

Heritage Statement

11 Prince Albert Road, NW1

July 2015

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Client
Harrison Varma

July 2015

1. Introduction

- 1.1 This Heritage Statement has been prepared by Turley Heritage, on behalf of Harrison Varma, to support applications for planning permission and listed building consent relating to the erection of a single storey side extension (lower ground floor level); and, internal alterations to No.11 Prince Albert Road, London.
- 1.2 No. 11 Prince Albert is a grade II listed building (see *Appendix 1* for a copy of the list entry), which makes a positive contribution to the Primrose Hill Conservation Area (see *Appendix 2* for a plan of the conservation area).
- 1.3 The current proposals have been prepared in light of a number of recent applications for planning permission and listed building consent¹; a recent appeal decision²; and, subsequent negotiations with officers.
- 1.4 The National Planning Policy Framework ('the Framework') provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, it sets out that:

*"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance"*³
- 1.5 To comply with these requirements, Section 2.0 of this statement firstly identifies the relevant heritage assets within the site and its vicinity.
- 1.6 Section 3.0, then provides statements of significance for the identified designated heritage assets that may be affected by the proposals; proportionate to both the importance of the asset and the likely impacts. This assessment is undertaken on the basis of published information, historical research and on-site visual survey. This includes a description of the significance, in terms of special architectural and historic interest, of the listed building and the character or appearance of the Primrose Hill Conservation Area.
- 1.7 At Section 4.0 an assessment of the effect of the application proposals on the significance of the identified heritage assets, in light of legislation, policy and guidance is provided. The findings of this report are then summarised in Section 5.0.
- 1.8 *Appendix 3* sets out the relevant heritage policy context, including the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy in the Framework, and local planning policy for the historic environment.

¹ 2014/1054/P & 2014/1066/L and 2014/7605/P & 2014/7607/L

² APP/X5210/A/14/2228272 & APP/X5210/E/14/2228385

³ DCLG, National Planning Policy Framework 2012 – para. 128

2. The Heritage Assets

Introduction

- 2.1 The Framework defines a heritage asset as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest⁴.”

Designated Heritage Assets

- 2.2 Designated heritage assets are those which possess a level of interest that justifies designation and are then subject to particular procedures in planning decisions that involve them.

Statutorily Listed Buildings

- 2.3 No. 11 Prince Albert Road was included on the statutory list of buildings of special architectural or historic interest at grade II in May 1974, as part of a pair of villas (with no.11), which in turn form part of a larger group of houses at nos. 1-15 Prince Albert Road. The List Entry⁵ (included in full at *Appendix 1*) states:

“Street of 15 related detached and semi-detached villas. Mid C19. Probably built by J Guerrier and P Pearse. Nos 10 & 11: semi-detached pair. Symmetrical facade of 3 storeys and attics, 2 windows each. Attic dormers in slated mansard roofs. Entrances in central bays, recessed to 2nd floor level and separated by paired Ionic columns in antis supporting a simplified entablature with continues around the building. No.10, round-arched doorway, No.11, square-headed; both with patterned fanlights and panelled doors. Recessed sashes with margin glazing above. Slightly projecting outer bays with pilasters at angles rising to support entablature. Tripartite sashes; ground floors with pilasters supporting pediments, upper floors with consoles on mullions. Attic storey with recessed sashes having margin glazing and pilasters supporting cornice and parapet. Tall slab chimney-stacks.”

- 2.4 The listed building forms part of a wider mid-19th century townscape of stuccoed villas and terraces, including those on Regents Park Road, which are also grade II listed. The application proposals will not, however, have an effect on the other listed buildings in the group, aside from the potential impact on the other half of the pair. As such they are not considered further in this report.

Conservation Area

- 2.5 The site is located within the Primrose Hill Conservation Area, which was first designated on 1st October 1971, and subsequently extended on 18th June 1985. The Primrose Hill Conservation Area Statement was adopted in December 2000.

⁴ DCLG, National Planning Policy Framework (NPPF) 2012 - Annex 2: Glossary

⁵ The National Heritage List for England (English Heritage)

Registered Park and Garden of Special Historic Interest

- 2.6 The site is located to the north of Regents Park; a grade I registered park and garden of special historic interest. The nature of the application proposals means that there will be no impact on the significance of this heritage asset. Accordingly, it is not necessary to consider it further in this report.

Non-Designated Heritage Assets

- 2.7 The Framework⁶ identifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing).

Local List

- 2.8 The Council adopted their Local List on 21st January 2015. There are no locally listed buildings, which would be affected by the application proposals. Accordingly, it is not necessary to consider them further in this report.

⁶ DCLG, National Planning Policy Framework (NPPF) 2012 - Annex 2: Glossary

3. Significance of the Heritage Assets

Significance and Special Interest

- 3.1 The Framework defines the significance of a heritage as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting⁷.”

- 3.2 Listed buildings are designated heritage assets that hold special architectural or historic interest. The principles of selection for listed buildings are published by the Department of Culture Media and Sport⁸, and supported by Historic England’s Listing Selection Guides for each building type⁹.
- 3.3 Conservation areas are designated if they are of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Historic England has revised and republished its guidance in respect of conservation areas¹⁰ and this provides a framework for the appraisal and assessment of their special interest and significance.
- 3.4 Historic England has published guidance¹¹ in respect of the setting of heritage assets, providing detail on understanding setting and the associated assessment of the effect of any changes.

Assessment

- 3.5 Together, this guidance provides a framework for assessing the significance of designated or non-designated heritage assets.
- 3.6 The following assessments are proportionate to the importance of the identified designated heritage assets and sufficient to understand the potential effect of the proposals, given their nature and extent. They have been based on existing published information, archival research and on-site visual survey.

No. 11 Prince Albert Road (Grade II Listed Building)

Architectural Interest

- 3.7 The property forms part of a pair of semi-detached, 19th century villas of an idiosyncratic character (Figures 3.1 and 3.2). The buildings are constructed of stock brick with painted stucco front/part side elevations. The front elevation is of a distinctive appearance, arranged over 5 storeys (3 storeys over lower ground floor and accommodation within the roof space) with projecting end bays, and a central recessive bay. The property division is identified by giant Ionic columns rising over two storeys.

⁷ DCLG, National Planning Policy Framework (NPPF) 2012 - Annex 2: Glossary

⁸ DCMS Principles of Selection for Listing Buildings, 2010

⁹ English Heritage, Designation Listing Selection Guide: Domestic 2: Town Houses, 2011

¹⁰ Historic England, Understanding Place: Conservation Area Designation, Appraisal and Management, 2011

¹¹ Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets, March 2015

The projecting cornice above first floor level provides a strong horizontal element, which visually separates the attic storey from the main building below.



Figure 3.1: Front Elevation of No.11 Prince Albert Road



Figure 3.2: Front Elevation of Nos. 10 & 11 Prince Albert Road

- 3.8 The property forms part of a group of 15no. attractive, picturesque and substantial villas in an Italianate style, set within individual gardens (Figures 3.3 and 3.4). The use of a simple and restrained materials palette acts as a unifying element to a diverse group of individual buildings. As a group, these buildings provide an attractive and informal backdrop to the extensive landscape of Regents Park to the south and are of a roughly contemporaneous date.



Figure 3.3: Prince Albert Road viewed from the West



Figure 3.4: Prince Albert Road

- 3.9 The rear elevation of the property is, as expected for a property of this date and character, of plain and utilitarian appearance. It is of simple exposed brick construction with limited detailing (Figure 3.5). The property has been extended to the rear in the late 19th century in the form of a long, single storey extension returning from the original closet wing. It is constructed of a complementary brick.
- 3.10 The rear of the property has been altered in the later 20th century, possibly as a result of bomb damage sustained during the Second World War (Figure 3.13); and/or works in the 1950s to convert the property to four flats (ref: TP80156/17839); and/or external alterations undertaken in the late 20th century (refs: 8500711 and 8570086). These later alterations are evidenced by later brickwork and the insertion of concrete window lintels (Figure 3.5).



Figure 3.5: Rear elevation

- 3.11 It is therefore, the symmetrical front elevation of the pair, and the strong group value with the Italianate villas on Prince Albert, which are the key elements of architectural interest. The side and return elevations are secondary and of lesser detail and order.
- 3.12 Internally, the property has undergone extensive alterations on each floor with an associated effect on plan form, circulation, stylistic detailing and character. The aspects of the heavily altered interior that contribute positively to the significance of the listed building are:
- the staircase;
 - the broadly legible historic plan form at ground and first floors;
 - limited original detailing such as window shutters/surrounds, floorboards;
 - Structural 'carcass' of the building.
- 3.13 The planning history for the site is informative and confirms the extent of internal works, which have been undertaken since the mid-1980s, particularly the works pursuant to the 1985 applications for planning permission and listed building consent for nos. 11-15 Prince Albert Road (refs: 8570086 and 8500711). These consents were further modified by subsequent alterations in the mid-1990s (ref: 9470252 and 9570070), as a consequence of applications relating to no. 11 Prince Albert Road. The key works associated with these applications are summarised in Table 3.1 for ease of reference:

Table 3.1: Schedule of Previous Internal Works

Date/Application Reference	Level	Works
1985 (refs: 8570086 and 8500711)	Lower Ground	<ul style="list-style-type: none"> • New window in side elevation • Replacement window to front elevation • New doors: 4 panel moulded • New architraves: 60 x 25 moulded • New skirting: 200 x 22 Torus • New blockwork walls & removal of existing partitions • New stairway to ground floor • Filling in of cellar • Enlargement of external LG area • Cut existing garden bank back and install new steps
1985 (refs: 8570086 and 8500711)	Ground Floor	<ul style="list-style-type: none"> • Block two small windows to rear • Replace 1st floor window to rear • New doors: 4 panel moulded • New architraves: 150 x 44 moulded • New skirting and cornices as existing • New fireplace • New blockwork walls & removal of existing partitions • Removal of fanlight above front door and replace with new to match No. 10
1985 (refs: 8570086 and 8500711)	First Floor	<ul style="list-style-type: none"> • New doors: 4 panel moulded • New architraves: 150 x 44 moulded • New skirting: 200 x 22 Torus • New fireplaces to drawing room and study • New skirting and cornices as existing • New blockwork walls & removal of existing partitions
1985 (refs: 8570086 and 8500711)	Second Floor	<ul style="list-style-type: none"> • New doors: as existing • New architraves: 120 x 25 moulded • New fireplace • New skirting and dado: as existing • New cornice • New blockwork walls & removal of existing partitions
1985 (refs: 8570086 and 8500711)	Attic/Third Floor	<ul style="list-style-type: none"> • Remove existing rooflight • New windows to attic • New windows to dormers • Windows to front set back to knee of mansard roof • New 4 panel doors • New architraves: 60 x 25 moulded • New skirting: 150 x 22 Torus

Date/Application Reference	Level	Works
		<ul style="list-style-type: none"> • New velux above stairs • New blockwork walls & removal of existing partitions
1994 (ref: 9470252)	Lower Ground	<ul style="list-style-type: none"> • Formation of new door opening
1995 (ref: 9570070)	Lower Ground	<ul style="list-style-type: none"> • Insertion of new panelling, dado, architraves, window reveals and doors
1995 (ref: 9570070)	Ground	<ul style="list-style-type: none"> • Insertion of downlighters • Introduction of new (19th century) marble fireplace surround
1995 (ref: 9570070)	First	<ul style="list-style-type: none"> • Insertion of downlighters • Introduction of new (19th century) marble fireplace surround
1995 (ref: 9570070)	Second	<ul style="list-style-type: none"> • Introduction of new (19th century) marble fireplace surround
1995 (ref: 9570070)	External (Font)	<ul style="list-style-type: none"> • Replacement of Portland stone steps with marble

3.14 When this planning history (Table 3.1) is considered in the context of the in situ and retained elements of the existing internal fit out, it is clear that no historic fabric, which would contribute to the special interest of the listed building, has been removed (Figures 3.6 – 3.9).



Figures 3.6: and 3.7: Modern surface finishes



Figure 3.8: Modern surface finishes

- 3.15 Leaving aside subjective matters of taste; in addition to the previous fit out being modern in date, it was manifestly not in keeping with the age and character of the property. It also did not reflect the traditional/historic spatial hierarchy, which would be expected for a property of this date and type (Figures 3.9 and 3.10).
- 3.16 The historic 'carcass' of the building consisting of the brick structural walls and timber studs/joists seems to remain largely intact behind the later additional layers of decorative finish. This structural fabric makes a comparatively minor contribution to the significance of the building as evidence of its construction and original layout, however, such construction techniques and materials are neither rare nor locally distinctive, such that this aspect makes a comparatively lesser contribution to this special interest.



Figure 3.9: Previous condition of ground floor front room



Figure 3.10: Previous condition of second floor front room

- 3.17 The basement/lower ground floor is a plain and utilitarian space. It has been extensively altered and consequently lacks architectural interest, intact original plan form and historic fabric of significance. The character and volumes of the basement accommodation, together with the presence of a concrete screed/slab floor, suggests that the floor levels have been altered in this location.
- 3.18 The original ground floor and first floor plan has been altered but remains largely legible with the insertion of some partitions. The second and third floor plans have been significantly altered with little semblance of historic plan form remaining at third floor in particular, although it does retain more modest proportions reminiscent of its historic origins.

Historic Interest

- 3.19 The first major development in the area was the Regent's Canal, which linked the Grand Canal Junction at Paddington and London Docks. The completion of the canal in 1820, was followed by proposals to develop Lord Southampton's land for housing. As with Nash's development surrounding Regent's Park, the canal was not seen as a hindrance to development, and an estate was envisaged of large suburban villas with substantial gardens.
- 3.20 The estate was developed in the 1840s, after the building of the London and Birmingham Railway in the 1830s. In 1840, the Southampton Estate was sold in freehold portions for development. The sale map envisaged a grand estate consisting of large semi-detached and detached villas located in generous gardens. This aspirational layout is reflected in the current street pattern of the area and incorporates the sweeping curves of the villa development with the addition of a formal intersection and garden at the centre.
- 3.21 A number of well-known purchasers of the Southampton Estate included entrepreneur builders, wealthy citizens and the Crown Commissioners, who purchased between five and six lots in order to form part of Primrose Hill, which was opened to the public in 1841.

- 3.22 Development of the buildings occurred sporadically throughout the 1840s. During this time, the last remaining strip of Crown land to the north of Nash's Regent's Park was developed as villas, involving the purchase of small lots of land from various owners of the Southampton freeholds. Smaller developments had also been completed. The majority of these developments took the form of villas set in their own grounds, or grand terrace compositions with formal landscaped areas.
- 3.23 No. 11 Prince Albert Road was built as part of a semi-detached villa in c.1842, as part of this mid-19th century phase of development. Nos. 1-15 Prince Albert Road were built on the perimeter of the Regents Park, separated by a canal, but enjoying views over the park. Regents Park was designed by John Nash under instruction from the Prince Regent in 1811. Nash's masterplan, which was put into effect from 1818, had included up to 80 private villas but only nine were realised. The Prince Albert Road villas formed part of a separate development but were located within the Crown Estate.
- 3.24 The existing footprint of the property is shown on the 1872 Ordnance Survey map (OS) (Figure 3.11) as a symmetrical pair of villas, with an 'in-out' drive. The property had been extended to the rear with a narrow structure by this date. This footprint remains unchanged on all subsequent maps (Figure 3.12).



Figure 3.11: 1872 OS Map

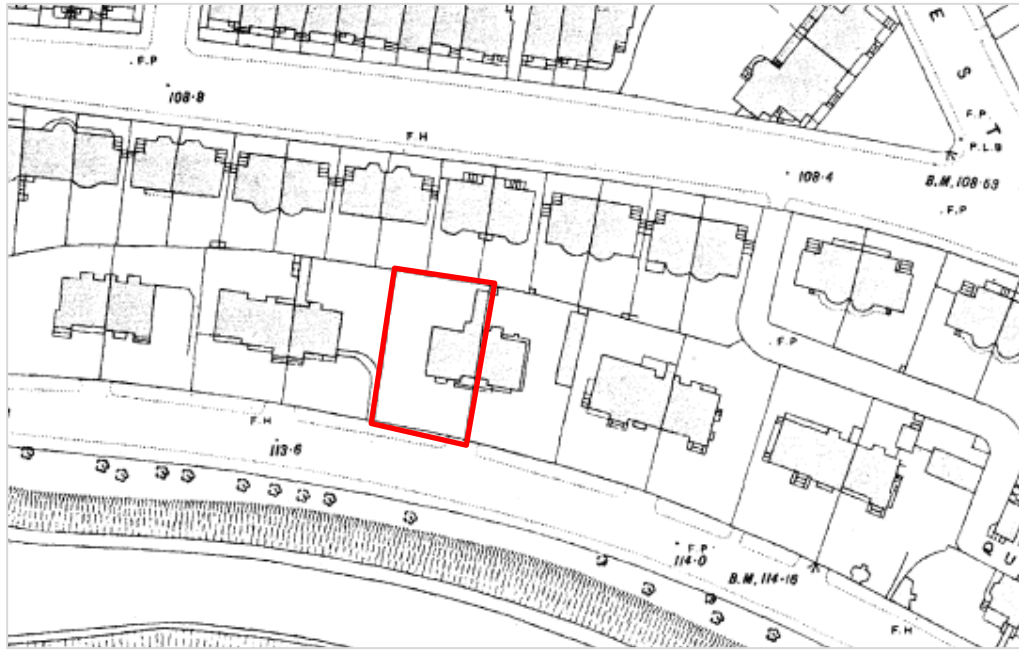


Figure 3.12: 1895 OS Map

3.25 The Second World War bomb damage map (Figure 3.13) records that the properties on the north side of Prince Albert Road were damaged by enemy action. No.11 is shaded orange, indicating it suffered general blast damage, but not structural. No.10, to which No.11 is attached, suffered blast damage, which was minor in nature.



Figure 3.13: Second World War Bomb Damage Map

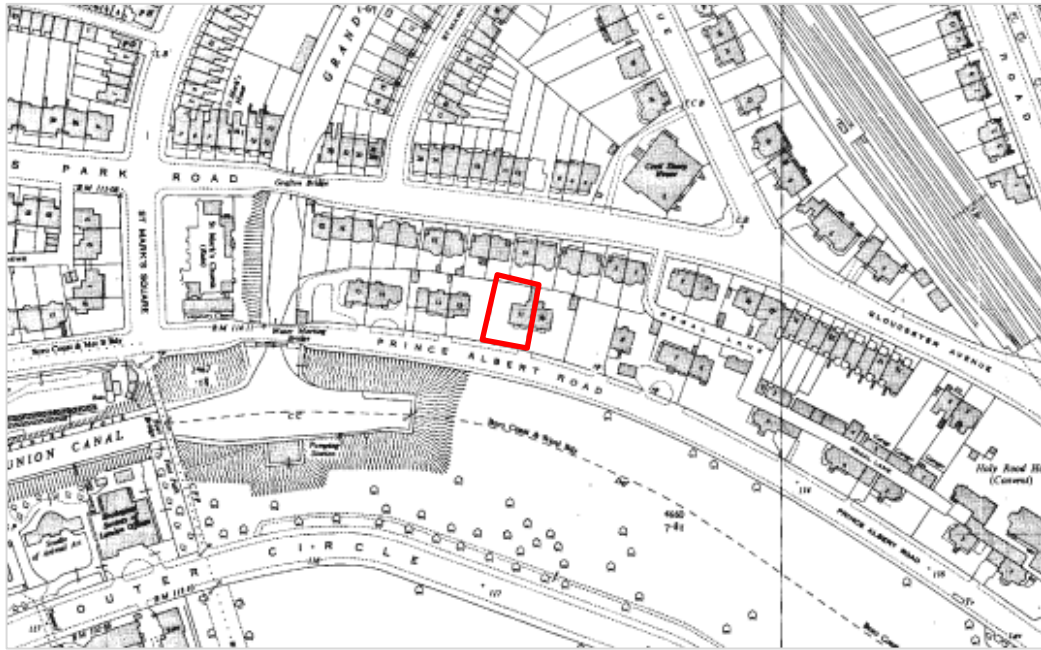


Figure 3.14: 1954-55 OS Map

- 3.26 The 1954-55 OS Map (Figure 3.14) shows the canal had been shortened to its current extent. The lack of detail relating to driveways and associated features shown on other properties on Prince Albert Road suggests that by this time the property did not have a defined driveway. The boundary with no. 12 appears to have been truncated.
- 3.27 The 1970-71 OS Map shows that there had been only limited change to the property and site, which remained consistent with the 1950s map (Figure 3.15).

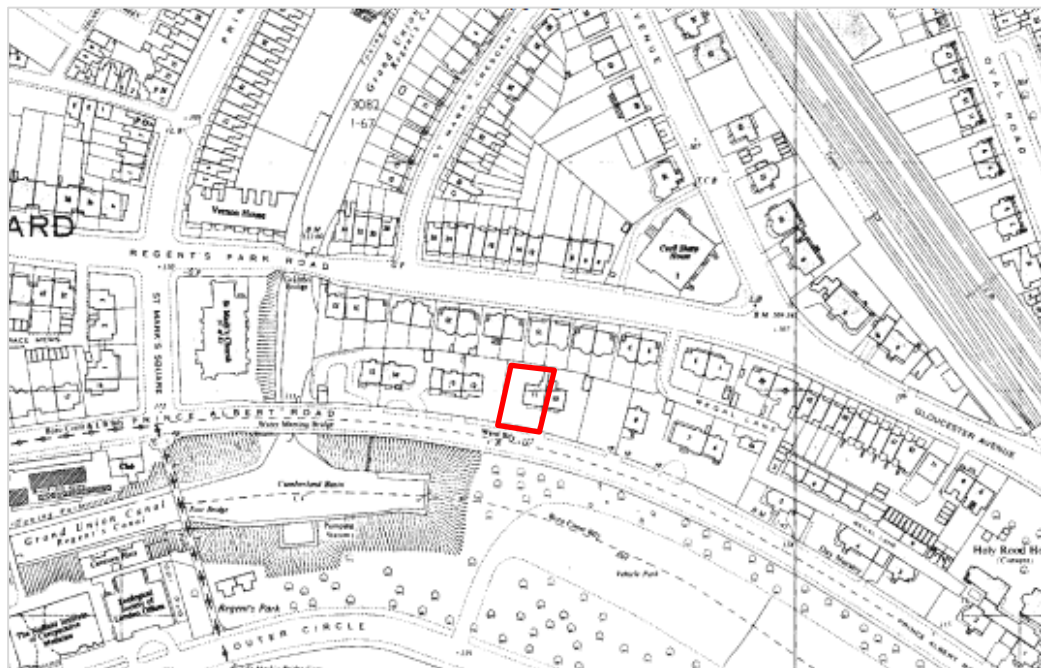


Figure 3.15: 1970-71 OS Map

3.28 The historic interest of the listed building relates to its role as part of a group of villas fronting the contemporaneous Regents Park, thereby illustrating the development of this part of London in the early-mid 19th century. The building does not have any historic associations, which contribute to its heritage significance. Whilst the property (and group of which it forms a part) are broadly consistent with the aspirations of Nash's masterplan it does not form part of it. Accordingly, historic value makes a comparatively minor contribution to the heritage significance of this property.

Contribution made by Setting to the Significance of the Listed Building(s)

3.29 The setting of the listed building is varied. At the local level, it can be considered to consist of the associated garden/grounds, whilst at the wider level, this would include the townscape qualities of the Primrose Hill Conservation Area (considered later in this Section).

3.30 The group value of nos.1-15 Prince Albert Road has previously been considered as part of the building's special interest and as such it is not necessary to repeat here.

3.31 As noted, the property is set within a mature garden, which incorporates trees that could conceivably form part of the historic layout/development. The presence of mature landscaping reinforces the rus-in-urbe character of this part of Primrose Hill and the interrelationship with the designed landscape of Regents Park to the south (laid out in another interpretation of the picturesque, rus-in-urbe). This aspect of setting contributes positively to the significance of the listed building.

3.32 The grounds of the listed building are enclosed, to the front, by a substantial brick boundary wall that provides a clear distinction between the public and private realms. It reinforces the private and domestic character of the grounds and is likely to be reflective of the aspirations of the original owners for a degree of exclusivity associated with the earlier phases of development surrounding Regents Park. This aspect of setting contributes positively to the significance of the listed building.

3.33 The garden has, however, been altered historically and now has a modern, domestic character arising from the existing drive, raised terrace to the side of the listed building and elevated section of rear garden. These later alterations do, however, retain mature trees and historic boundary walls as elements that contribute positively to the significance of the listed building.

3.34 The garden itself is relatively shallow in length, however, does create a spatial character that reinforces the original rus-in-urbe character. As a consequence of the short length of the gardens, the terraced development to the north is visible in views between the listed building and its neighbours. This provides a clear reminder that the property is located within an urban, rather than suburban or rural, context.

Primrose Hill Conservation Area

Introduction

3.35 An assessment is provided of the significance and special interest of the conservation area, in terms of character and appearance, with specific reference to the site and its surrounding townscape. This assessment is based on the guidelines set out in Historic

England's guidance on conservation areas¹², and informed by the adopted 'Primrose Hill Conservation Area Statement'.

Historical Development

- 3.36 The conservation area is, for the most part, located on land owned by Lord Southampton, while land to the north and west was owned by Eton College and to the south by the Crown Estate.
- 3.37 In the Medieval period, the area covered by the Primrose Hill Conservation Area was agricultural land. The land ownership of the area was irregular and largely defined by field boundaries and small streams.
- 3.38 It was not until the mid-19th century that extensive development of the area began, in response to the expansion of London as both a trade centre and fashionable place to live.
- 3.39 The first major development was the Regent's Canal, which linked the Grand Canal Junction at Paddington and London Docks. The completion of the canal in 1820 was followed by proposals to develop Lord Southampton's land for housing. An estate was envisaged of large suburban villas with substantial gardens.
- 3.40 The estate was developed in the 1840s, after the building of the London and Birmingham Railway in the 1830s. In 1840, the Southampton Estate was sold in freehold portions for development. The sale map shows a grand estate consisting of large semi-detached and detached villas located in generous gardens. The layout reflects the current street pattern of the area and incorporates the sweeping curves of the villa development, with the addition of a formal intersection and garden at the centre.
- 3.41 Development of the buildings occurred sporadically throughout the 1840s. During this time, the last remaining strip of Crown land to the north of Nash's Regent's Park layout was developed as villas, involving the purchase of small lots of land from various owners of the Southampton freeholds. Smaller developments had also been completed and included a pair of semi-detached villas at the north end of Fitzroy Road and a villa terrace at the north end of Regent's Park Road. The majority of these developments took the form of villas set in their own grounds, or grand terrace compositions with formal landscaped areas.
- 3.42 However, this development differed considerably from that shown in the original plans for the area. The houses were less grand and the pattern of development much denser than had been envisaged.
- 3.43 By 1860, the development of properties of a villa typology had extended westwards along Regent's Park Road, opposite Primrose Hill Park. Elsewhere, however, the large villas had been abandoned for more formal terrace compositions, following a variety of styles. The new layout included symmetrical terraces; St George's Terrace and Chamberlain Street; a formal square, Chalcot Square; and, a sweeping crescent, Chalcot Crescent.

¹² Historic England, Understanding Place: Conservation Area Designation, Appraisal and Management, 2011

- 3.44 The importance of the railway grew throughout the 19th century. A number of businesses were located within easy distance of the railway, with access also to Gloucester Avenue. As a consequence of the growth of the railway and associated activities, noise, vibration and smoke pollution increased. It became apparent that grand villas of the earlier type could not be placed near the railway line and instead, simple terraces were erected in Gloucester Avenue and adjoining streets.
- 3.45 By 1870, the land of the Southampton Estate had been largely developed. Whilst the wide roads of the villa layout were retained, the density of development, particularly in the later phases, was significantly higher than originally intended, particularly in locations close to the railway line. Further streets and mews buildings were introduced to the planned layout, such as Kingstown Street (then Fitzroy Place), Edis Street (then Eton Street) and Egbert Street. These later developments were of regular residential terraces. At the rears of these properties, the long villa gardens were exchanged for small gardens backing onto industrial units or stables.
- 3.46 Manufacturing and the arts played a large part in the development of the conservation area. Alongside Camden Town and Kentish Town, the Primrose Hill area became a centre for piano manufacturing. The area became well known for its association with the arts, and in 1877 a group of 12 artists' studios, the "Primrose Hill Studios", was erected by Alfred Healey.
- 3.47 The final built form of the conservation area varied considerably from what was originally intended by the Southampton Estate. The neighbouring railway line had a significant impact upon the physical layout and environmental quality of the area. This was apparent as many of the buildings which were located close to the railway fell into disrepair, during the latter part of the 19th and 20th centuries.
- 3.48 This was a trend that was only reversed on electrification of the railway line in the 1970s. Other factors included the increased pressure for development due to the rapid growth of London, changing architectural tastes and the differences in land ownership across the Southampton freehold.
- 3.49 In the 20th century, the estate experienced a number of changes. Second World War bomb damage required substantial repairs to a number of buildings, whilst others were completely destroyed. Redevelopment of bomb sites occurred throughout the latter half of the 20th century. Other sporadic developments occurred throughout the 20th century.

Summary of Conservation Area's Significance

- 3.50 The site is located within sub-area 1 of the conservation area: Regent's Park Road South. This sub area is located to the south of the conservation area and is largely flat with a small incline from south east to northwest. It is neighboured to the west by Primrose Hill and to the south by Regent's Park and London Zoo.
- 3.51 The area is primarily occupied by residential uses, which take the form of low density villas and terraces interspersed with abundant vegetation and a large number of mature street trees and private trees to garden areas.
- 3.52 The roads in this part of the conservation area are dominated by large villas set back from the highway and surrounded by garden spaces. Rear gardens are also visible

through gaps between buildings and in views from secondary roads and mews. These villas are between three and four storeys high, with basements. They are designed to appear as grand residential properties and have raised ground floors, numerous decorative features and are set back from the main road with front gardens bounded by medium height brick walls with gate piers.

- 3.53 Primrose Hill and Regent's Park are not within the conservation area, but immediately adjoin it and contribute positively to its significance. These spaces reinforce the green character of the conservation area. Large sections of Albert Terrace, Prince Albert Road and Regent's Park Road run direct alongside the parks, affording views across the parkland and of mature trees that line the edges of these open spaces, and form part of the 'stage set' backdrop to Regent's Park.
- 3.54 Located opposite the parks are the grandest properties within the conservation area, in terms of height, decoration and relationship to plot. Notable examples are the cream coloured villas on Prince Albert Road. These properties have highly decorative stucco work to the front elevations and are set back from the highway with high boundary walls and substantial front and side gardens, containing mature trees.
- 3.55 The Regent's Canal is a significant feature of the conservation area and has been incorporated successfully into the layout and planning of the estate. For example, a number of buildings are designed to appear attractive when viewed from the canal with applied decoration to rear elevations. Many side and back gardens face onto the canal and have numerous mature trees, forming a long green corridor through the conservation area. Three of the principal roads bridge the canal and these bridges are landmark features of the area.

4. Impact Assessment

Introduction

- 4.1 In this section the acceptability of the proposed single-storey side extension and internal alterations is demonstrated in relation to its effect on the significance of the identified heritage assets, comprising No.11 Prince Albert Road, a grade II listed building and the Primrose Hill Conservation Area.
- 4.2 The relevant heritage policy and guidance context for consideration of the proposed development is set out in full in *Appendix 3*. This includes:
- the statutory duties of the Planning (Listed Buildings & Conservation Areas) Act 1990 including the requirement to have special regard to the desirability of preserving the special interest of a listed building and any elements of setting which contributes positively to this special interest and to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area. The Secretary of State has recently confirmed¹³ that ‘considerable importance and weight’ is not synonymous with ‘overriding importance and weight’;
 - national policy set out in the Framework; and
 - local policy for the historic environment and other relevant material considerations.
- 4.3 In accordance with the requirements of the Framework, the significance of the identified heritage assets has been described at Section 3.0.
- 4.4 Importantly, great weight and importance should be placed on; the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.
- 4.5 The Framework also highlights that when considering the impact of proposals on the significance of designated heritage assets great weight should be given to their conservation, and the more important the asset the greater the weight should be.

Impact Assessment

General

- 4.6 The applicant has worked proactively with the Council in preparing this application, including securing agreement on the extent of internal decorative works, the detailed aspects of the proposed decorative treatment and relative hierarchy within the building.

¹³ APP/H1705/A/13/2205929

- 4.7 In addition, the applicant has carefully reviewed the reasons for refusal of the previous applications¹⁴ and has been in discussion with officers during the course of the most recent applications¹⁵.
- 4.8 The applications are accompanied by a full drawing set (including internal elevations, Design and Access Statement and Proposed Internal Detailing document) and supporting information in the form of a landscape plan and Arboricultural Impact Assessment. This application information provides robust information on the proposed internal alterations, including decorative fit out, and allows for a clear understanding of the nature and extent of the proposed works.

No. 11 Prince Albert Road (Grade II listed building)

Proposed Side Extension

- 4.9 The revised application proposals include the erection of a single storey side extension at lower ground floor level (existing rear garden level). The design, height and massing of the extension has been refined in light of the detailed pre-application advice and the reasons for refusal associated with the previous application(s)¹⁶. It is noted in correspondence with officers that discussions with officers confirm that the principle of a modest single storey extension at lower ground floor level is likely to be acceptable.
- 4.10 The principles guiding the proposed side extension are:
- minimise its external visibility by maintaining the existing level of the side garden;
 - maintain the existing spatial character of the garden and gap between buildings; and
 - minimise interface with the parent property and associated works to existing fabric.
- 4.11 The most significant difference between the current scheme and the previous applications is that the proposed side extension is restricted to a single storey at lower ground floor level. The design of the proposed side extension also ensures that its finished roof height is consistent with the level of the existing side garden. It will therefore be lower than the existing lower ground floor level of the listed building. As a result, the proposed side extension will be a visually subservient addition to the listed building. When viewed from the front of the property, there will be no significant changes to the appearance of the listed building, whilst from the rear it is proposed to extend the existing rear lightwell such that there will be no significant change in scale/massing from within the rear garden.
- 4.12 This approach ensures that the spatial character (i.e. relationship between building and garden and between individual plots) will remain unaffected by the proposed side extension with the existing sense of openness maintained. It is noted elsewhere in this report that the existing side garden is modern in character and appearance such that there is scope for an appropriate landscaping scheme to enhance its appearance, whilst

¹⁴ 2014/1054/P and 2014/1066/L

¹⁵ 2014/7605/P & 2014/7607/L

¹⁶ 2014/1054/P & 2014/1066/L

also maintaining the spatial qualities that form part of the contribution made by setting to the significance of the listed building and conservation area.

4.13 Accordingly, as a single storey side extension, set below the existing lower level of the rear garden, the proposed structure would not have a substantial presence within the plot (and from views from nearby properties) with only a small section of rear wall visible above extended rear lightwell. This would be consistent with the character of the existing brick retaining wall. As such, the extension would not be visible from the public realm due to the tall interposing boundary wall and landscaping. The proposed side extension will therefore not be seen as part of the pair of villas and accordingly will maintain the existing symmetrical character of the pair of villas. In this way, the revised application proposals fully address the substantive reason for refusal and concerns expressed by Councillors and third parties.

4.14 To facilitate access between the proposed extension and the listed building a single doorway is proposed at lower ground level with a small set of steps. This opening is located in part of the building, which has been significantly altered and of, historically, a lower status. As noted in Section 3.0, there is no decorative fabric or historic finishes contributing to the building's special interest remaining at this level. The opening is of a modest size, being similar to that of a single door, thereby retaining the integrity and legibility of the historic external walls and minimising the extent of existing fabric removed. The detailed design and treatment of this opening can be adequately secured via condition. By limiting the connection to the proposed extension to a single, small opening at the altered lower ground floor the proposed extension would maintain the integrity of the existing plan form and sustain the existing 'experiential' aspect of moving through the property, particularly the principle spaces at upper ground and first floors as part of the traditional hierarchy of a building of this date and typology.

Alterations to Plan Form

4.15 Internally, the applicant proposes relatively minor interventions, for the most part sited in areas of the building which have been, historically, altered. The important elements of plan form, particular the original cellular character (where it survives) will be retained as part of the proposed alterations.

4.16 The proposed internal alterations can be summarised as follows:

Lower Ground Floor

- Reinstatement of the spine wall on a traditional alignment, which recreates an appropriate cellular plan form;
- Removal of the later partition walls in the front room to reinstate a plan form that is more consistent with the original spatial character; and
- The blocking up of a small, later window to the left hand side of the chimneybreast, which would have no impact on the integrity or legibility of the remaining traditional plan form or external appearance of the building.

Ground Floor

- The existing lobby in the rear kitchen is to be removed to reinstate the traditional proportions of this room thereby better revealing the proportions of part of the principal floor(s); and
- A pair of traditional double doors introduced into the spine wall in an appropriate location and of an appearance consistent with the particular significance of the listed building.

First Floor

- Replacing existing large opening (with folding doors) with a single door reinstating a more traditional cellular character of two large rooms thereby sustaining the traditional layout of this part of the building; and
- Installation of built in furniture to provide wardrobe space.

Second Floor

- Insertion of a partition to subdivide the existing front room. Given the presence of fire places at either end of this large room and the relative, historic status of this floor this alteration is considered to be consistent with the property's architectural interest; and
- Replacing existing fixtures and fittings in the bathroom and dressing rooms, which are late 20th century in date and do not contribute positively to the significance of the listed building.

Third Floor

- Alterations to modern partitions to provide a more coherent and appropriate cellular layout.

4.17 In this regard, the proposed internal alterations will reinstate a plan form that is more consistent with the historic character and spatial hierarchy, particularly at upper ground and first floors where later alterations have compromised the legibility of the original layout. These works are heritage benefits for the purposes of the Framework and Planning Practice Guidance.

Proposed Decorative Fit Out

4.18 As an integral part of the application it is proposed to address the existing discordant decorative scheme, which has been partly removed. As noted in Section 3.0, the current decorative scheme is inappropriate both in terms of its relationship to the character and age of the property and in the fact that it does not respond to the expected traditional hierarchy of spaces, albeit that later interventions into the plan form have compromised this hierarchy in a number of important ways.

4.19 The re-introduction of this existing/previous fit out would therefore not be desirable (in that it would perpetuate the discordant and inappropriate appearance) and would be inconsistent with the Framework's objective to take opportunities to better reveal the

significance of heritage assets. Accordingly, there is scope to secure an enhancement to the decorative treatment of the property that is more consistent with its architectural character and typology.

- 4.20 As noted earlier in this Section, the application is accompanied by a 'Proposed Internal Detailing' document that has been developed in conjunction with discussions with Council officers. It is understood that the content of this document is considered to be appropriate and consistent with the building's particular architectural interest.
- 4.21 The works specified as part of this application have been informed by research into comparable examples of other properties on Prince Albert Road, where a greater degree of original decorative fabric appears to have been retained, and also from relevant documentary sources. The proposed detailing is therefore considered to be appropriate for a property of this date and type, dating from the mid-19th century, and will reinstate the legibility of the traditional hierarchy of spaces within the building.
- 4.22 Whilst the proposed reinstatement works are, to some extent, speculative restorations, they are consistent with the character and age of the property and have been informed by suitable precedent. The proposed internal fit out represents a significant enhancement upon the previous condition of the property and when considered together with the enhancements to the legibility and clarity of the plan form it is considered that the proposals will better reveal the significance of this listed building.
- 4.23 It is noted here (for the avoidance of doubt) that the applicant is not proposing to reinstate lath and plaster as part of the internal decorative works. All evidence indicates that the lath and plaster was removed prior to the current phase of renovation, most likely as part of the extensive works carried out in the late 1980s (see Table 3.1). Accordingly, there is no basis upon which its reinstatement could reasonably be sought.

Primrose Hill Conservation Area/Setting of No.11 Prince Albert Road

- 4.24 The application proposals will have a very minor and limited effect on the character and appearance of the conservation area, relating solely to the proposed external alterations.
- 4.25 The proposed extension has been carefully designed to ensure that it is incorporated within the existing levels of the side garden, thereby sustaining the existing spatial character. The only visible element will be the rear elevation, set behind the extended rear lightwell, with a small section of wall visible in an area consistent with the existing brick retaining wall. As such, the proposed extension will not be visually prominent from within the conservation area and in views into and out of the heritage asset, being single storey in height, set at lower ground floor level (in fact, slightly below the lower ground floor level of the parent property) and set behind a substantial boundary wall to Prince Albert Road. The proposed side extension will not be visible from the public realm.
- 4.26 The dimensions and siting of the proposed extension are such that they remain subservient to the parent building (and pair of which it forms a part). In addition, these factors ensure that the extension maintains the spatial qualities of the plot, including the front, side and rear gardens. Accordingly, the proposals maintain an important element of the conservation area's significance.

- 4.27 The design and materials of the proposed extension complements that of the Italianate character of the early-mid 19th century properties in this part of the conservation area. Accordingly, it would be consistent with both the character and appearance of this part of the conservation area.
- 4.28 It has been noted previously that the application is accompanied by comprehensive landscape scheme, including enhanced proposals for the side garden. The proposed landscape scheme demonstrates that those elements of the existing landscape that contribute positively to the significance of the conservation area and setting of listed building will be retained. In this regard, those existing mature trees that warrant retention are incorporated within the scheme and reinforced by proposed additional planting. Further detail is provided within the Arboricultural Report prepared by Landmark Trees. The revised application proposals will therefore maintain, and in a number of ways enhance, the landscape character of the grounds associated with the listed building and this part of the conservation area.
- 4.29 The works of repair and redecoration will result in an enhancement to the appearance of the listed building (and group of which it forms a pair), which will also have a consequential beneficial effect on the character and appearance of the conservation area.

Summary of Impact

- 4.30 The Framework's core planning principle with respect to planning and the historic environment is that heritage assets should be conserved 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.
- 4.31 In accordance with the requirements of paragraph 128 of the Framework, the significance of the heritage assets, proportionate to the asset's importance and sufficient to understand the potential impact of the application proposals on that significance has been outlined in Section 3.0.
- 4.32 This Section demonstrates that the revised proposals have satisfactorily addressed the reasons for refusal associated with the recent applications¹⁷ and dismissed appeal¹⁸.
- 4.33 The applications will preserve the special interest of the listed building and group of which it forms and the character and appearance of this part of the conservation area. In this regard, the proposals are consistent with the requirements of the Planning (Listed Buildings & Conservation Areas) Act 1990, paragraphs 131, 132 and 137 and the relevant policies of the Development Plan.
- 4.34 The application proposals would also secure a number of enhancements to the special interest of the listed building. The internal alterations will enhance the significance of the listed building by better revealing its traditional plan form and reinstating a more appropriate internal fit out, which more correctly reflects the age and character of the property and the traditional difference in spatial and decorative hierarchy.

¹⁷ 2014/1054/P and 2014/1066/L

¹⁸ APP/H1705/A/13/2205929

Consequently, these works can be regarded as 'heritage benefits' for the purposes of the Framework.

- 4.35 The application proposals therefore meet the objectives of Framework policy and, where relevant the 1990 Act, with respect to conserving and enhancing the historic environment and the duty with respect to designated heritage assets.

5. Conclusions

- 5.1 This Heritage Statement has been prepared by Turley Heritage, on behalf of Harrison Varma, to support applications for planning permission and listed building consent relating to the erection of a single storey side extension (lower ground floor level); and, internal alterations to No.11 Prince Albert Road, London.
- 5.2 No. 11 Prince Albert Road is a grade II listed building, which makes a positive contribution to the significance of the Primrose Hill Conservation Area.
- 5.3 The application proposals adopt a considered approach to the proposed interventions, based on a clear understanding and appreciation of the significance of the grade II listed building.
- 5.4 The applicant has worked proactively with the Council in preparing this application, including securing agreement on the extent of internal decorative works, the detailed aspects of the proposed decorative treatment and relative hierarchy within the building. In addition, the current proposals have been prepared in light of a number of recent applications for planning permission and listed building consent¹⁹; a recent appeal decision²⁰; and, subsequent negotiations with officers.
- 5.5 The applications are accompanied by a full drawing set (including internal elevations, Design and Access Statement and Proposed Internal Detailing document) and supporting information in the form of a landscaping scheme and Arboricultural Impact Assessment. This application information provides robust information on the proposed internal alterations, including decorative fit out, and allows for a clear understanding of the nature and extent of the proposed works.
- 5.6 Section 3.0 of this report, assesses the significance of the listed building, in line with relevant statutory provision, planning policy and best practice. This understanding of the significance of the heritage asset informs the assessment of the effect of the proposed development at Section 4.0 of this report.
- 5.7 By virtue of its size, disposition and massing the proposed single storey side extension is a minor and recessive addition to the listed building and will remain subservient to the parent building and will have no material impact on those aspects of the symmetry of the pair of buildings that contribute positively to their special interest. The architectural character and materiality respond appropriately to the character of the listed building and the early-mid Victorian villas, which characterise this part of the conservation area.
- 5.8 The proposed single storey side extension will be a negligible element in the local townscape and will integrate successfully with the existing pattern of development and preserve the spatial qualities of the property's existing garden setting.
- 5.9 The application proposals are accompanied by a detailed landscaping scheme, which provides clarity on the delivery of a comprehensive landscaping scheme, which retains existing elements that contribute positively to the significance of the listed building and

¹⁹ 2014/1054/P & 2014/1066/L and 2014/7605/P & 2014/7607/L

²⁰ APP/X5210/A/14/2228272 & APP/X5210/E/14/2228385

conservation area, and reinforces these characteristics through additional soft landscaping.

- 5.10 The applications propose a range of internal alterations to the listed building, which will preserve those elements of the traditional cellular plan form that contribute positively to the significance of the listed building. In a number of instances, the proposals will reinstate a more appropriate plan form. The proposed internal decorative works, which form an integral element of the application proposals, will reinstate a traditional and appropriate decorative appearance/character that responds to the formal spatial hierarchy within the listed building.
- 5.11 These internal alterations are broadly consistent with previous applications for planning permission and listed building consent²¹. The Council's Committee report for these applications makes clear that the proposed internal works are considered to preserve, and in some ways enhance, the special interest of the listed building (considered further in Sections 3.0 and 4.0 of this report). .
- 5.12 Accordingly, the proposals will preserve the significance of the listed building and character and appearance of this part of the Primrose Hill Conservation Area in line with the requirements of the Planning (Listed Buildings & Conservation Areas) Act 1990, paragraphs 131, 132 and 137 and the relevant policies of the Development Plan.

²¹ 2014/1054/P and 2014/1066/L

Appendix 1: List Description

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

Name: No name for this Entry

List entry Number: 1329905

Location

1-15, PRINCE ALBERT ROAD

The building may lie within the boundary of more than one authority.

County District District Type Parish

Greater London Authority Camden London Borough

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 14-May-1974

Date of most recent amendment: 11-Jan-1999

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: LBS

UID: 477800

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

CAMDEN

TQ2883NW PRINCE ALBERT ROAD 798-1/75/1339 (North side) 14/05/74 Nos.1-15
(Consecutive) (Formerly Listed as: PRINCE ALBERT ROAD Nos.1-8 AND 10-15 (Consecutive))

GV II

Street of 15 related detached and semi-detached villas. Mid C19. Probably built by J Guerrier and P Pearse. Stucco. EXTERIOR: No.1: double fronted with 3 windows; 3 storeys and basement. Currently being converted to 2 dwellings. Tall slab chimney-stacks on return walls. No.2: double fronted with 3 windows; 3 storeys and basement. Portico with console bracketed cornice continuing around the house at 1st floor level. Doorway with fanlight and panelled door with narrow side lights. Tripartite sashes to ground floor with margin glazing. 1st floor, round-arched architraved sashes with margin glazing and keystones. 2nd floor, architraved sashes with continuous sill band. Projecting bracketed eaves. Tall slab chimney-stacks on return walls. Left hand return with canted bay windows to ground and 1st floor. No.3: similar to No.2 but porch with plain band continuing around the house. 1st floor, architraved sashes with margin glazing and cornices. Canted bay windows on right hand return. No.4: 5 windows, 3 storeys and basement; originally double fronted with 3 windows but 2-window extension on east side, of studio with bedrooms over, designed by Sir Edward Maufe in 1913 for the artist AE Maude. Asymmetrically placed Doric portico; entablature continuing around the house at 1st floor level supported by Doric pilasters. Doorway with fanlight and panelled door. Tripartite sashes with margin glazing flanking the porch; to right, paired transom and mullion windows with margin lights. 1st floor, round-arched architraved sashes with bands and keystones and margin glazing. 3rd floor, recessed sashes with guttae sill string. Slated hipped roof with projecting bracketed eaves and tall slab chimney-stacks on return walls. Canted bay windows on left hand return. No.5: double fronted with 3 windows; 3 storeys, attic and basement. Ionic portico in antis, the entablature continuing around the house at 1st floor level. Ground floor sashes architraved and tripartite with margin glazing. 1st floor architraved sashes with cornices (that above the porch with floating cornice) and margin glazing. Architraved sashes to 2nd floor. Projecting eaves with dentil cornice; above, central rectangular dormer with architraved Diocletian window. Tall slab chimney-stack on right hand return; canted bay windows on left hand. Nos 6 & 7: semi-detached pair. Irregular facade of 3 storeys and attics, 4 windows plus later C19 2-window recessed entrance extension to west end. No.6 with projecting right hand entrance bay; round-arched entrance with fanlight and panelled door. Recessed sashes, 2nd floor in shallow rectangular recesses. 1st floor casements with cast-iron balconies. Projecting cornice continuing around the house. Entrance bay with small pedimented attic having an oculus. No.7 with projecting right hand bay having canted bay window with margin glazing to ground floor, upper floors with tripartite sashes; pediment with Diocletian attic window in tympanum. Tall slab chimney-stacks. Nos 8 & 9: semi-detached pair, No.9 rebuilt in facsimile following war damage and included for group value. 3 storeys and attics. Symmetrical facade of 4 windows plus 2 storey single window extension to No.9. Attic dormers in slated mansard roofs. Outer entrance bays slightly projecting with segmental-arched porticoes with keystones and parapet. Square-headed doorways with fanlights and panelled doors. Corinthian pilasters rising through 1st and 2nd floors flanking recessed sashes with margin glazing. Houses divided by paired Corinthian

pilasters to either side of which tripartite sashes; 1st floor with floating cornices; 2nd floor with sill band continuing across the front of the houses. Simplified entablature. Extension with 2-light windows having margin glazing. Nos 10 & 11: semi-detached pair. Symmetrical facade of 3 storeys and attics, 2 windows each. Attic dormers in slated mansard roofs. Entrances in central bays, recessed to 2nd floor level and separated by paired Ionic columns in antis supporting a simplified entablature with continues around the building. No.10, round-arched doorway, No.11, square-headed; both with patterned fanlights and panelled doors. Recessed sashes with margin glazing above. Slightly projecting outer bays with pilasters at angles rising to support entablature. Tripartite sashes; ground floors with pilasters supporting pediments, upper floors with consoles on mullions. Attic storey with recessed sashes having margin glazing and pilasters supporting cornice and parapet. Tall slab chimney-stacks. Nos 12 & 13: semi-detached pair. Symmetrical facade of 3 storeys and attics, 2 windows each, plus later single storey single window extension to No.13. Slightly projecting central entrance bay with double portico having square-headed doorways with fanlights and panelled doors. Tripartite sashes with margin glazing to ground floors. Corinthian pilasters marking bays rise through 1st and 2nd floors to support simplified entablature with pediment over central bay and blocking course over outer bays. Central bay with recessed sashes having margin glazing to upper floors; outer bays, tripartite sashes, 1st floor with floating cornices. Tall slab chimney-stacks. Nos 14 & 15: semi-detached pair. Irregular facade of 3 storeys and attics, 5 windows, plus late C20 single storey single window extension to No.14. No.14 with Doric portico (originally with Ionic portico on return) above which recessed sashes with margin glazing. Projecting pedimented left hand bay with canted bay window to ground floor having cast-iron veranda; upper floors with tripartite windows, 1st floor with cornice and cast-iron balcony extending to entrance bay, 2nd floor with sill string. Pediment with Diocletian attic window in tympanum. No.15, projecting left hand entrance bay carried up an extra storey as a tower. Round-arched entrance with fanlight and panelled door. Ground and 2nd floor recessed sashes with margin glazing; 1st floor, casements with cast-iron balconies. Projecting cornice. Additional tower storey with paired pilasters at angles and arcaded 2-light window; simplified entablature and blocking course. Tall slab chimney-stacks. INTERIORS: not inspected.

Listing NGR: TQ2845283679

Selected Sources

Legacy Record - This information may be included in the List Entry Details

National Grid Reference: TQ 28452 83679

Appendix 2: Map of Primrose Hill Conservation Area



- [page 3 Location](#)
- [page 6 History](#)
- [page 9 Character](#)
- [page 24 Audit](#)
- [page 29 Guidelines](#)



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up for map

Appendix 3: Statutory Duties and Planning Policy

This Appendix identifies the relevant statutory provision, adopted and emerging planning policy, and other relevant guidance.

Statutory Duties

Planning (Listed Building and Conservation Areas) Act 1990

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the general duty with regard to the determination of listed building consent applications:

With regard to applications for planning permission affecting the setting of statutory listed buildings, the *Act* outlines in Section 66 that:

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

With regard to applications for planning permission within conservation areas, the Planning Act 1990 outlines in Section 72 that:

's.72(1) 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 subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'

Recent case law²² has confirmed that Parliament's intention in enacting section 66(1) was that decision-makers should give "considerable importance and weight" to the desirability of preserving the setting of listed buildings, where "preserve" means to "to do no harm" (after South Lakeland). Case law has confirmed that this weight can also be applied to the statutory tests in respect of conservation areas²³. These duties, and the appropriate weight to be afforded to them, must be at the forefront of the decision makers mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. The Secretary of State has confirmed²⁴ that 'considerable importance and weight' is not synonymous with 'overriding importance and weight'.

Importantly, however, the concept of the setting of a conservation area is not enshrined in the legislation and does not attract the weight of statutory protection²⁵.

National Policy and Guidance

National Planning Policy Framework (2012)

The Framework was issued on 27th March 2012 and replaces PPS5: Planning for the Historic Environment. The Framework provides a full statement of Government's planning policies with regard to achieving sustainable development with the protection of the historic environment as an integral element of environmental quality, which should be cherished and allowed to thrive and grow.

²² Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18th February 2014

²³ The Forge Field Society v Sevenoaks District Council [2014] EWHC 1895 (Admin); North Norfolk District Council v Secretary of State for Communities and Local Government [2014] EWHC 279 (Admin)

²⁴ APP/H1705/A/13/2205929

²⁵ APP/H1705/A/14/2219070

Paragraph 128 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 129 sets out the principles guiding the determination of applications affecting designated and non-designated heritage assets, and states that:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal . . . They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.”

Paragraph 131 elaborates that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 regards the determination of applications affecting designated heritage assets. It outlines that great weight should be given to the asset's conservation when considering the impact of a proposed development on the asset's significance. The more important the heritage asset, the greater the weight should be.

Paragraph 132 goes on to specify that any harm or loss should require clear and convincing justification. It states that;

“Substantial harm to or total loss of significance 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.”*

Paragraph 133 outlines that Local Planning Authorities should refuse consent where a proposed development will lead to substantial harm or total loss of significance of a designated heritage asset, unless it can be demonstrated that this is necessary to deliver substantial public benefits that outweigh such 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 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 bringing the site back into use

Paragraph 134 concerns proposed development which will lead to less than substantial harm to the significance of a heritage asset. It outlines this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Policy outlined in paragraphs 132 – 134 of the Framework should be interpreted in light of the statutory duties relating to statutorily listed buildings and conservation areas as set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.

With regard to applications affecting conservation areas and the setting of heritage assets, paragraph 137 states:

"Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably."

Planning Policy Guidance (2014)

Planning Practice Guidance (PPG) 2014 has been issued by the Government as a web based resource. This is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the Framework.

The PPG provides guidance on the implementation of the Framework. At Section 2.0, it is noted that the delivery of development within the setting of heritage assets has the potential to make a positive contribution to, or better reveal, the significance of that asset.

The Development Plan

There is no statutory requirement to have regard to the provisions of the development plan in the consideration of applications for listed building consent. However, it is likely that the objectives of national policy and the development plan, with regard to the protection of heritage assets, will be closely aligned. Local authorities should also ensure that aspects of conservation policy that are relevant to development control decisions are included in the local development plan.

The Development Plan comprises the London Plan (2011), the LB Camden Core Strategy DPD (2010), and the Development Policies DPD (2010).

The London Plan (2011)

The London Plan was adopted by the Greater London Authority in July 2011 and sets out the Spatial Development Strategy for all Boroughs within Greater London. It replaces the London Plan (consolidated with alterations since 2004), which was published in February 2008. The London Plan sets out policies regarding the historic environment in London, including Policy 7.8 (Heritage assets and archaeology) which states that:

"Strategic

A London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and

memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.

B Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.

Planning decisions

C Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

E New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset ...”

LB Camden Core Strategy DPD (2010)

The Camden Council Core Strategy was adopted on 8th November 2010. Core Strategy policy CS14 regards the conservation of Camden's heritage. It outlines the objective of preserving and enhancing Camden's rich and diverse heritage assets and their settings.

LB Camden Development Policies DPD (2010)

The Camden Council Development Policies DPD was adopted on 8th November 2010.

Policy DP25 from Camden's Development Policies DPD regards conserving Camden's heritage and states that to preserve or enhance the borough's conservation areas and listed buildings, Camden Council will:

“A) Take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;

B) Only permit development within conservation areas that preserve and enhances the character and appearance of the conservation area;

C) Prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;

D) Not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and

E) Preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden's architectural heritage.’

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

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

H) Not permit development that it considers would cause harm to the setting of a listed building.”

Other Material Considerations

Historic England, Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (2015)

This document provides advice on the implementation of historic environment policy in the Framework and the related guidance given in the PPG. For the purposes of this report, the advice includes: assessing the significance of heritage assets; using appropriate expertise; historic environment records; and design and distinctiveness.

It provides a suggested staged approach to decision-making where there may be a potential impact on the historic environment:

1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;
3. Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;
4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;
6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

The document also confirms the importance of design quality and with regard to the historic environment notes that some, or all of the following factors, may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

- The history of the place
- The relationship of the proposal to its specific site
- The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept
- The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size
- The size and density of the proposal related to that of the existing and neighbouring uses

- Landmarks and other built or landscape features which are key to a sense of place
- The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces
- The topography
- Views into, through and from the site and its surroundings
- Landscape design
- The current and historic uses in the area and the urban grain
- The quality of the materials

Historic England, Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets, 2015

Historic England has published guidance with regard to the setting of heritage assets, which provides advice on identifying the contribution made by setting to the significance of a heritage asset and then managing change within the setting of heritage assets.

Historic England: Understanding Place: Conservation Area Designation, Appraisal and Management (2011)

This document sets out a series of conservation principles and guidance regarding the management of conservation areas. It outlines the fundamentals of designation, and, importantly, puts in place processes for character appraisals which may be used to manage development in the area moving forward. It sets an over-arching objective for character appraisals as documents which understand and articulate why the area is special and what elements within the area contribute to this special quality and which don't. Having done this, it outlines an approach.

Camden Planning Guidance SPD, 2011

LB Camden's planning guidance provides further information on the application and implementation of policies contained with the Development Plan. The guidance contained within this document is broadly compliant with the relevant policy framework and best practice outlined in this Appendix and as such is noted here for the sake of completeness only. .

Turley
The Charlotte Building
17 Gresse Street
London
W1T 1QL

T 020 7851 4010

Turley
Heritage