flourished and for the next 300 years was a pleasant village by the Fleet River, encircled by farms and hay fields and noted for its pure air and clean water. The village was favoured by wealthy outsiders who were glad to build substantial country houses so close to London.

4.1.4 The area was characterised by numerous inns such as The Castle Tavern, the Bull and Gate and The Assembly House, which in 1780 had a good trap-ball ground, skittle ground and extensive gardens. Visitors to these inns in the Eighteenth Century included Londoners who came on day excursions to enjoy the quiet of the countryside.

4.1.5 The end of the Eighteenth Century saw the beginning of a building boom which was to change Kentish Town from a village into a select suburb which was said to be the residence of some good families who kept their carriages and suite of servants.

4.1.6 In the 1840s development started in earnest. Speculative builders ensured that farms, pastures and brick fields disappeared beneath rows of villas. Morgans Farm, which was built in 1600 for Thomas Hewitt, probably opposite the public house called The Old Farm House, went with the rest.

4.1.7 After the 1860s the upper middle class atmosphere began to vanish as the impact of the Midland Railway spread. Huge tracts of land were acquired for railway undertakings, and soon Kentish Town was transformed into a grimy working class district, interlaced by railway lines, with many houses in multiple occupation and the Fleet River confined and invisible in an iron pipe. Small industries sprang up; manufacturers of pianos and organs, scientific instruments, and suppliers of building materials.

4.2.0 HIGHGATE ROAD

4.2.1 Highgate Road runs from Kentish Town to Swains Lane and Highgate Village. It was originally called Green Street and hence the surviving Eighteenth Century terrace known as Little Green Street which lies adjacent to the railway line.

4.2.2 It was a main thoroughfare to the North of England and was generally an open road through fields and common land with famous coaching inns running along its length. They stretched from the former Castle Pub, now the Vine at the entry approach to Kentish Town, up past the Southampton Arms, opposite the development site up to Highgate Village and beyond.

4.2.3 In the Eighteenth Century, as London began to expand northwards beyond Kentish Town, the area around the site became a salubrious suburb full of large detached mansions owned or rented by the gentry and upper middle classes.

4.2.4 The OS map extract (**Plate 1: Survey of London: Volume 19**) shows that even as late as 1870 the Eighteenth Century mansions survived along both sides of Highgate Road, even after the construction of the railway line.



Plate 1 Survey of London: Volume 19

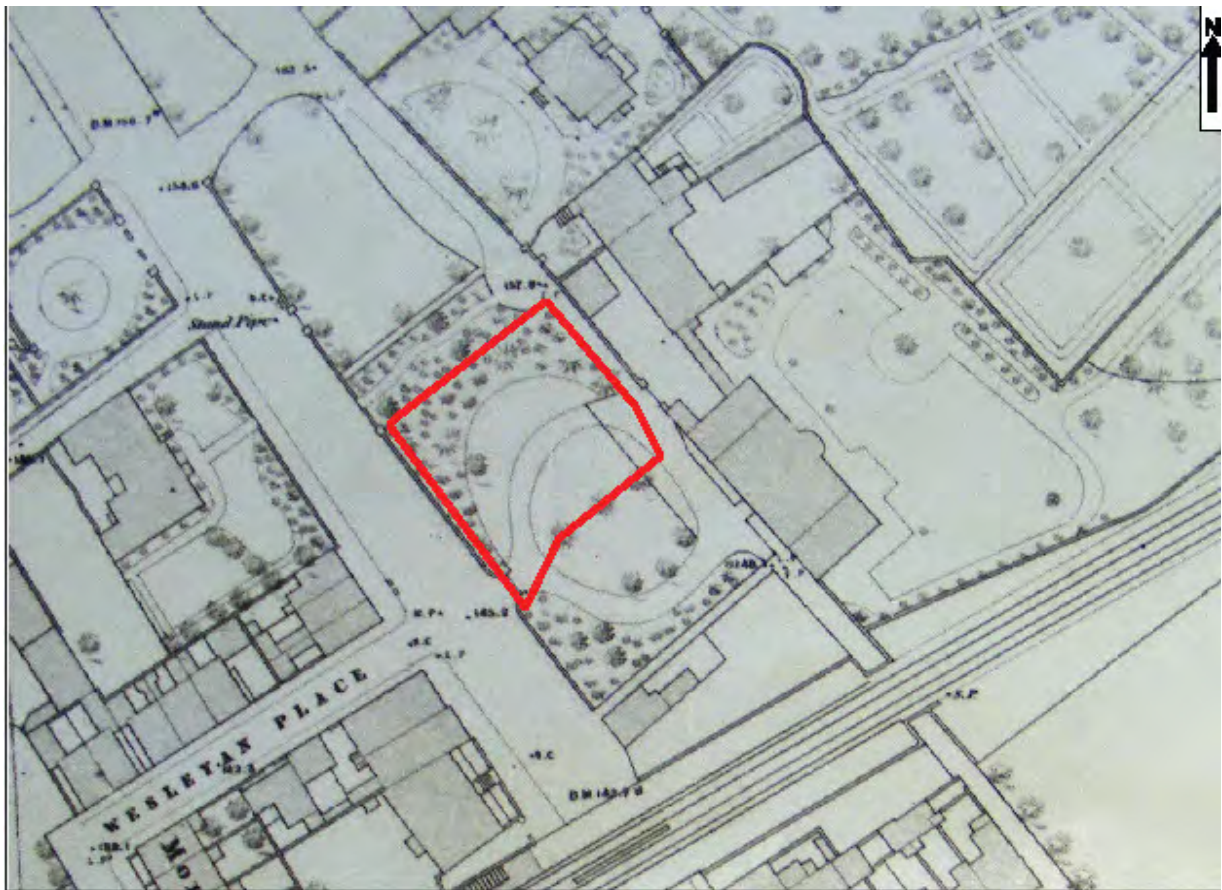
- 4.2.5 All the houses on the West side of Highgate Road had by 1960 been swept away by progressive redevelopment with the last Eighteenth Century mansion, Haddo House, being replaced by the slab block of the same name.
- 4.2.6 The coming of the railways began the more intensive redevelopment of the area and provided us with the character and appearance that we see today. It changed from being essentially rural and Eighteenth Century suburban in character to much more urban one.
- 4.2.7 Allen Archaeology describes the change in Paragraph 5.7:

‘Rapid development and re-development during the Nineteenth and Twentieth Centuries has resulted in the current multi-period urban landscape. There are surviving elements of most periods of development of the area, including the earliest developments of the late Eighteenth Century, Grove Terrace and

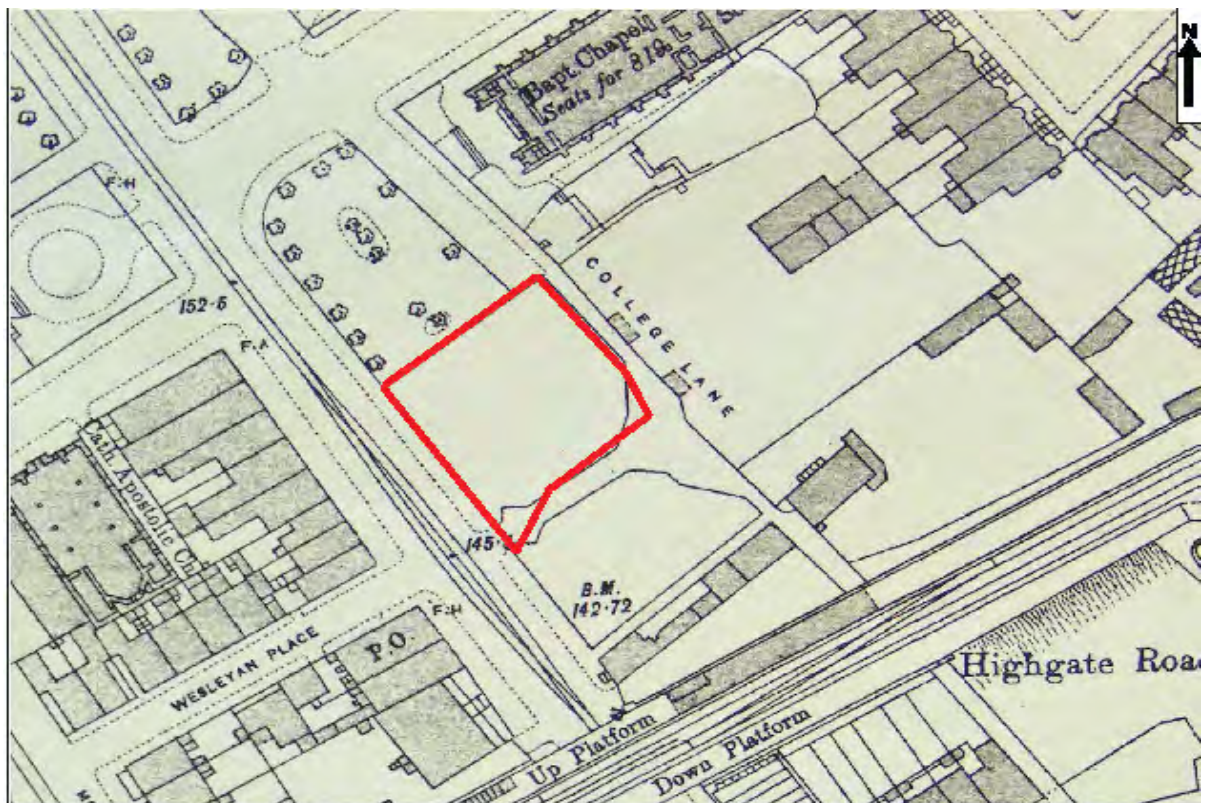
housing along Little Green Street (sites 35 and 36, 38-40), large Nineteenth Century former detached villas at Grove End House (site no 34), Southampton House which is also a school (site 32) and 175 Highgate Road (site 37); Nineteenth Century terraced housing on Wesleyan Place (site 33). Later developments saw the clearance of some of the earlier large detached villas replaced by buildings which now also form an important part to the character of the area, including the adjacent former Baptist Chapel built in 1877, the early Twentieth Century Llssenden Gardens Estate to the West and Denyer House which was built on the site of a former farm as part of St Pancras Borough Council Housing Programme in 1934. ‘

4.3.0 THE SITE

- 4.3.1 A detailed description of the evolution of the site is provided in the AHP Historical Report: Development History and in the Allen Archaeology Assessment, in paragraphs 6.4 -6.10 inclusive.
- 4.3.2 Both documents explain how the current site formed part of land belonging initially to St John’s Farm, named after the Oxford College, which owned the Freehold, and subsequently converted into St John’s Park House Ladies College (AA para 6.6) and ultimately sold off in part to the London Borough of St Pancras for housing and the construction of Denyer House.
- 4.3.3 It is likely that the development of the petrol site was sold off separately when the former Ladies’ College land was broken up into parcels, see below.
- 4.3.4 It is clear from the OS maps that between 1869 (**AA Fig 8**) and the 1894 OS map (**AA fig 9**) that the main farm/Ladies College buildings were demolished up to the boundary with Grove End House which still survives today. The land occupied by the farm (North of College Lane) would appear to have been left relatively empty until the construction of Denyer House in 1934 and as recorded in the 1936 OS map (**AA Fig 10**). It is also when the location of the garage can first be identified on the site of 138-140 Highgate Road.



AA Fig 8 Extract from the 1869 60" scale Ordnance Survey map (Camden Local Studies Figure 8: Ref. London III.92)



AA Fig 9 Extract from the 1894 60" scale Ordnance Survey map (Camden Local Studies Figure 9: Ref. London III.92)



AA Fig 10: Extract from the 1936 60" scale Ordnance Survey map (Camden Local Studies Figure 10: Ref. London III.92)

- 4.3.5 However we know from the HHP research into the post office directory that the garage, which is listed in 1924, preceded Denyer house by twelve years.
- 4.3.6 It would appear that St John's College, the Freeholders, had been gradually selling off the St John farmhouse site whenever this could be achieved. There appeared to have been little demand for new middle class housing development, like the terraced houses on Chetwynd Road because of the former farms' proximity to the railway line and the light industrial sites taking place on Darcars Yard, (AHP Fig 8: Municipal Map of London, LCC, 1913).



AHP Fig 8: Municipal map of London (LCC), 1913 (London Metropolitan Archives)

- 4.3.7 The 1913 map shows the farmhouse site to the North of College Lane to have been subdivided into different plots with buildings arbitrarily located on them. This might suggest that they were temporary light industrial buildings as they all had to be bought

up and cleared away by St Pancras Borough Council in order to assemble the development plot underneath Denyer House.

- 4.3.8 138-140 Highgate Road remained as a petrol station from 1924 up to the present day. The form and design of the garage has changed over that period as indicated in the AHP research to reflect commercial needs. The current forecourt canopy appears to be that of 1973 by Richard Seiffert & Partners (AHP).

5.0 HERITAGE ASSETS

- 5.1 The area around the proposed development site is one that is rich in architectural 'Heritage assets'. They consist of the Dartmouth Park Conservation Area, numerous Listed Grade II and Grade II* buildings as well as buildings that make a positive contribution to the character and appearance of the Conservation Area. In addition, immediately to the North of the site is a statutory protected public open space, formerly 'common land' and known as the Grove Terrace Squares.

5.1.0 GROVE TERRACE SQUARES

- 5.1.1 This is a linear open space dissected by Chetwynd Road and Dartmouth Park Road. This space is designated public open space and listed in the London Square Preservation Act 1931. The space contains mature trees which surround and overhang the site. These make a significant contribution to the green and open character of the immediate area and in particular to the setting of the adjoining Grade II and Grade II* Listed Grove Terrace.

- 5.1.2 This is described in the Dartmouth Park CA Statement that

'a remnant of the common land survives as a slim strip fronting Grove Terrace and Grove End, as well as the pocket of open land directly opposite on the West side of Highgate Road protected under the London Squares Preservation Act 1931.'

- 5.1.3 The strip of land is a fortunate survival of the common land that ran along the side of the road from Kentish Town to Highgate that has been gradually eroded over the centuries by ribbon development.

- 5.1.4 The extent of the open land that is contained within the Grove Terrace Square does not appear to have been clearly defined and is discussed in Section 6 of my evidence.

5.2.0 THE DARTMOUTH PARK CONSERVATION AREA

- 5.2.1 The Conservation Area was first designated on the 4th February 1992 and has subsequently been expanded in 01/06/1992 and 22/01/2009.

- 5.2.2 The evolution of Dartmouth Park CA can be seen from the designation date map included in the Conservation Area Appraisal and Management Statement.

- 5.2.3 Prior to its creation a small area of the CA was previously part of the Highgate Village Conservation Area. That area was designated on 01/11/1985. It was mostly restricted to Highgate Road and included the tongue of land to the south of the railway line, the land running along Highgate Road opposite Highgate Terrace, the former common land on both sides of the road and the area known as Grove End Squares, including the current proposal site.
- 5.2.4 It is noticeable that when this area was first designated in 1985 that the buildings of Denyer House and Haddo House were specifically excluded from the area, presumably because they were out of scale with the small scale houses of the Eighteenth and Nineteenth Centuries that characterised the original part of the C.A.
- 5.2.5 The present Conservation Area, which covers a very substantial part of the borough, is subdivided into ten different sub-areas. The particular area that is relevant to the proposals is sub-area 1: Highgate Road. The Dartmouth Park CA Appraisal provides a detailed examination of the Heritage Assets within that sub-area.

5.3.0 PROTECTED VISTA

- 5.3.1 The London Plan (2008) designates a Protected Vista which cuts across the west side of the Conservation Area: Protected Vista Kenwood to St Pauls includes: the viewing corridor and the left lateral assessment area.
- 5.3.2 The Protected Vista is not impacted or affected by the proposals for the redevelopment of the petrol station site.

5.4.0 LISTED BUILDINGS

- 5.4.1 The Dartmouth Park CA Townscape Appraisal Map reference c02647 identifies the boundaries of the CA, the location of Listed Buildings, the location of positive buildings and negative buildings/sites.
- 5.4.2 A full list of the listed buildings in the C.A is provided in Appendix 1 of the C.A Appraisal document.
- 5.4.3 The site has a number of Listed Buildings within its vicinity that need to be considered to assess the impact of the development on their settings:
 1. Southampton House: 137 Highgate Road: Grade II Listed
 Southampton House lies on the west side of Highgate Road immediately north of the railway line. It is an extremely fine three bay wide, basement and three storey building. It is constructed of London stock brick with traditionally weighted sash windows set within recessed brick arched openings at ground floor. The front has a timber entablature and ornate fan light over it also set within recessed brick arch. Over the central doorway is a stucco plaque with Southampton House Academy written on it. The façade is set back behind a small front area with railings.



Photo 1: 137 Southampton House, 139 Southampton Arms

2. Grove End House: Highgate Road: Grade II Listed

Grove End House is a double fronted detached house from the early Nineteenth Century in multi-coloured stock brick now subdivided into flats. The rear façade has a distinctive full height circular bay window visible from Chetwynd Road.



Photo 2: Grove End House

3. 1-5 Grove Terrace: Highgate Road: Grade II

6-27 Grove Terrace: Highgate Road: Grade II*

The two terraces totalling 27 houses form an impressive and striking composition, enhanced by being set back from the road on an elevated position. 1-5 Grove Terrace was constructed before 1823 whilst the section of the terrace, 6-27, to the north of it was first commenced in 1777 onwards. Most of the houses are

traditional narrow Georgian terraced houses of 3 storeys with basement areas and slate covered mansard roof attic levels. They are mostly two bays wide except for no 14, 21 and 22 which are three bays wide. They benefit from basement area light wells surrounded by historic railings and lamps, private front gardens and in front of the whole terrace is the landscaped open area formerly known as Grove Terrace Green, see above under Grove Terrace Squares.



Photo 3: Grove Terrace South end: 1-5: Grade II, 6-27: Grade II*



Photo 4: Grove Terrace North end: 1-5 : Grade II, 6-27: Grade II*

4. Red telephone box: Highgate Road/Lissenden Road: Grade II
Early Twentieth Century Listed K2 type telephone box.



Photo 5: Highgate Road / Lissenden Gardens

5. 1a-3 Wesleyan Place: Highgate Road: Grade II
Wesleyan Place contains an early Nineteenth Century stucco terrace of four modest houses on three floors without front basement areas and directly fronting on to the pavement. The setting of the houses is enhanced by the cobbled street.



Photo 6: Wesleyan Place

6. 1-8 Little Green Street: Highgate Road: Grade II

A group of late Eighteenth Century brick terraced cottages of two and three storeys with mansard roofs directly fronting on to the pavement. Some of the buildings retain surviving shop front/bay windows. The setting of the properties is enhanced by the cobbled street in front.



Photo 7: Little Green Street

5.5.0 POSITIVE BUILDINGS

5.5.1 In the vicinity there are a considerable number of ‘positive buildings’ around the petrol station that have been identified in the C.A Appraisal , see Appendix 2. The properties most affected by the current proposals are as follows:

1. Former Baptist Chapel: Highgate Road/Chetwynd Road: 1877

The former Baptist Chapel, now converted into flats, was constructed to a Fourteenth Century Gothic design and replaced the Eighteenth Century Grove Villa. It was designed by Satchell & Edwards in 1877 and was constructed to accommodate 800 people. The main façade facing College Lane is built of knapped flint with stone ashlar dressings, a central pointed arch window with two projecting double height porches on either side.

A Sunday School building attached to the chapel designed by Dixon in 1879 is located further down (East) Chetwynd Road.



Photo 8: Highgate Road Chapel by Satchel & Edwards 1877



Photo 9: Highgate Road Chapel Sunday School building behind by Dixon (1879)

2. Grove End Lodge: Highgate Road/College Lane: Early mid-Nineteenth Century. Grove End Lodge formerly the manse to the Baptist Chapel was originally constructed as a private residence early in the Nineteenth Century. It is a free standing house, three bays wide of four storeys with a projecting columnar porch. It is constructed of London stock brick with white painted stucco mouldings, pediments and architraves.



Photo 10: Grove End Lodge

3. Denyer House: Highgate Road/College Lane: 1934

Denyer House is a neo-Georgian inter-war council housing block by Albert J Thomas for the London Borough of St Pancras. It is constructed of grey brick with red brick dressings around six on six traditional white painted sash windows. It is five storeys high with a red tiled mansard roof and dormers. This ubiquitous LCC design is found in most inner city boroughs from Kensington & Chelsea to Lambeth and Tower Hamlets.



Photo 11: Denyer House by Albert J Thomas (1936)

4. 149-157 Highgate Road: mid-Nineteenth Century

149-157 is a group of five mid-Nineteenth Century Victorian houses with projecting shop fronts. The shop fronts are much altered and are hard up against the back of the pavement. The buildings are two storeys above the shop level and are constructed in stock brick with ornate stone lintols, dentil eaves course and mono pitched slate roofs.



Photo 12: 149-157 Highgate Road

5. 143-147 Highgate Road: early Nineteenth Century

143-147 Highgate Road, three slightly ordinary flat fronted houses with shops at ground floor level: early Nineteenth Century buildings constructed individually: two of three storeys and one of two storeys.



Photo 13: 143-147 Highgate Road

6. 139-141 Highgate Road: early Nineteenth Century

A pair of semi-detached early Nineteenth Century three storey buildings with the central middle windows shared between the two properties. Number 139, the Southampton Arms, has an attractive period public house façade. The buildings are constructed of stock brick with traditional sash windows.



Photo 14: 137 Southampton House, 139 Southampton Arms

7. Wesleyan Place: Highgate Road: early Nineteenth Century

Early/mid Nineteenth Century modest two storey cottages in London stock brick with painted brick arches on either side of a traditionally cobbled road with York Stone paving and granite kerbs; see also no 5, listed buildings above



Photo 15: 141 Wesleyan Place (7.23)

8. Haddo House: Highgate Road: 1965

Six storey block of flats with two glazed staircase towers at each end with a group of lower houses behind designed by Robert Bailie between 1963 – 65 for the London Borough of St Pancras.



Photo 16: Haddo House (1965) by Robert Bailie

5.6.0 NEGATIVE BUILDINGS

5.6.1 In the Conservation Area Appraisal Appendix 3 – ‘Negative buildings’, the document states:

‘Buildings or spaces which detract from the character or appearance of the Conservation Area and could, through sensitive enhancement or redevelopment, contribute more positively, are identified on the Townscape Proposal Map and listed below... Highgate road 134, 138 – 140. ‘

138 – 140 Highgate Road refers to the Petrol Filling Station and 134 Highgate Road refers to the nearby Darcars Yard.

5.6.2 Part two of the Conservation Area document contains the Management Plan for the area.

5.6.3 Under the ‘Management of Change’ it talks about ‘new development’ as follows:

‘ High quality design, appropriate scale, form and materials and high quality execution will be required for all new developments...the Council will particularly encourage proposals which seek to redevelop those buildings and spaces which are considered to have a negative impact on the special character or appearance of the Conservation Area’ (see Appendix 3)

- 5.6.4 It also discusses the merits of producing developments of modern design within the C.A.

‘Successful modern design can be of the Twenty first Century and enhance the Conservation Area, by carefully assessing and responding to the form and qualities of surrounding buildings and spaces.’

5.7.0 ARCHAEOLOGY

- 5.7.1 A desk-based assessment of the archaeological potential of the site at 138-140 Highgate Road was prepared in October 2013 by Allen Archaeology, see Appendix 3.

- 5.7.2 The document was produced with reference to the current national guidelines as set out in the Institute of Archaeologists ‘Standard and guidance for archaeological desk-based assessments’ (ifA 1994, revised 2001 and 2008).

- 5.7.3 The assessment concludes in Section 10 as follows:

10.1 *There is no evidence for archaeological activity of any period to be present on the site, although it must be noted that a lack of archaeological investigations may bias this pattern. It would seem from all the available sources that the site was historically part of common or waste ground since the medieval period, a remnant of which remains as the long green space of Grove Terrace Squares extending to the northwest of the site...The site itself remained undeveloped until the 1930s when a petrol station was built. The site was redeveloped in the 1970s to form the current buildings on the site.*

10.2 *The petrol station itself has been terraced into the natural slope, with the greatest amount of truncation towards the end of the site. This, in addition to the insertion of petrol tanks, associated pipework, drainage and waste oil tanks, is likely to have greatly disturbed any potential archaeological deposits on the site.*

- 5.7.4 In its executive summary the assessment states that

*“Overall, the site has a **negligible** archaeological potential of **local** significance. There is also considered to be **low** potential impact on the setting of the surrounding Listed Buildings.”*

5.8.0 AN ASSESSMENT OF THE CHARACTER AND APPEARANCE OF SUB-AREA 1 OF THE DARTMOUTH PARK C.A

- 5.8.1 The original section of Highgate Road in the Highgate Village Conservation Area that was subsequently transferred to the Dartmouth Park Conservation Area was first designated on 01/11/1985. It was a very constrained strip of land along Highgate Road that architecturally focussed on the small scale 3 and 4 storey domestic

buildings that characterised this area as it would have been in the Eighteenth and Nineteenth Centuries.

- 5.8.2 The C.A deliberately omitted the Twentieth Century large scale buildings, such as the eight storey Haddo House and the six storeys Denyer House that were totally out of scale with the domestic character of those Eighteenth and Nineteenth Century shops and houses.
- 5.8.3 The 1992 Dartmouth Park C.A and the subsequent Appraisal and Management plan produced to inform decisions relating to it took a much more ‘catholic’ and all embracing approach to the architectural diversity of the area. It not only included both Haddo and Denyer Houses, but actually saw them as making a positive contribution to the C.A despite their “height, scale and detailed design” being totally out of keeping with the original character and appearance of the former Highgate Village part of the DPCA.
- 5.8.4 Allen Archaeology rightly assesses the new character and appearance of this part of the C.A as being:

‘within a zone of piecemeal mixed use development which has taken place during the Nineteenth and Twentieth Centuries. As such the setting of the surrounding Listed Buildings is one of continuous ad hoc development.’

- 5.8.5 An assessment of the character and appearance of sub-area 1 of the Dartmouth Park C.A needs to take account of the architectural appearance of the area that has resulted from the change in scale produced by buildings in the Twentieth Century.
- 5.8.6 Allen Archaeology provide in their conclusions their assessment of setting of the listed buildings and their character and appearance of this part of the Conservation Area in Paragraphs 10.3 and 10.4, which I fully endorse:

10.3 There are ten Listed Buildings which have the potential to be affected by this development. In all cases of the Listed buildings it can be said that their setting is within a multi-period mixed urban context where piecemeal development characterises the area. The development could therefore be seen as part of an on-going process, and provided that development is of suitable scale and quality, it will have no detrimental effect on the surrounding heritage assets.

10.4 The site lies within the Dartmouth Park Conservation Area. The area is characterised by its piecemeal development which consists of mixed uses, building dates and styles. The Council encourages developments which are appropriate to the character of the conservation area by considering style, design quality and scale. The Council also encourages redevelopment of sites which could be enhanced to contribute more positively on the conservation area, one such site being the development site in question.

- 5.8.7 Those ten listed buildings are:

1. Southampton House
2. 1,1a,2 and 3 Wesleyan Place
3. Grove End House

4. Grove Terrace 1-5
5. Grove Terrace 6-27
6. 175 Highgate Road
7. 2 and 3 Little Green Street
8. 4-7 Little Green Street
9. 8 Little Green Street
10. K2 Telephone kiosk

An assessment of the impact of the proposals on them is described in Section 6.

6.0 ANALYSIS OF THE HISTORIC ENVIRONMENT OF THE SITE AND THE IMPACT OF THE PROPOSED DEVELOPMENT

6.1.0 ANALYSIS OF THE HISTORIC ENVIRONMENT OF THE SITE

- 6.1.1 The evolution of the site and the adjoining land along Highgate Road is explained in the historical report produced by the Architectural History Practice (AHP), see Appendix 2.
- 6.1.2 It provides a detailed examination and analysis of the evolution of the site and its immediate surroundings from its ownership by Richard Platt, died 1600, to the first erection of a garage on the site sometime in the 1920s up to the present day.
- 6.1.3 The report also explains how the adjoining Darcars site has a number of light industrial uses:

'In the early 1920s, a garage was built on the northern part of this divided plot (AHP fig 9). This appears first in a post office directory for 1924 (probably compiled in September 1923) as 138 – Martin & O'Donnell Brothers, Automobile Engineers. The garage joined a number of similar businesses just north of the railway bridge and probably all under the railway arches, including Alfred Marsh & Co, Furniture Removers at no 132, Westcott & Hadley Ltd Motor Engineers (also at no 32); Stanley Howard Cox, Cycle Maker (no 134) and Marchant Hirst & Co Builders (no 136).'

- 6.1.4 It is clear from the AHP report and an examination of historic OS maps that the common land stopped well away from the northern edge of the site as it was all privately owned land owned by St John's Farmhouse, (**AHP Fig 5:OS map 1869**). There are gates and gate posts adjoining Highgate Road with an in and out drive leading to a mature garden up to the front of the house on College Lane.



AHP Fig 5: Ordnance Survey map of 1869, with St John's Farmhouse highlighted (Camden Local Studies and Archives Centre)

- 6.1.5 The land in front of Grove End Lodge appears to be similarly privately owned, right down from College Lane to Highgate Road. It appears to have been deliberately planted as a private garden and has a meandering path down to the road with railings and gates as well.
- 6.1.6 To the south of that privately owned land is a house facing on to Highgate Road, no 134 and an empty yard up against the railway line.
- 6.1.7 The 1936 OS map shows the yard sandwiched between no 134 Highgate Road and the railway line as being covered with buildings as well as building over the rear garden of no 134 (**AA Fig 10**). That house survived up until the 1950s as is indicated on the 1:1250 1952 OS map, (**AA Fig 11**).



AA Fig 10: Extract from the 1936 60" scale Ordnance Survey map (Camden Local Studies Ref. London III.Figure 10: 92)



AA Fig 11: Extract from the 1952 1:500 scale Ordnance Survey map (Camden Local Studies Ref. London III.Figure 11: 92)

- 6.1.8 If the 1869 OS map is examined, (**AHP Fig 5** and **AA Fig 8**), and compared with the 1894 OS map (**AA Fig 9**) it appears that the land in front of Grove End Villa was enclosed by railings, piers and posts and double gates which suggested that this area was also privately owned and only reverted back to being open land after the sale and demolition of Grove End Villa, itself and the adjoining land to allow the construction of the Baptist Chapel. The railings enclosing the open land in front of it were then removed as we see today.
- 6.1.9 It is noteworthy that the land in front of the Grade II Grove End House on the other side of what is now Chetwynd Road was never enclosed by railings and this appears

to imply that Highgate Terrace Square ended at Chetwynd Road rather than the Northern boundary of the petrol station site.

- 6.1.10 The extent of the Grove Terrace Square is however difficult to establish despite it being protected by the 1931 Act. Further confusion is provided by the St Pancras Parish Map of 1880 (**AHP Fig 6**) which indicates all the land stretching from no 134 Highgate Road up to Dartmouth Park Road as being called 'South Grove'. This in turn implies that Highgate Terrace Square only started after Dartmouth Park Road with no 1-5 Highgate Terrace rather than in front of Grove End House and the adjoining Victorian semi-detached properties. The commencement of the 'square' at Dartmouth Park Road makes eminently logical sense.



AHP Fig 6: A map of the parish of St Pancras, 1880 (Camden Local Studies and Archives Centre)

- 6.1.11 Whatever the extent of the 'square', and whether it is based on a correct understanding of its evolution of the Eighteenth and Nineteenth Century enclosed common land, its contribution to the character and appearance of the Conservation Area is in no doubt and in no way diminished.
- 6.1.12 However it is also clear that the petrol station site acts as the end boundary of the square as originally conceived and as subsequently developed when the Baptist building was constructed.
- 6.1.13 The presence of some open land between the petrol site and no 134 Highgate Road is attributable to the purchase of the land previously occupied by the farm by the London Borough of St Pancras in order to construct the new housing in the form of Denyer House in 1936. Prior to that date it would appear to have been privately owned land belonging to St John's farm that was not open to the public in any manner or form.
- 6.1.14 The petrol station land has also been in private ownership since the early Nineteenth Century and has never been public open space since that date.

- 6.1.15 In the history of the site it has been explained that this end of Highgate Road was historically far more urban than it appears today. Fig 7 illustrates how the land up to and including Dacars Yard was built over before the construction of the railway.
- 6.1.16 The west side of Highgate Road consisted of Nineteenth Century ribbon development from Kentish Town up to Gordon House Road. Most of the development was made up of traditional 2 bay narrow fronted terraced houses or groups of houses predominantly three or four storeys high often without basements and lower ground floors, but instead provided with forward projecting shop fronts such as at 149-157 Highgate Road.
- 6.1.17 The construction of the mid-Victorian terrace of 149-157 Highgate Road is typical of how the area changed in the Nineteenth Century and gradually eroded the more affluent Eighteenth Century character of the area by intensive redevelopment. Previously the site had been occupied by Gordon House, a grand Eighteenth Century detached mansion with an 'in and out' drive. It was swept away to allow the construction of the Victorian shops and the Catholic Apostolic Church behind.
- 6.1.18 The open Eighteenth Century character of the west side of the road survives after Gordon House Road, but all the Eighteenth Century mansions have long gone to be replaced by a modern slab block, Haddo House in 1965, the 1930s suburban streets such as Glenhurst Avenue, or schools, both Edwardian or modern, such as the William Ellis and Parliament Hill.
- 6.1.19 The east side of Highgate Road developed in the Nineteenth Century in a similar way from Kentish Town up to no 134 Highgate Road, the current site of Darcas yard. The destruction caused by the Victorian railway lines make this less easy to decipher. The Allan Archaeology map of 1849 (**AA Fig 7**), shows the furthest extent of built development that is immediately contiguous to the pavement line of the Highgate Road before the coming of the railways. AA have also superimposed the current site plan in red which indicates its close proximity. It is apparent from this map that there was considerable development to the North of Little Green Street along both Highgate Road and College Lane.



AA Fig 7: Extract from the 1849 map of the parish of St Pancras (Camden Local Studies Ref. 85.244 177 Figure 7

6.1.20 The development continued into the Twentieth Century with the erection of the garage in the 1920s which is identified in the post office directory of 1924 as being owned by 'Martin and O'Donnell Brothers Automobile Engineers'. It subsequently became the Maradon Garage after the Second World War. The current canopy appears to be of 1973 as designed by Richard Seiffert & Partners and subsequently modified by Esso in 1978. This was again modified to take on the Pace livery that we see today.

6.1.21 The garage is set back from the pavement to allow vehicular access to the forecourt.

6.1.22 The current proposals are brought forward to the pavement line opposite and in the same manner as the Nineteenth Century shops immediately opposite.

6.1.23 In the Officer's delegated report states under 'impact of the site, Dartmouth Park CA and adjoining public open space' that:

'The development has the appearance of standalone set of building within a wider historic context of open land and such any development of a type and scale proposed would have a harmful impact on the setting of the former.'

6.1.24 As explained above the historic context for both this site and the nearby site of Darcars yard (134 Highgate Road) is one of developed land, in the case of the petrol station for over 90 years and for the Darcars yard site for as far back as the early Nineteenth Century. Both sites are identified as 'negative building/sites' by the Conservation Area Appraisal, see Appendix 3, which states that :

'The Council will particularly encourage proposals which seek to redevelop those buildings and spaces which are considered to have negative impact on the special character or the appearance of the conservation area.'

- 6.1.25 The Appraisal Document realistically understands that these are development sites that will be built on and that they are not public open spaces.
- 6.1.26 The development by being brought forward to the pavement line responds to the 'urban grain' created by the positioning of the row of shops opposite. It will not be a '*standalone building within a wider context of open land*', but instead will be the demarcation boundary between the historic open land and the equally historic developed land that has evolved up to the present day.

6.2.0 VERIFIED VIEWS

- 6.2.1 It is alleged in the officers Report to Committee that the North/South views will be adversely affected by the proposals because they reduce visual permeability of important views.
- 6.2.2 The four verified views, have been produced to illustrate the impact of the proposals on the C.A and to enable an accurate comparison to be made between what is there at present and what is proposed.

6.2.3 View 1 (a)

View south down the College Lane from Chetwynd Road

The existing view from outside the Grade II Listed Grove End House takes in the converted Highgate Road Baptist Chapel of 1877 by Satchell & Edwardes in the foreground and Denyer House by Albert J Thomas FRIBA of 1936. The public open space is dominated by the height and extensive canopy of the mature Plane trees which dwarf everything around them. The planting is not as wide as the rest of Grove Terrace Green because of the extensive amount of unattractive macadamised hard standing in front of the former chapel to provide on street parking.

The hard standing is blocked off by the single storey brick North wall of the garage.

The striking turquoise blue canopy and Pace sign are clearly visible though and below the branches of the trees.



View 1 (a) Chetwynd Road College Lane

6.2.4 Verified View 1 (b)

The verified view shows that the view will be improved rather than harmed.

The garage North wall will be reduced in length and the historic footpath, College Lane, will be widened and improved with landscaping. It is acknowledged that the extra height of the building will be visible, but because it will be built in brick, it will have the same palette as the other buildings that make a positive contribution to the area. Mature trees to the rear (South) of the building will still provide the green background in the appearance of this important 'green lung'. It will have no effect on the silhouette of Denyer House or the clear sky that contributes to its setting.

It is alleged that the visual permeability through the woodland setting will be affected, but a comparison between the two views demonstrates that the new building will have little if any impact on that permeability and so will preserve the character and appearance of the Conservation Area, furthermore the improvements to the ambience of College Lane, including the replacement of the back wall of the Petrol Filling station with the new brick building with its landscaped front gardens, will positively enhance rather than detract from the Conservation Area.



Verified View 1 (b)

6.2.5 View 2 (a)

View South down College Lane adjacent to the rear of the site.

This view provides a close-up inspection of the existing setting of the southern edge of the Grove Terrace Squares and its relationship with the petrol station, Denyer House and the historic footpath of College Lane. The narrow footpath is constrained on the North side by the Denyer House retaining wall (not visible) and the high wall of the rear of the petrol station, which makes the footpath physically, visually and psychologically unattractive to the pedestrian.

View 2 (a)
6.2.7 Verified view 2(b)

The verified view illustrates how the proposals will considerably enhance the setting and ambience of the footpath by providing a wide landscaped area serving the flats. It will have the added advantage of being overlooked by the flats which will improve the pedestrian's feeling of safety and security.

It will also allow more light onto the footpath and, at certain times, some sunlight as illustrated in the photo.

From a broader perspective the relatively small scale of the development can be appreciated when considering it in the context of the huge Plane trees and the overbearing height of Denyer House which is raised up on higher ground. The trees and the low level shrubs clearly indicate that the bulk and silhouette of the proposed building will be broken up and partly concealed by the landscaping, allowing the site to continue to act as a "full stop" to Grove Terrace Greens. The role that it has historically fulfilled for the last 150 years.

Verified view 2(b)

6.2.8 View 3 (a)

View South down Highgate road from the corner of the pavement at the junction with Gordon House Road.

The view down Highgate Road is unlike View 1 dominated by the green landscape which combines lawn, low level bushes and mature Plane trees. Views through the greenery are disguised by both high and low level vegetation. Within the general view is an oblique view of the row of Victorian shops, 149 – 157 Highgate Road, and the Grade II Listed three bay wide Southampton House which projects out slightly. On the other side a glimpse of the ground and first floors of Denyer House is visible. The turquoise blue canopy and sign are clearly visible in this view.



View 3 (a)

6.2.9 Verified View 3 (b)

The verified view shows that the view will be improved by the replacement of the Petrol filling station by the proposed building.. The harm caused by the canopy and sign are removed and replaced by a brick structure which picks up the brick palette of the shops opposite. The shops despite their heterogeneous heights, materials and design are indicated in the Townscape Appraisal Map (Ref c 02647) from the Conservation Area Appraisal and Management Strategy as making a positive contribution.

The new building will be significantly less intrusive than the Petrol filling station on views down Highgate Road because of their scale and the materials used. The view also shows how the height of the new building is similar to the Listed Southampton House opposite. In addition, the view down and through the wooded area of greenery will only be marginally affected because the essential character of that view is provided by the mature trees and the low level bushes which combine to obscure any views. The low height of the building allows the sky still to be seen above the building and through the trees.

Comparison between both views shows that with the petrol station present there is a minimal permeability and this is not materially altered by its demolition and replacement by the residential building proposed.



Verified view 3 (b)

6.2.10 Before examining verified views 5 and 6 if the petrol station is viewed from the junction of Chetwynd Road and Highgate Road, Photo 4 from the pavement at the junction of Highgate Road and Dartmouth Park, only fifty yards further up, shows that the site is almost totally invisible because the trees running parallel to the road almost totally conceal it. Only the garish turquoise canopy makes part of it visible to the naked eye. The view is dominated by mature plane trees and landscaping on the Green and the road with its arcade of shops leading down to the railway bridge. There is no permeability in this view whatsoever. As you would expect, the further up the Green the less the viewer can see through the mature landscaping.



Photo 4: Dartmouth Park Rd (Cumberland & Lynton villas 1866) Grove End

6.2.11 In conclusion, views looking South towards the site will have at most a very marginal impact on the appearance of the Green. The Local Authority will only allow development on sites adjacent to an open space that respects the size, form and use of that open space and does not cause harm to its wholeness, appearance or setting, or harm public enjoyment of the space. The proposals clearly comply with this policy and its supporting text.

6.2.12 View 5 (a)

The view is located on the historic College Lane footpath after the viewer has exited from the railway underpass. On the left hand side (West) is the rear wall of Darcars' repair yard and on the right (East) is Denyer House and its retaining wall. On the background can be seen part of the flank of Grove End Lodge and the converted Baptist Chapel beyond. The railings to the open public space can be seen as well as the rear brick wall of the petrol station. What is characteristic of this view is the enclosed and unattractive nature of this part of the historic footpath.



View 5 (a) College Lane

6.2.13 Verified View 5 (b)

This view and historic footpath will be considerably enhanced by the construction of the residential development which will widen out the pathway and provide additional landscaping facing Denyer House. Not only will the view but the experience of walking down this historic footpath be more attractive. Though the presence of the residential building will be noticeable, the widened footpath created by the additional setback of the proposed building and the removal of the Petrol filling station high wall, will provide compensatory visibility far in excess of what is there at present.

The heightened canopy of the mature trees still dominates the view and the height of the new housing will not adversely affect it.

The visual permeability achieved by enlarging the view down the historic footpath will make a significant improvement to this historic part of the Conservation Area and views in and out of it.



Verified view 5 (b)

6.2.14 View 6 (a)

The view is taken from the pavement opposite Darcars' repair yard looking North across towards the garage and Grove End Green beyond. On the right hand side (East) is the public open space dominated by a large Plane tree but the rest of the public space is not planted out underneath in the form of bushes that characterises so much of the landscaping of the Green and provides its dense foliage. There is no landscaping to mitigate the effect of the petrol station and its appearance is exacerbated by the slope of the Highgate Road and the crossfall of the slope across the site which raises up and exaggerates the impact of the turquoise blue canopy and the buildings below.

The impact of the petrol station is amplified by the viewer's approach walking up Highgate Road from Kentish Town. Before the railway bridge the road is quite constrained by the building lines of the properties on either side which have limited front gardens or basement areas giving that part of the Conservation Area a distinctly urban feel.

After the bridge the Conservation Area opens up on the eastern side beyond the site to provide the Grove Terrace Squares which are dominated by huge mature Plane trees. Unfortunately the view is dominated by the Petrol filling station rather than the Grove Terrace squares beyond. The natural fall of the land towards the viewer exacerbates the physical bulk of the building and its canopy and provides little permeability. The only permeability is at the North West corner of the site closest to the road.



View 6 (a)

6.2.15 Verified view 6 (b)

The view up Highgate Road is still dominated by the huge mature Plane trees but instead of a garish petrol station a simple brick flank wall will take its place. The new building will not affect Denyer House, but from this view will partly obscure Grove End Lodge and the Baptist Chapel beyond. However it will have no impact on the Listed and non Listed buildings along the Highgate Terrace beyond Chetwynd Road.

The removal of the petrol station and its replacement with a discrete brick building will significantly enhance the approach to the Conservation Area up Highgate Road.



Verified View 6 (b)

6.2.16 Despite the claims by English Heritage and the Local Authority regarding the garage's visual permeability, due to the presence of the garage the view is not permeable from this position because of the visual combination of the canopy and the brick buildings below. Only at the North West corner of the site where there is a small slither of greenery under the petrol station canopy, can views of the Green be glimpsed, but that benefit is more than offset by the damaging impact of the petrol station building on the rest of the view of the landscaping. The issue of English Heritage's comments on 'permeability' are discussed in Section 8 of the report.

6.3 THE IMPACT OF THE PROPOSALS ON THE SETTING OF LISTED BUILDINGS WITHIN THE VICINITY OF THE PROPOSALS

The area around the site is historically and architecturally sensitive because of the substantial number of Listed Buildings as well as buildings that make a positive contribution to the Conservation Area.

I have examined the setting of the Listed Buildings in turn:

1. Southampton House: Grade II

The setting of Southampton House is provided on the South by the railway line, to the North by the pair of early Nineteenth Century houses with their ground floor projecting pub and shop fronts. It is set back with a front basement area and a raised ground floor that are partially concealed behind the ground floor projections of the neighbouring properties. The building line at the upper levels is however slightly forward of the front facades of those properties. It is similar in height to them.

Immediately opposite is Darcars Yard and the small strip of public open space in front of Denyer House. Diagonally to the North looking towards the former Baptist Chapel is the PACE petrol station with its open South facing aspect which is so visually intrusive.

The new building, though nearer and slightly higher, will have far less impact than the garish turquoise blue of the canopy and the sign because of the muted palette of the brick colours that will be in sympathy with the stock brick work of Southampton House and the adjoining historic properties. The proposals will enhance the setting of the listed building by comparison with the petrol filling station that detracts from the setting.

2. Grove End House: Grade II

The Listed Grove End House and the adjoining pair of Victorian Houses lie between Chetwynd Road and Dartmouth Park Road.

All three properties are concealed by front gardens with dwarf walls and, in the case of Grove End House, a large tall privet hedge, which cuts off the lower levels of the house from view by pedestrians on the street outside.

To the North are the two Highgate Grove Terraces 1-5 and the rest of the terrace (6-27) beyond. To the South is Chetwynd Road and the former Baptist Chapel on the other side of the road. In front of the property is what was originally called 'South Grove' but is now more commonly known as Grove Terrace Squares. Verified 2 (b) illustrates the impact of the development when viewed from Chetwynd Road on the pavement outside of the south east corner of Grove End House.

Its impact would be barely noticeable and consequently preserves and does not cause harm to the setting of a Listed Building.

3. 1-5 and 6-27 Grove Terrace (Grade II and Grade II* respectively)

This exceptional row of listed houses which retain their late Eighteenth Century appearance unaltered even down to the front railings and lamp posts is further away from the petrol station than Grove End House.

The setting of Grove Terrace is provided by the Grove End properties to the South, sandwiched between Chetwynd Road and Dartmouth Park and the small row of Victorian houses at its northern end opposite William Ellis School.

But the most significant part of its setting is provided by the open strip of land known as Grove Terrace Squares. The houses are provided with basement areas enclosed by railings, small front gardens with privet hedges, a narrow access road and a landscaped open strip of land which is covered in lawn, extensive shrubs and tall mature Plane trees that tower over the landscaping.

The most typical views of the building are front-on or else obliquely as the viewer progresses up or down the road.

The houses were designed like so many others in London and its suburbs, such as Camberwell Grove or as in many of London's squares, to be seen as a backdrop of

glimpsed views through landscaping. The concept of 'rus in urbe' was first developed by John Wood the Elder in Bath but reached its apogee in the work of John Nash with his palatial terraces around Regents Park glimpsed through the landscaping of the Royal Park.

The view directly South down through the landscaping of the 'squares' is obscured by tree trunks and shrubs. When standing by Dartmouth Park Road the petrol station can only be picked out because of its turquoise blue colouring. The new building with its muted brown colours will be less noticeable. As the viewer moves further North up Highgate Road towards the middle or beginning of the terrace the petrol station becomes almost impossible to identify. The impact on the setting of this very important group of Listed Buildings is minimal, causes no harm and their setting will be preserved.

4. Red telephone box; type K2: Grade II

The telephone box is located at a distance from the site that any impact on its setting is minimal and the development would cause no harm to its setting. Its position is at the junction of Highgate Road and Lissenden Road and adjacent to a large privet hedge in front of the green open space adjoining the school.

5. 1a – 3 Wesleyan Place: Grade II

Wesleyan Place is a small, narrow cul-de-sac located between numbers 141 and 143 Highgate road. They are set at right angles to the site and their setting is created by the neighbouring Nineteenth Century cottages in the road and in the adjoining street to the South and West.

However Wesleyan Place itself, rather than the listed terraces, is directly aligned on to Denyer House and that view also takes in the southern end of the petrol station site and the northern edge of the public open space sandwiched between it and Darcars Yard.

The impact of the petrol station looking into the Conservation Area is harmful. Its replacement, though slightly taller, will be a far more attractive alternative to the turquoise blue canopy and the open area of parked cars in front of the MOT centre. Its muted palette of brick colours will blend in with the exposed front walls of 141 and 143 Highgate road that frame the view East up Wesleyan Place and will by comparison with the petrol filling station enhance their setting.

6. 2 and 3, 4-7 and 8 Little Green Street

The setting of this charming late Eighteenth Century terrace of house is created by its narrow cobbled street and its relationship with College Lane beyond. Being set at right angles to Highgate Road and concealed from the Northern section of the road by the massive railway bridge embankment the proposals for the site will have no impact on them at all.

6.3.1 It is noteworthy that English Heritage makes no adverse comment on the impact of the proposed building on the setting of the listed buildings in its immediate vicinity.

6.4.0 ASSESSMENT OF THE SIGNIFICANCE OF EFFECTS ON THE CULTURAL HERITAGE ASSETS

- 6.4.1 This section has been used to assess the likely impact of the proposed development on the principal aspects of the heritage resource.
- 6.4.2 The tool used for this assessment is the significance impact table which combines the receptor sensitivity and magnitude of impact which is indicated on tables 1 to 3.
- 6.4.3 The assessment methodology, similar to the one used by Allen Archaeology is taken from the Design Manual for Roads and Bridges: Cultural Heritage: HA 208-07, Volume 11, Section 3, Part 2
- 6.4.4 The analysis is contained in Paragraph 6.9 onwards and repeats Table 6.1, 6.3 and 6.4 which are reproduced in this document. The methodology used is similar to that used for producing Environmental Impacts Assessments, but is more generally used for heritage assessments
- 6.4.5 Table 1 is the criteria for establishing value of Historic Buildings and historically sensitive areas.

Table 1 (6.1) Guide for establishing value of Historic Buildings

Criteria for Establishing Value of Historic Buildings	
Very High	<ul style="list-style-type: none"> Structures inscribed as of universal importance as World Heritage Sites. Other buildings of recognised international importance.
High	<ul style="list-style-type: none"> Scheduled Monuments with standing remains. Grade I and Grade II* (Scotland: Category A) Listed Buildings. Other listed buildings that can be shown to have exceptional qualities in their fabric or historical associations not adequately reflected in the listing grade. Conservation Areas containing very important buildings. Undesignated structures of clear national importance.
Medium	<ul style="list-style-type: none"> Grade II (Scotland: Category B) Listed Buildings. Historic (unlisted) buildings that can be shown to have exceptional qualities in their fabric or historical associations. Conservation Areas containing buildings that contribute significantly to its historic character. Historic Townscape or built-up areas with important historic integrity in their buildings, or built settings (e.g. including street furniture and other structures).
Low	<ul style="list-style-type: none"> 'Locally Listed' buildings (Scotland Category C(S) Listed Buildings). Historic (unlisted) buildings of modest quality in their fabric or historical association. Historic Townscape or built-up areas of limited historic integrity in their buildings, or built settings (e.g. including street furniture and other structures).
Negligible	<ul style="list-style-type: none"> Buildings of no architectural or historical note; buildings of an intrusive character.
Unknown	<ul style="list-style-type: none"> Buildings with some hidden (i.e. inaccessible) potential for historic significance.

6.4.6 Table 2 provides guidance on the factors in the assessment of the magnitude of impacts on the heritage.

Table 2 (6.3) Factors in the Assessment of Magnitude of Impacts

	Factors in the Assessment of Magnitude of Impacts
Major	Change to key historic building elements, such that the resource is totally altered. Comprehensive changes to the setting.
Moderate	Change to many key historic building elements, such that the resource is significantly modified. Changes to the setting of an historic building, such that it is significantly modified.
Minor	Change to key historic building elements, such that the asset is slightly different. Change to setting of an historic building, such that it is noticeably changed.
Negligible	Slight changes to historic buildings elements or setting that hardly affect it.
No change	No change to fabric or setting.

6.4.7 Table 3 is the significance of effect matrix which provides the magnitude of the impact on the significance of the heritage resource.

Table 3 (6.4) Significance of Effects Matrix

6.4.8 I have applied the assessment process to four key areas and they are as follows:

6.4.9 i) The impact of the proposals on the setting of the Northern end of the sub area 1 of the Dartmouth Park C.A, which takes in the Grade II* listed Highgate Terrace, the Grove Terrace squares and the surrounding Northern part of the Conservation Area including the buildings that make a positive contribution to it.

The area has HIGH value because of the presence of the Grade II* buildings, other Listed buildings that have exceptional qualities, such as the Grade II Highgate Terrace which have a group value with their more significant neighbours and because they are located in a Conservation Area which contains ‘very important buildings’.

However the factors in the assessment of the magnitude of impacts I have assessed as being only NEGLIGIBLE because the ‘slight changes to the historic buildings setting that hardly affects it.’

Using the significance matrix, the magnitude of the impact on the significance of the cultural heritage resource is therefore considered SLIGHT.

- 6.4.10 ii) The impact of the proposals on the setting of the Southern end of the sub-area of the Dartmouth Park C.A which takes in the Heritage assets including the Grade II Southampton House and Grade II listed houses in Weslyen Place as well as the buildings that make a positive contribution to the C.A, such as the shops on the Highgate Road opposite the site, Denyer House and the former Baptist Chapel.

The area has MEDIUM value, but the factors in the assessment of magnitude are MINOR rather than NEGLIGIBLE because of the impact of the proposals on the setting of the Heritage assets is ‘noticeably changed’.

Using the same matrix again the magnitude of the impact on the significance of the cultural heritage resource is also considered SLIGHT.

- 6.4.10 iii) The impact on the setting of the Grade II Southampton House and the Grade II Listed buildings in Weslyen Place, no 1, 1a, 2 and 3, which are in the immediate vicinity of the development site.

6.4.11

The Grade II buildings have a MEDIUM value and the assessment of magnitude is MINOR because their setting is noticeably changed, albeit in my opinion for the better.

Using the matrix the magnitude of the impact on the significance of the cultural heritage resource is again considered SLIGHT.

- 6.4.12 iv) The impact on the setting of the Grade II Listed houses on Little Green Street, no 1, 2 and 3 and 4-7 which are within the vicinity of the site but located to the South of the railway bridge.

The Grade II buildings have a MEDIUM value and the assessment magnitude is NO CHANGE to the setting because the site is obscured by the railway line. Using the same matrix the magnitude of the impact on the Cultural heritage resource is NEUTRAL.

- 6.4.13 In summary the significance of the effect on the overall cultural heritage resource can be assessed as SLIGHT.

7.0 HISTORIC BUILDING CONTEXT: PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990, LOCAL PLAN POLICIES NATIONAL PLANNING POLICY FRAMEWORK (NPPF) AND PPS 5 PRACTICE GUIDE

7.1.0 PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

7.1.1 The Act requires the Local Authority in Section 66 when considering to grant Planning Permission for development which affects a listed building or its setting to have special regard to the desirability of preserving the building or its setting.

7.1.2 It is demonstrated in Section 6 of this report that the proposals will have a minimal impact on the setting of the Heritage Assets within the vicinity of the development and will cause no harm to their setting. The statutory test for both Sections 66 and 72 (1) below was, despite the slight difference in wording, clarified in the South Lakeland District Council case which interpreted ‘preserving’ in both enactments as doing no harm. . Special regard has been given to assessing whether the proposals cause ‘harm’ and I do not consider that they do so.

7.1.3 The Act in Section 72 (1) states:

‘In the exercise, with respect to any buildings or other land in a Conservation Area, of any powers under any of the provisions mentioned in sub section (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.’

7.1.4 It is demonstrated in Section 6 of this report that the proposals will preserve the Conservation Area and in certain parts of the Conservation Area, such as College Lane, will actually enhance it. The impact of the proposals on the Conservation Area are minimal and because they do not cause harm, will preserve its character and appearance.

7.2.0 LONDON BOROUGH OF CAMDEN PLANNING POLICIES

7.2.1 The London Borough of Camden Local Development Framework (LDF) replaced the Unitary Development Plan (UDP) in November 2010.

7.2.2 Local Planning Authorities have a duty under the Planning (Listed Building and Conservation Areas) Act 1990 (section 69 and 72) to designate as conservation areas any “areas of special architectural or historic interest, the character or historic interest of which it is desirable to preserve or enhance” and pay special attention to the preserving or enhancing the character or appearance of those areas. Designation

provides the basis for policies designed to preserve or enhance the special interest of such an area.

- 7.2.3 The relevant policies from the LDF Core Strategy are CS14 (Promoting high quality places and conserving our heritage) and CS15 (Protecting and improving our parks and open spaces and encouraging biodiversity). Taking each Core Strategy policy in turn, CS14 requires development to preserve and enhance Camden's rich and diverse heritage assets and their settings including conservation areas, listed buildings, and historic parks and gardens.
- 7.2.4 The proposals preserve Camden's rich and diverse heritage assets contained within the Dartmouth Park Conservation Area including the Conservation Area itself as well as its listed and non-listed heritage assets.
- 7.2.5 Policy CS15, with particular regard to criteria (a), seeks to protect and improve Camden's designated public open spaces. The supporting text of the policy CS15 states in paragraph 15.6 that Camden 'will only allow development on sites adjacent to an open space that respects the size, form and use of that open space and does not cause harm to its wholeness, appearance or setting, or harm public enjoyment of the space.'
- 7.2.6 The Petrol Filling Station is identified as a 'development site' and the station itself has been identified as detracting from the Conservation Area. The current proposals respect the size, form and use of that open space by replacing a building that detracts from the open space with a building that is not only consistent in size and form with the buildings and shops opposite on Highgate Road, but is more in keeping with its historic character than the Petrol Filling Station. The wholeness, appearance and setting of the open space will not be significantly affected as the views within and out of the site are only minimally affected. The character of the space around the site is dominated by the large mature plane trees and that characteristic will be unaffected by the proposals and will continue to dominate this end of the open space.
- 7.2.7 The relevant design and conservation area policies from the LDF Development Policies Document are DP24 (Securing high quality design) and DP25 (Conserving Camden's heritage). Policy DP24 requires all developments to be of the highest standard of design and will expect developments to consider (amongst other matters):
- a) Character, setting, context and the form and scale of neighbouring buildings;
 - b) The quality of the materials to be used.
 - f) existing natural features, such as topography and trees;
 - g) the provision of appropriate hard and soft landscaping including boundary treatments;
- 7.2.8 The Architects proposals have taken into consideration the matters referred and produced a modern building that meets the necessary standards to preserve the special character of the Conservation Area.
- 7.2.9 Policy DP25 (Conserving Camden's heritage) seeks to maintain the character of Camden's conservation areas by (amongst other matters):

- 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 and;
- g) Not permit development that it considers would cause harm to the setting of a listed building.'

7.2.10 The proposals will preserve and enhance (in some aspects) the character and appearance of the area and will not cause harm to the setting of any listed building, because they were produced with an understanding of and taking account of the Conservation Area Statement, Appraisal and Management Plans and therefore accords with the DPD policies.

7.3.0 NPPF and the PPG

7.3.1 A detailed analysis of the planning policies, including those policies within the NPPF, relevant to the proposed development is provided in the Appellant's Statement of Case and the Design and Access Statement submitted with the planning application.

7.3.2 However, the guidance on the historic environment contained in the NPPF is particularly relevant to assessing the merits of the proposed development. I have extracted a number of paragraphs that relate to issues raised by the proposed development.

7.3.3 The NPPF sets out the Government's policies for decision making on development proposals. The following is a short synopsis of the relevant policies.

7.3.4 At the heart of the NPPF is a presumption in favour of 'sustainable development'. Pursuing sustainable development involves seeking improvements in the quality of the built and historic environments (paragraph 9) as well as economic, social and environmental progress generally. Particularly relevant are bullet points 3 and 5:

- Replacing poor design with better design; and
- Widening the choice of high quality homes.

7.3.5 Paragraph 17 identifies 12 core principles that should underpin both plan making and decision taking.

7.3.6 Sustainable development is defined more particularly by reference to the policies in paragraphs 18 to 219, taken as a whole.

7.3.7 The impact of the proposed Petrol filling station will comply with one of the core principles, paragraph 17 bullet point 10, and is sustainable development because it will

"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".

7.3.8 NPPF paragraph 14 states that:

*‘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.*

*For **decision taking** this means:*

- *Approving development proposals that accord with the development plan without delay; and*
- *Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
 - *Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *Specific policies in the Framework indicate development should be restricted.⁹*

‘9 For example those policies relating to designated heritage assets’

7.3.9 The determination of applications affecting Heritage Assets is explained in NPPF paragraph 128 states:

‘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 assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.’

The significance of all the heritage assets affected by the proposed development has been properly assessed by specialists in the conservation field such as the Architectural Evolution and History of the site by AHP, The Archaeological Desktop Survey and Assessment carried out by Allen Archaeology Ltd and the architectural impact of the proposals by Conservation Architect Giles Quarme, who is both RIBA and AABC accredited and is the author of this report.

7.3.10 The NPPF paragraph 131 also explains what a Local Authority should take account of:

‘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.*

The significance of the heritage assets, namely the listed buildings on and around Highgate Road within the vicinity of the site, including the setting of the group value of the listed buildings on Highgate Terrace, and the Dartmouth Park Conservation Area, will be “sustained” and in some places enhanced by the proposals because the impact on the Cultural Heritage resource can be demonstrated to be ‘slight’ see Section 6: Tables 1-3. They will not be harmed and development complies with the requirements of paragraph 131. In addition the proposed development will make a positive contribution to the local character and distinctiveness of the Dartmouth Park Conservation Area by removing a negative building and replacing it with a well designed compatible building.

7.3.11 NPPF paragraphs 132, 133 and 134 assess the importance of the impact of a proposed development on the significance of the designated asset and how much weight should be given to the asset’s conservation.

Paragraph 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.’*

In the glossary of the NPPF the “setting” and the “significance” are define

“Setting of a heritage asset: The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”

And

“Significance (for heritage policy): 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. Significance derives not

only from a heritage asset's physical presence, but also from its setting."

The setting is not 'fixed and may change as the asset and its surroundings evolve'. The Conservation Area has continued to evolve and has changed from having an Eighteenth Century character, when it formed part of the Highgate Conservation Area to a much more heterogeneous mix of buildings ranging from the Eighteenth to the late Twentieth Century when it became part of the Dartmouth Park Conservation Area. The current proposals, when considered within that context, will preserve the visitor's ability to appreciate its significance. The value of the Heritage Assets, both the Conservation Area and the nearby listed and non-listed historic buildings, will all be preserved unharmed for future generations.

It is demonstrated in Section 6 that the proposals have a minimal effect on the setting of the listed grade II and II* buildings within the Conservation Area and that the impact does not involve any harm to their significance or the setting of the designated assets.

Paragraph 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, 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.*

The impact of the proposals do not cause substantial harm or total loss of significance to the designated asset. In Section 6 an analysis of the impact of the proposed development on the Heritage Assets is provided that demonstrates that there is only 'slight' impact on the setting of any assets and that impact does not cause harm, and therefore the restriction in Footnote 9 to 14 of the NPPF does not apply.

Paragraph 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.'

The development will not even lead to less than substantial harm to the significance of the designated heritage asset as it results in the removal of a building that is identified as detracting from the character and appearance of the Conservation Area and will

replace it with a well designed building that will preserve its character and appearance generally, and along the historic footpath of College Lane, will actually enhance it.

Similarly the proposals do not cause harm to non-designated heritage assets, such as the buildings that make a positive contribution to the Conservation Area.

7.3.12 Allen Archaeology describes the historic environment in their executive summary as setting

*“a zone of piecemeal mixed use development which has taken place during the Nineteenth and Twentieth Centuries. As such the setting of the surrounding Listed Buildings is one of continuous ad hoc development. Views of the development from many of the Listed Buildings are hindered somewhat by intervening development, distance or large mature trees. Providing the development is of suitable scale and design quality there will be little impact on these heritage assets or our ability to understand or appreciate them in their current setting...Overall, the site has a **negligible** archaeological potential of local significance. There is also considered to be a **low** potential impact on the setting of the surrounding Listed Buildings.”*

7.3.13 Section 6.0 of my evidence also explains how the impact of the proposals will not adversely affect the character and setting of the surrounding heritage assets because the redevelopment of the site will remove the adverse impact of part of the existing petrol station that is identified in the C.A Appraisal document as being a negative building/site and will replace it with a high quality well designed building that is integrated with its historic context.

7.3.14 Section 6.0 of my evidence explains how the new development is compatible with the historic environment of the area that has been in continuing evolution since the Eighteenth Century. The development is in keeping with the mixed uses, building dates and styles that Allen Archaeology have identified as the ‘character’ of the area. The Local Authority encourages redevelopment of sites which could enhance and contribute more positively to the Conservation Area and one such site is the development site in question. The Local Authorities refusal of Planning Permission for such a site is stifling innovative modern design in favour of the retention of a garish, unattractive Petrol Filling Station that they acknowledge detracts from the Conservation Area.

7.3.15 NPPF paragraph 137 states that:

‘local planning authorities should look for opportunities for new development within Conservation Areas...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’.

7.3.16 Planning Practice Guidance (PPG) on ‘Conserving and Enhancing the Historic Environment’ provides advice on a number of issues that are pertinent to this appeal and in particular I refer to sections ID 18a – 013, 017 and 018.

7.3.17 ID 18a – 013 deals with ‘What is the setting of a heritage asset and how should it be taken into account’?

A thorough assessment of the impact of the proposals on the setting has been taken into account and is proportionate to the significance of the heritage asset under consideration and the degree to which proposed changes will enhance or detract from that significance and the ability to appreciate it. That assessment has been made and I am satisfied that the proposals have been properly assessed.

7.3.18 ID 18a – 017 ‘How to assess if there is substantial harm’?

The impact of the current proposals for the petrol filling station on the significance of the Conservation Area and as to whether the impact causes substantial harm has been carefully assessed and I do not consider that it does.

7.3.19 ID 18a – 018 ‘What about harm in relation to conservation areas’?

The proposals do not involve the loss of any building that makes a positive contribution to the Conservation Area. In fact, the demolition of the petrol station will remove a building that has been identified in the Conservation Area Appraisal document as detracting from its character and appearance.

7.3.20 The proposed development will remove a conspicuous and unattractive Petrol Filling Station that detracts from the setting of the row of Victorian and late Georgian shops opposite including the listed Southampton House and Southampton Arms, and will replace it with a building of a similar height to the shops opposite. Being located at the back of the pavement line it will create a building that enhances the setting of those buildings and makes a positive contribution to their environment.

7.3.21 I consider that the proposed building is architecturally an improvement on the existing Petrol Filling Station and successfully “ *responds to local character and history and reflects the identity of local surroundings and materials,*” as well as removing a brightly coloured structure that is insensitively conspicuous and does not reflect the identity of local surroundings and materials.

7.4.0 PPS 5: PLANNING FOR THE HISTORIC ENVIRONMENT: PRACTICE GUIDE

7.4.1 PPS 5 English Heritage Practice Guide remains valid and a government endorsed document pending the review of guidance supporting national planning policy. The PPS 5 policies in the document are redundant but because those policies are similar to the ones in the NPPF the intent is therefore similar. Of particular relevance to the development is Guidance attached to the policies that have been withdrawn: HE6, HE7 and HE10.

7.4.2 Withdrawn policy HE6: Information requirement for applications for consent affecting heritage assets: Guidance paragraph 68.

The reports provided by AHP, Allen Archaeology and this one in addition to the Design and Access Statement produced by the Architects provides a level of information that is proportionate to the significance of the asset and the potential

impact upon the significance of the proposals.

7.4.3 Withdrawn policy HE7: Policy principles guiding the determination of the application for consent relating to all heritage assets: Guidance paragraphs 70 and 80.

Of particular relevance is paragraph 80 which deals with 'new development: design in context'. It states that a successful scheme will be one whose design has taken account of the following characteristics of the building, where appropriate:

1. The significance of the nearby assets and the contribution of their setting.
2. The general character and distinctiveness of the local buildings, spaces, public realm and landscape.
3. Landmarks and other features that are key to a sense of place.
4. The diversity and uniformity of style, construction, materials, detailing, decoration and period of existing buildings and spaces.
5. The topography.
6. Views into and from the site and its surroundings.
7. Green landscaping.
8. The current and historic uses in the area and the urban grain.

The Architects, Brooks Murray, will in their evidence demonstrate that they have considered those issues when producing their proposals for the site.

I am satisfied that they have given due consideration to those characteristics.

7.4.4 Withdrawn policy HE10: Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset: Guidance paragraphs 118-121 inc.

The setting of the Heritage Assets, both listed building and the Conservation Area, has been carefully examined in order to achieve an 'understanding [of the] setting and its contribution to significance'.

The 'implications of change affecting the setting' that will be caused by the development has been comprehensively assessed.

7.4.5 A proper assessment of the impact on setting has taken into account and been proportionate to the significance of the asset, (see comments on NPFF Sections 132, 133 and 134) and the degree to which the proposed changes enhance or detract from that significance and the ability to appreciate it.

I consider that the impact is so small that it does not cause harm to the significance of the asset or its setting.

8.0 ENGLISH HERITAGE (EH)

8.1.0 EH were consulted by the Council regarding both the appeal scheme and the previous scheme which was withdrawn.

EH stated that:

'English Heritage therefore welcomes the proposed demolition of existing garage which has been identified as having a negative contribution to the conservation in the aforementioned Management Statement. However, the existing garage, although undesirable, allows visual permeability (particularly in north/south views along Highgate Road) to the historic buildings and greenery beyond. The proposed development in both schemes [referring to this application and 2014/1945/P] would introduce a significant built element to this green strip which would block many of these views. Therefore we do not consider that either application as currently submitted would preserve or enhance the character of the conservation and your Council should take this into consideration in determination of the application.'

EH welcomes the demolition of the garage and acknowledges its negative contribution.

Its principle concern is the loss of visual permeability (particularly in north/south views along Highgate Road) to the historic buildings and the greenery beyond.

View 1 (a) and Verified View 1 (b) demonstrates that from College Lane looking south down Highgate Road show that there is no visual permeability through the site to the greenery or historic buildings beyond either with the Petrol Filling Station in place or with the proposed development. This is because the site acts as a 'full stop' to the open space, which is its both physical and actual historic role.

View 3 (a) and Verified View 3 (b) taken from the other side of Highgate Road looking across the site rather than north/south. Again it illustrates the impact of the Petrol Filling Station and the proposed building as being within and enveloped by the mature plane trees that dominate the character and appearance of this end of the Conservation Area. In neither case is there any permeability nor impact on any historic buildings.

View 6 (a) and Verified View 6 (b)

From this position the view from the garage site is acknowledged to be more permeable than the view of the proposed building. It is quite obvious that the proposals will have no impact on the setting or any views of listed buildings in the vicinity other than the unlisted property at Grove End Lodge but that will not cause harm to its setting.

The permeability claimed for the Petrol Station only allows a view of the mature shrubs and vegetation below the canopy of the Petrol Station immediately on its boundary. It does not provide views up towards the protected Grove Terrace Squares nor of the important listed buildings of the Conservation Area that line the green space.

The question that needs to be asked is does the loss of a view of a small amount of vegetation seen under the canopy of a Petrol Station immediately on the boundary of that Petrol Station cause harm to the Conservation Area and, when balanced against the heritage benefits of the proposals, such as the removal of a building that detracts from the Conservation Area and the

enhancement of the landscaping and visual permeability of the historic College Lane, that it can still be argued that the proposals fail to preserve the Conservation Area's heritage. In my opinion, the impact is so minimal as to be not harmful and is more than counterbalanced by the heritage benefits of the proposals relating to the removal of the Petrol Station and the improved permeability and landscaping along College Lane.

9.0 CONCLUSIONS

9.1.0 Allen Archaeology state in Paragraph 10.4 of their conclusion that

*10.4 The site lies within the Dartmouth Park Conservation Area. The area is characterised by its piecemeal development which consists of mixed uses, building dates and styles. The Council encourages developments which are appropriate to the character of the conservation area by considering style, design quality and scale. The Council also encourages redevelopment of sites which could be enhanced to contribute more positively on the conservation area, **one such site being the development site in question**. (my emphasis)*

For reasons set out above I fully endorse the analysis and assessment provided by Allen Archaeology.

9.1.1 The Appeal should be upheld because the proposed development will by virtue of its height, scale, location and environmental impact does not cause harm but preserves the setting historic environment and therefore complies with the policies of the Local Authority for the protection of the borough's heritage and its open spaces and national policy and guidance.

It will:

- Remove a building that makes a negative contribution to the Dartmouth Park C.A and is identified in the Appraisal document as a development site.
- Preserve the special architectural and historic interest and setting of the nationally important listed buildings on Highgate Road opposite and within the vicinity of the site;
- Preserve the streetscene and the character and appearance of the Dartmouth Park Conservation Area and its heritage assets including buildings identified in the Appraisal as making a positive contribution and would be some enhancement too;
- Preserve views across the site adjoining designated public open space to North and South and does not harm the setting or public enjoyment of those areas of open space because the impact will be hardly noticeable and in the case of the view up the historic College Lane public footpath will actually be enhanced; and
- Comply with development plan policies of the London Borough of Camden in relation to development affecting Conservation Areas, Open Space and Heritage; and
- Comply with the National Planning Policy Framework criteria for "Sustainable

Development” and in particular the NPPF and PPG on heritage and design issues.

I consider that the proposed mixed use development will contribute significantly more positively than the existing petrol station to the Dartmouth Park Conservation Area and its Heritage Assets and the proposals will not cause harm and will preserve and enhance the Conservation Area and its Heritage Assets.

10.0 DECLARATION AND STATEMENT OF TRUTH

10.1.1 I Giles Quarme declare that I am aware of the duties of an Expert Witness to the Appeal, and that;

- I understand that my duty included in providing written reports and giving evidence is to help the Appeal and that this duty overrides any obligation to the party who engaged me. I confirm that I have complied with this duty and will continue to do so.
- I confirm that I have made clear which facts and matters referred to in this report are within my own knowledge and which are not. Those that are within my own knowledge I confirm to be true. The opinions I have expressed represent my true and complete professional opinions on the matters to which they refer.

APPENDICES

1	GILES QUARME CV.....
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Academic and Professional Qualifications and Appointments

2012	<i>Appointed RIBA Senior Conservation Architect Status (SCA)</i>
2010	<i>Appointed AABC status (Register of Architects Accredited in Building Conservation)</i>
2009	<i>Appointed Trustee of the Chelsea Society</i>
2008	<i>Architectural Appraisal Panel - Royal Borough of Kensington & Chelsea</i>
2002-9	<i>Surveyor to the Fabric of the Former Royal Naval College, Greenwich</i>
2000	<i>Chairman of the Ancient Monuments Society</i>
1999	<i>Executive Council Member of the Georgian Group</i>
1999	<i>Member of the English Heritage London Advisory Committee</i>
1996	<i>Fellow of the Royal Asiatic Society</i>
1994	<i>Freeman of the Worshipful Company of Chartered Architects</i>
1993-9	<i>Executive Council Member of ICOMOS (UK)</i>
1993	<i>Council Member of the Ancient Monuments Society</i>
1993	<i>Member of the British Academy of Experts</i>
1991-9	<i>Advisory Committee of Save Britain's Heritage</i>
1986	<i>Fellow of the Royal Society of Arts</i>
1984	<i>Post Graduate Diploma in Conservation, Architectural Association</i>
1980	<i>Member of the Royal Institute of British Architects (RIBA)</i>
1979	<i>Post Graduate Diploma in Architecture, the University of Westminster</i>
1976	<i>Bachelor of Arts with Honours in Architecture, the University of Westminster</i>
1973	<i>Bachelor of Arts with Honours in Art History, University of East Anglia</i>

Awards

2012	<i>Georgian Group Re-Use of a Georgian Building Award</i>
2012	<i>HHA Sothebys HHA Awards</i>
2012	<i>RICS East of England Project of the Year</i>
2012	<i>RICS East of England Conservation Project of the Year</i>
2000	<i>Civic Trust Commendation: Queen Anne Court, Royal Naval College, Greenwich</i>
1996	<i>Spelthorne Design Award: 49 Thames Street, Sunbury-on-Thames</i>
1995	<i>RBK&C Environment Award: The restoration of 14 & 18 St Leonards Terrace, London SW3</i>
1988	<i>Europa Nostra Award: The Royal Victoria Patriotic Building Complex</i>
1987	<i>Civic Trust Commendation: The Royal Victoria Patriotic Building, Wandsworth</i>
1985	<i>Civic Trust Commendation: Painted Hall Restoration: Royal Victoria Patriotic Building</i>

Professional experience

2011	<i>Acted for the Science Museum as their Historic Building Consultant.</i>
	<i>Acted for the Victoria & Albert Museum as their Historic Building Consultant.</i>
2010	<i>Appointed by The Battle of Britain Bentley Priory Trust as their Historic Building Consultant.</i>
2007	<i>Appointed by the National Trust to restore Hinemihi, Clandon Park</i>
2006	<i>Appointed by the National Trust to advise on the restoration of the Grotto at Claremont and produce Quinquennial inspections of all the monuments and buildings in the Gardens</i>
2004	<i>Successfully represented the Crown Estate and the London Borough of Camden at public inquiries</i>

- 2003 *Successfully represented the AMS at the public inquiry against the works at Canaerfon Castle*
- 2000 *Invited to the re-opening of the National Gallery of Romania, Bucharest.
Elected Chairman of the Ancient Monuments Society*
- 1998 *Historic advisor to the Foundation for the Royal Naval College, Greenwich
and appointed to produce the Conservation Plan for the entire complex.
Also instructed to restore the exterior of the Queen Anne Quarter*
- 1997 *Appointed as Architect responsible for the design of the visitor's centre to
commemorate the life of Diana Princess of Wales at Althorp Park*
- 1997 *Historic Building Advisor to Foster & Partners on the British Museum
Millennium project*
- 1996 *Surveyor for the Royal Naval College, Greenwich*
- 1995 *Appointed by the Indian Government to restore the High Commissioner's
London residence*
- 1995 *Selected with Schal by the MoD and the Dept of National Heritage to
maintain all of their historic buildings and ancient monuments in
Greenwich and Woolwich*
- 1995 *United Kingdom representative at the European Commission on the
allocation of historic building grants throughout Europe*
- 1994 *Second trip to Pakistan to advise on listing historic buildings for the
Northwest Frontier Province Government sponsored by the British
Academy*
- 1994 *Sent to Pakistan by the British Council to advise on the restoration of a
number of historic buildings for the NWFP Government*
- 1994 *Invited to and participated in the Conference on the Reconstruction of Sarajevo.*
- 1993 *Invited to India and participated in a limited competition for the extension
of Baroda Town Hall and to lecture at Baroda University*
- 1992 *Visited Ghana to advise on the repair and restoration of the Trade Forts and Castles*
- 1992 *Appointed to the Committee of 'Save Britain's Heritage'*
- 1991 *The practice was added to the List of Approved Architects for the
Department of the Environment, English Heritage and the Diocese of
Southwark and London*
- 1990-5 *Appointed Consultant Conservation Architect to Westminster City Council
to represent it at public inquiries involving the Second World War
temporary office permissions on the Grosvenor Estate*
- 1990 *Attended conference on listed buildings in the ownership of the National
Health Authority*
- 1990 *Sent by The British Council to advise on the restoration of the National
Gallery of Art, Bucharest, Romania*
- 1989 *British Council Delegate to Romania*
- 1987 *Invited to Baroda, India, by the Heritage Trust of India and participated in
a conference on the Preservation of the Medieval City of Champaner*
- 1987 *Dissolved Dickinson, Quarme & Associates partnership*
- 1982-7 *Formed Dickinson, Quarme & Associates with John Dickinson*
- 1979-82 *Sole Practitioner in association with John Dickinson RIBA, FRSA*

I have given advice on listed and historic buildings to a considerable number of public and private companies, for example Ind Coope Retail plc, Guinness plc, Scottish Mutual Assurance, Bass Taverns Ltd, Peat Marwick McLintock, Crest Homes, the Calthorpe Estate, Sainsburys plc, AMEC, Tesco, the John Lewis Partnership, amongst others.

In addition we have advised a number of public authorities and amenity bodies such as The British Council, English Heritage, Westminster City Council, the London Borough of Brent, the London Borough of Camden, The Ministry of Agriculture and Fisheries, South Western Regional Health Authority, The Ancient Monuments Society, Save Britain's Heritage, The Victorian Society and the Science Museum.

I have acted as an Expert Witness at numerous public inquiries for both the public and private sector.

The practice is included on the Approved Lists of Conservation Architects for: English Heritage, the National Trust, the Department of the Environment, The Crown Estates and the Dioceses of both Southwark and London.

I am the inspecting architect for a number of historic churches; the grade I St John the Divine by Street, grade I St Mary Woolnoth by Hawksmore, grade I St Edmund King and Martyr by Wren and Hooke and the grade II Christchurch, Chelsea by Blore and Caroë.

A list of architectural projects that the practice has carried out can be provided separately.