



Built Heritage Statement

**3 Malden Road
Kentish Town
London
NW5 3HS**

Goldcrest Land PLC

March 2016

Author:

David Carruthers BA (Hons), Dip. Arch, MA (Conservation), RIBA, CA

Daryl Page (BA (Hons), MSc

Celia Wignall MA (Oxon)

Approved by:

Jason Clemons BA (Hons), DipUD, MA, MSc, MRTPI, IHBC

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1.0 INTRODUCTION

3 MALDEN ROAD, KENTISH TOWN

This Built Heritage Statement has been prepared by CgMs Consulting on behalf of Goldcrest Land PLC and considers what impact development proposals will have on 'Land to the North of Malden Road', henceforth referred to as 'the Site,' and on the surrounding heritage assets identified.

The full planning application relates to the proposed redevelopment of a former Council-owned brownfield site. The development proposals comprise a new residential building of five-storeys, the top floor of which will have a reduced floor plan and be suitably set back to reduce its overall bulk, scale and massing.

Located within the London Borough of Camden, the Site is approximately 300m west of Kentish Town West railway station, and approximately 300m northeast of Chalk Farm Underground Station. The Site is bounded to the north and west by 1960s high-rise social housing, and to the east by Malden Road; a terrace row exists on the opposite side of Malden Road. While the Site is vacant of built development, it previously had a Victorian terrace similar to this terrace row. All that survives of the former terraces is a cement-rendered, single-storey wall abutting the Fiddler's Elbow Public House immediately to the south. It has been identified on the National Heritage List for England (NHLE) that this public house is Grade II listed.

Aside from the Fiddlers Elbow Public House, a number of designated heritage assets have been identified within the Site's proximity. These include: the Church of St. Silas the Martyr (Grade II*); London Drama Centre (Grade II); Nos. 131-149 Prince of Wales Road (Grade II); Rhyl Primary School and Nursery (Grade II); and the West Kentish Town Conservation Area. The Site itself does not form a designated or a non-designated heritage asset. In accordance with national planning guidance, only the Grade II listed Fiddlers Elbow Public House and the West Kentish Town Conservation Area are considered will be potentially affected by the Site's development proposals. The other identified heritage assets will therefore not be assessed in detail within this report.

Accordingly, a summary of the relevant legislative framework and planning policy and guidance at national, strategic and local levels has been used to inform this report's assessment. This assessment is supported by a historical development of the Site and its surroundings, in addition to assessing what impact the described development proposals will have upon the identified heritage assets.



Figure 1: Aerial view of Malden Road with the Site boundary outlined in red. The black arrow marks View ①, shown in Figure 2 below (Source: Microsoft, 2015, *Bing Maps*, www.bing.com/mapspreview Accessed 26 October 2015).



Figure 2: View ①, marked in Figure 1, looking northwest along Malden Road Site (left); the visible boundary of which is outlined in red.



Figure 3: Location of the Site, indicated by red dot, within the London Borough of Camden.

2.0 LEGISLATIVE AND PLANNING POLICY FRAMEWORK

2.1 LEGISLATION AND NATIONAL PLANNING POLICY

The current policy system identifies, through the National Planning Policy Framework (NPPF), that applications should consider the potential impact of development on Heritage Assets. This term includes both designated heritage assets, which possess a statutory designation (for example listed buildings, conservation areas, and registered parks and gardens), as well as non-designated heritage assets.

Legislation

Where any development may affect designated or non-designated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard for their impact on the historic environment. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990. The relevant legislation in this case extends from Section 16 of the 1990 Act which states that in considering applications for listed building consent, the local planning authority shall have special regard to the desirability of preserving the Listed Building or its setting or any features of special architectural or historic interest which it possesses.

Section 66 further states that special regard must be given by the authority in the exercise of planning functions to the desirability of preserving or enhancing Listed Buildings and their setting. A particularly appropriate example of upholding a S66 is in the case of West Coast Energy's proposal for five wind turbines to be installed within the setting of the Grade I listed Barnwell Manor, Northamptonshire. The National Trust advocated that the proposals would have an adverse impact upon the heritage asset's setting and, reinforced by local opposition, the proposal was rejected by East Northamptonshire District Council in 2010. The developers won an appeal for four turbines, however, this was overturned at the High Court. A subsequent Appeal to overturn the High Court ruling was dismissed in February 2014.

Furthermore, Section 72 of the 1990 Act states that in exercising all planning functions, local planning authorities must have special regard to the desirability of preserving or enhancing Conservation Areas.

National Planning Policy

National Planning Policy Framework (NPPF) published March 2012

The National Planning Policy Framework (NPPF), published on 27 March 2012, is the principal document which sets out the Government's planning policies for England and how these are expected to be applied. It has purposefully been created to provide a framework within which local people and Local Planning Authorities (LPAs) can produce their own distinctive Local and Neighbourhood Plans which reflect the needs and priorities of their communities. The NPPF should therefore be approached as a piece of guidance in drawing up these plans.

When determining Planning Applications the NPPF directs LPAs to apply the presumption in favour of sustainable development; the 'golden thread' which is expected to run through their plan-making and decision-making. It must be noted however that this is expected to apply except where this conflicts with other policies contained within the NPPF, including those relating to the protection of designated heritage assets. (Paragraph 14)

Section 7, 'Requiring Good Design' reinforces the importance of good design in achieving sustainable development, by ensuring the creation of inclusive and high quality places. This section of the NPPF affirms, in paragraph 58, the need for new design to function well and add to the quality of the area in which it is built; establish a strong sense of place; and respond to local character and history, reflecting the built identity of the surrounding area.

Section 12, 'Conserving and Enhancing the Historic Environment', Paragraphs 126-141, relate to developments that have an affect upon the historic environment. These policies provide the framework to which local authorities need to refer when setting out a strategy for the conservation and enjoyment of the historic environment in their Local Plans.

The NPPF advises local authorities to take into account the following points when drawing up strategies for the conservation and enjoyment of the historic environment:

- The desirability of sustaining and enhancing the significance of heritage assets and preserving them in a viable use consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that the conservation of the historic environment can bring;
- The desirability of new development in making a positive contribution to local character and distinctiveness;

- Opportunities to draw on the contribution made by the historic environment to the character of a place.

These considerations should be taken into account when determining planning applications, and in addition, the positive contribution that conservation of heritage assets can make to sustainable communities, including their economic vitality, should be considered.

The guidance contained within Section 12, 'Conserving and enhancing the historic environment', Paragraphs 126-141, relate to the historic environment, and developments which may have an effect upon it. These policies provide the framework to which local authorities need to refer when setting out a strategy for the conservation and enjoyment of the historic environment in their Local Plans.

In order to determine applications for development, Paragraph 128 states that LPAs should require applicants to describe the significance of the heritage assets affected and the contribution made by their setting. The level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance. According to Paragraph 129, LPAs should also identify and assess the significance of an heritage asset that may be affected by a proposal and should take this assessment into account when considering any impact upon the heritage asset.

Paragraphs 132 to 136 consider the impact of a proposed development upon the significance of a heritage asset: Paragraph 132 emphasises the need for proportionality in decision making, and identifies that when a new development is proposed, the weight given to the conservation of a heritage asset should be proportionate to its importance, with greater weight given to those assets of higher importance. Paragraph 134 states that where less than substantial harm is proposed to a designated heritage asset, the harm should be weighed against the public benefits of the proposal, which include securing the asset's viable optimum use.

With regard to Conservation Areas, it is acknowledged in Paragraph 138 of the NPPF that not all aspects of a Conservation Area will necessarily contribute to its significance. This allows some flexibility for sustainable development to take place in or near Conservation Areas, without causing harm to the overall heritage significance of the heritage asset.

2.2 NATIONAL PLANNING POLICY AND GUIDANCE

National Guidance

Planning Practice Guidance (PPG) (DCLG, March 2014)

Guidance has recently been adopted in order to support the NPPF. It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle. It states that conservation is an active process of maintenance and managing change that requires a flexible and thoughtful approach, and further that neglect and decay of heritage assets is best addressed through ensuring that they remain in active use that is consistent with their conservation. Where complete or partial loss of a heritage asset is justified, the aim should then be to capture and record the evidence of the heritage asset's significance, and make the interpretation publically available. If works to a heritage asset include the complete or partial loss of a key element to the heritage asset, these must be identified prior to any harm likely to be caused.

Key elements of the guidance relate to assessing harm. An important consideration should be whether the proposed works adversely affect a key element of the heritage asset's special architectural or historic merit. It is the degree of harm rather than the scale of development that is to be assessed. Substantial harm is stated to be a high test, so it may not arise in many cases. Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the NPPF.

Harm may arise from works to the heritage asset or from development within its setting. *Setting* is stated to include the surroundings in which a heritage asset is experienced, and may be more extensive than its curtilage. A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Conservation Principles, Policies and Guidance (English Heritage, 2008)

Conservation Principles outlines English Heritage's approach to the sustainable management of the historic environment. While primarily intended to ensure consistency in English Heritage's own advice and guidance through the planning process, the document is commended to local authorities to ensure that all decisions about change affecting the historic environment are informed and sustainable.

This document was published in line with the philosophy of PPS5, yet remains relevant with that of the current policy regime in the emphasis placed upon the importance of understanding significance as a means to properly assess the effects of change to heritage assets. The guidance describes a range of heritage values which enable the significance of assets to be established systematically, with the four main 'heritage values' being: evidential, historical, aesthetic and communal. The Principles emphasise that 'considered change offers the potential to enhance and add value to places...it is the means by which each generation aspires to enrich the historic environment' (Paragraph 25).

Overview: Historic Environment Good Practice Advice in Planning

The PPS5 Practice Guide was withdrawn on 25 March 2015 and has been replaced with three separate Good Practice Advice in Planning Notes (GPA's) published by English Heritage (now Historic England). Historic Environment *Good Practice Advice in Planning Note 1 (GPA1): The Historic Environment in Local Plans* provides guidance to local planning authorities to help them make well informed and effective local plans. This was published on 25 March 2015. *Good Practice Advice in Planning Note 2 (GPA2): Managing Significance in Decision-Making* was published on 27 March 2015. This document includes technical advice on the repair and restoration of historic buildings and alterations to heritage assets to guide local planning authorities, owners and practitioners and other interested parties. Published on the 25 March 2015, *Good Practice Advice in Planning Note 3 (GPA 3): The Setting of Heritage Assets* replaces English Heritage's previous guidance which was published in 2011. The Good Practice Advice in Planning Notes are intended to assist councils, owners, applicants and practitioners implement the historic environment policies in the NPPF and the related guidance in the Planning Practice Guidance.

In accordance with the NPPF, the first three adopted GPA's emphasise that the information and assessment work required in support of plan-making, heritage protection, applications for planning permission and listed building

consent should be proportionate to the significance of the heritage assets affected and the impact on the significance of those heritage assets.

At present, there are some gaps in the guidance formally provided by PPS5 Practice Guide. It is hoped that these gaps will be filled by the emerging *Good Practice Advice in Planning: Note 4: Enabling Development and Heritage Assets*, and the two Historic Environment Advice Notes entitled *Conservation Area Designation, Appraisal and Management (HEA 1)* and *Making Changes to Heritage Assets (HEA 2)*, for which the consultation process finished on 17 April 2015. If, as predicted, these documents are adopted in 2015, the resultant suite of advice notes will completely replace the guidance set out in the former PPS5 document. Each of the aforementioned documents are detailed further beneath.

Historic Environment Good Practice Advice in Planning: Note 1 (GPA1): The Historic Environment in Local Plans

This advice note focuses on the importance of identifying heritage policies within Local Plans. The advice stresses the importance of formulating Local Plans that are based on up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area, including the historic environment, as set out by the NPPF. The document provides advice on how information about the local historic environment can be gathered, emphasising the importance of not only setting out known sites, but in understanding their value (i.e. significance). This evidence should be used to define a positive strategy for the historic environment and the formulation of a plan for the maintenance and use of heritage assets and for the delivery of development including within their setting that will afford appropriate protection for the assets) and make a positive contribution to local character and distinctiveness.

The document gives advice on how the heritage policies within Local Plans should identify areas that are inappropriate for development as well as defining specific Development Management Policies for the historic environment. It also suggests that a heritage Supplementary Planning Document (SPD) in line with Paragraph 153 of the NPPF can be a useful tool to amplify and elaborate on the delivery of the positive heritage strategy in the Local Plan.

2.2 NATIONAL PLANNING POLICY AND GUIDANCE

Historic Environment Good Practice Advice in Planning: Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment

This document provides advice on numerous ways in which decision-taking in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to its significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged. The advice suggests a structured staged approach to the assembly and analysis of relevant information and is as follows:

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 NPPF;
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; and
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 advice reiterates that heritage assets may be affected by direct physical change or by change in their setting. Assessment of the nature, extent and importance of the significance of a heritage asset and the contribution of its setting at an early stage can assist the planning process in informed decision-taking. The document sets out the recommended steps for assessing significance and the impact of development proposals upon it, including examining the asset and its setting and analysing local policies and information sources. In assessing the impact of a development proposal on the significance of a heritage asset the document emphasises that the cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger

scale change. Crucially, the nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be necessary.

Historic Environment Good Practice Advice in Planning: Note 3 (GPA3): The Setting of Heritage Assets

This advice note focuses on the management of change within the setting of heritage assets. This document is an update to guidance previously published by English Heritage *The Setting of Heritage Assets* (2011) in order to ensure that it is fully compliant with the NPPF and is designed to aid practitioners with the implementation of national policies and guidance relating to the historic environment found within the NPPF and PPG. The guidance is largely a continuation of the philosophy and approach of the 2011 document and does not present a divergence in either the definition of setting or the way in which it should be assessed.

As with the NPPF the document defines setting as ‘the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve’. Setting is also described as being a separate term to curtilage, character and context. The guidance emphasises that setting is not a heritage asset nor a heritage designation and that its importance lies in what it contributes to the significance of the heritage asset. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of a heritage asset, the way in which a heritage asset is experienced, can also be affected by other environmental factors including noise, vibration and odour, while setting may also incorporate perceptual and associational attributes pertaining to the heritage asset’s surroundings.

This document provides guidance on practical and proportionate decision making with regard to the management of proposed development and the setting of heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, further weighing up the potential public benefits associated with the proposals. It is further stated that changes

within the setting of a heritage asset may have positive or neutral effects. It is stated that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting and that different heritage assets may have different abilities to accommodate change within their settings without harming the significance of the asset and therefore setting should be assessed on a case-by-case basis. Although not prescriptive in setting out how this assessment should be carried out, noting that any approach should be demonstrably compliant with legislation, national policies and objectives, Historic England recommend using the ‘5-step process’ in order to assess the potential effects of a proposed development on the setting and significance of a heritage asset, with this 5-step process continued from the 2011 guidance:

1. Identification of heritage assets which are likely to be affected by proposals;
2. Assessment of whether and what contribution the setting makes to the significance of a heritage asset;
3. Assessing the effects of proposed development on the significance of a heritage asset;
4. Maximising enhancement and reduction of harm on the setting of heritage assets; and
5. The final decision about the acceptability of proposals.

The guidance reiterates the NPPF in stating that where developments affecting the setting results in ‘substantial’ harm to a heritage asset’s significance, this harm can only be justified if the developments delivers substantial public benefit and that there is no other alternative (i.e. redesign or relocation).

2.3 STRATEGIC AND LOCAL PLANNING POLICY AND GUIDANCE

Strategic Policy

The London Plan: The Spatial Development Strategy for London Consolidated with Alterations since 2011 (Greater London Authority (GLA), March 2015)

On 10 March 2015, the Mayor of London published adopted *The London Plan: The Spatial Development Strategy for London Consolidated with Alterations since 2011*. From this date, the policies set out in this document are operative as formal alterations to the London Plan the Mayor's spatial development strategy and form part of the development plan for Greater London. In particular, the document encourages the enhancement of the historic environment and looks favourably upon developments which seek to maintain the setting of heritage assets.

Policy 7.8 *Heritage Assets and Archaeology* seeks to record, maintain and protect the city's heritage assets in order to utilise their potential within the community. Revisions in the October 2013 edition include amendment and split to Paragraph 7.31 of this policy. Essentially, the revised policy requires that developments which have an effect upon heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy 7.4 *Local Character* requires new developments to have regard to the local architectural character in terms of form, massing, function and orientation. This is supported by Policy 7.8 in requiring local authorities in their LDF policies, to seek to maintain and enhance the contribution of built, landscaped and buried heritage to London's environmental quality, cultural identity and economy, as part of managing London's ability to accommodate change and regeneration.

Policy 7.9 *Heritage Led Regeneration* advises that regeneration schemes should 'identify and make use of heritage assets and reinforce the qualities that make them significant'. It is recognised that heritage assets should be put to a use suitable for their conservation and role within sustainable communities and that successful schemes can help stimulate environmental, economic and community regeneration.

Local Policy

Camden Core Strategy 2010-2025 (Camden Council, 2010)

The Local Development Framework (LDF) is a group of documents setting out planning strategy and policies in the London Borough of Camden. The principle LDF document is the Core Strategy, which sets out key elements of the Council's planning vision and strategy for the borough and contains strategic policies. The following Core Strategy policies relate to development concerning the historic environment in the borough:

Policy CS14 *Promoting high quality places and conserving our heritage* seeks to ensure that places and buildings are attractive, safe and accessible by: requiring development of the highest standard of design that respects local context and character; preserving and enhancing Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens; promoting high quality landscaping and works to streets and public spaces; seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible; protecting important local views.

Camden Development Policies 2010-2025 (Camden Council, November 2010)

As part of Camden Council's LDF, Development Policies 2010-2025 set out detailed planning criteria that are used to determine applications for planning permission in the borough. Policies pertinent to the historic environment include the following and are to be read in conjunction with the Core Strategy document:

DP24 *Securing high quality design* states that the Council require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect proposals to consider: the local character, setting, context and the form and scale of neighbouring buildings; the quality of materials to be used; the provision of visually interesting frontages at street level; the appropriate location for building services; the provision of appropriate hard and soft landscaping including boundary treatments; the provision of appropriate amenity space; and accessibility.

DP25 *Conserving Camden's heritage* emphasises that where development is proposed within a conservation area the Council will: take account of

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

With regard to the setting of Listed buildings this policy states that the Council will not permit development that it considers would cause harm to the setting of Listed buildings. Additionally, the Council will seek to protect other designated or undesignated heritage assets including: Parks and Gardens of Special Historic Interest and London Squares.

Local Guidance

CPG 1 Design (Camden Council, adopted April 2011, amended September 2013)

To support the policies of Camden's LDF, Camden Planning Guidance (CPG) forms a Supplementary Planning Guidance document (SPG), an additional "material consideration" in planning decisions, which is consistent with the adopted Core Strategy and the Development Policies. Following statutory consultation the Camden Planning Guidance documents (CPG1 to CPG8) replace Camden Planning Guidance 2006.

The Council formally adopted CPG1 *Design* on 6 April 2011, which was subsequently updated on 4 September 2013 following statutory consultation to include Section 12 on artworks, statues and memorials. This guidance applies to all applications that may affect any element of the historic environment and therefore may require planning permission, or conservation area or listed building consent.

With regard to development proposals within, or affecting the setting of, conservation areas in the Borough, Camden Council will

2.3 STRATEGIC AND LOCAL PLANNING POLICY AND GUIDANCE

only grant permission that preserves and enhances the character and appearance of the area. When determining an application, guidance on such matters are set out in the Core Strategy policy CS14 and Development Policy DP24, as well as that in conservation area statements, appraisals and management plans. Totally or substantially demolishing a building or structure in a conservation area is deemed a criminal offence without first getting consent from the Council. Also, demolition would not normally be allowed without substantial justification, in accordance with criteria set out in the NPPF.

West Kentish Town Conservation Area Statement (Camden Council, September 2005)

The aim of this Statement is to provide a clear indication of the Council's approach to the preservation and enhancement of the West Kentish Town Conservation Area.

This Statement is for the use of local residents, community groups, businesses, property owners, architects and developers as an aid to the formulation and design of development proposals and change in this area. Accordingly, this Statement will be used by the Council in the assessment of all development proposals.

This Statement describes the character of the area, provides an outline of the key issues and identifies development pressures that are currently a cause for concern.

3.0 ARCHITECTURAL AND HISTORICAL APPRAISAL

3.1 HISTORICAL DEVELOPMENT: MALDEN ROAD

Within what is today the London Borough of Camden historically included the manors of *Tothel* (Tottenham Court), Rugmere, St Pancras, Hampstead, and Holborn, in addition to small hamlets. Kentish Town was first recorded as a settlement in 1208, named *Ken-tisston*, meaning ditch or bed of a waterway. The settlement was located along the River Fleet, which flowed through the area before being dammed to create the Hampstead and Highgate Ponds. This river was successively enclosed as an underground sewer from the eighteenth century.

Kentish Town was a notable hamlet by 1456 and, from the eighteenth century, became a popular rural location for day trips north from the City (Figure 4). A large number of public houses, inns, and other recreational facilities for the early modern day tripper had consequently been established by this time. In the early-nineteenth century, Kentish Town remained predominately rural, as development was limited to the rural centres and along the main roads (Figure 5). However, the development and expansion of London began to encroach soon after, yet remained limited north of Regents Canal until the building boom in the 1840s and 1850s. This was primarily stimulated by the arrival of the railways in the area from 1837.



Figure 4: The road to Camden from London, c.1740 (British History Online, Survey of London, *Plate 7: The Mother Red Caps, c. 1740 and 1820*, www.british-history.ac.uk/survey-london Accessed 26 October 2015).

The development of Kentish Town as a residential suburb began in the 1840s. A lithograph plan of the Haverstock Hill and Kentish Town Estates, produced for the sale at auction of Lord Southampton's estate in 1840, indicates the proposed road and housing development to occur in Kentish Town. By 1850, the area between Kentish Town Road and Chalk Farm Road was entirely laid out. Little then changed until the mid-20th century when the area had acquired a very poor reputation and a programme of slum clearance and redevelopment was carried out. Gillian Tindall, author of a history of Kentish Town, writes of the programme::

"Among the generation of planners who entered the profession after the War, 'comprehensive redevelopment' was considered for ideological reasons, the only proper approach."

A comparison of figure 13 and 14 showing the area in 1953-4 and 1970 show the truth in the phrase 'comprehensive redevelopment', far outweighing any wartime bomb damage. The area has since experienced total regeneration and is now a prosperous and popular centre within London.



Figure 5: 1st series Ordnance Survey, 1805. The approximate location of Kentish Town circled in red (Source: GB Historical GIS/University of Portsmouth, Camden Middlesex, *A Vision of Britain through Time*, www.visionofbritain.org.uk/place/1347 Accessed 26 October 2015).

The Site

The Site was not yet developed in 1840, when Lord Southampton's estate was auctioned. Lithographs drawn up for the event show suggested building layouts in the lots up for auction, along 'Intended' roads (Figure 6). While the road network as drawn closely resembles that which came to be constructed, the building layout showing large, semi-detached villa style properties was scrapped and replaced with higher density terraced development.

Whitbread's 1853 Plan of London shows the Fiddler's Elbow in place, but without buildings adjoining it either along Prince of Wales Road or Malden Road (Figure 7). Dower's Guide of 1862 shows that the Site was by this date built upon, putting the original development date of the Site in approximately the 1850s (Figure 8).

The historic map progression in Section 3.2 of this report shows that the plots comprising the Site were terraced properties in the style and plan form typically employed in the mid-nineteenth century housing construction. A closet wing to the rear and small gardens of these terrace properties decreased in size closer towards the Public House due to the acute angle of the road junction (Figures 10-13).



Figure 6: 1840, proposed plan for Lord Southampton's estate. Approximate location of the Site is circled in red (Source: The British Library Board, Crace Collection of Maps of London, 2009, www.bl.uk/onlinegallery/ Accessed 26 October 2015).

3.1 HISTORICAL DEVELOPMENT: MALDEN ROAD

The Site itself is occupied by about three and a half terraced properties. Due to later changes to surrounding development, the Site's plot boundaries no longer match those of the terrace properties.

There are two historical photographs of the adjacent public house from the 1880s and 1901, which also show the front elevations of the terrace row along Malden Road, including those properties that formerly occupied the Site's boundary (Figures 18 & 19). They were originally intended as residential properties, and seem to have still had exclusively this purpose in the 1880s. By 1901, their use is less conclusive; it may be that, like many similar properties, the ground floor was converted into retail use by this time. Goad Insurance Plans for the local area reveal this to be common by the turn of the twentieth century.

Charles Booth's Poverty Map of 1898 shows the occupants of the properties on the Site were labelled as: 'Fairly comfortable. Good ordinary earnings'. This was in line with most of the surrounding area. The local area evidently slipped into decline thereafter, undergoing a programme of slum clearance after the Second World War (Figure 9). This suggests that the terrace properties had

become squalid and unfit for habitation; with the occupants no longer 'fairly comfortable' the reason for their demolition.

Very little changed at the Site or its surroundings between the end of the nineteenth century and the Second World War. During the war the buildings on the Site actually sustained no bomb damage, despite the total destruction (presumably a direct hit) of properties nearby along Prince of Wales Road (Figure 12). Other nearby properties were also badly damaged. By 1953, these bomb damaged properties had been replaced by Shipton House, a large multi-storey residential block (Figure 13).

Between 1954 and 1970 the properties on the Site, and along much of the west side of Malden Road, were removed as part of the extensive programme of slum clearances in the area. In 1970, Leysdown, the large multi-storey residential block to the north of the Site, appears to be under construction, but remains in outline only and is not yet named (Figure 14).

Through comparison with Figure 15, it can be seen that the situation in 1970 has remained relatively unchanged to the present day. The location of the Leysdown building left substantial gaps in the street frontage, including the 'missing tooth' brownfield site which is now the Site. The damage done to the streetscape is emphasised by the survival of the terrace along the east side of Malden Road. To the west side the building

line no longer follows the line of Malden Road, and there is scope for improvement works to enhance the streetscape and Conservation Area.

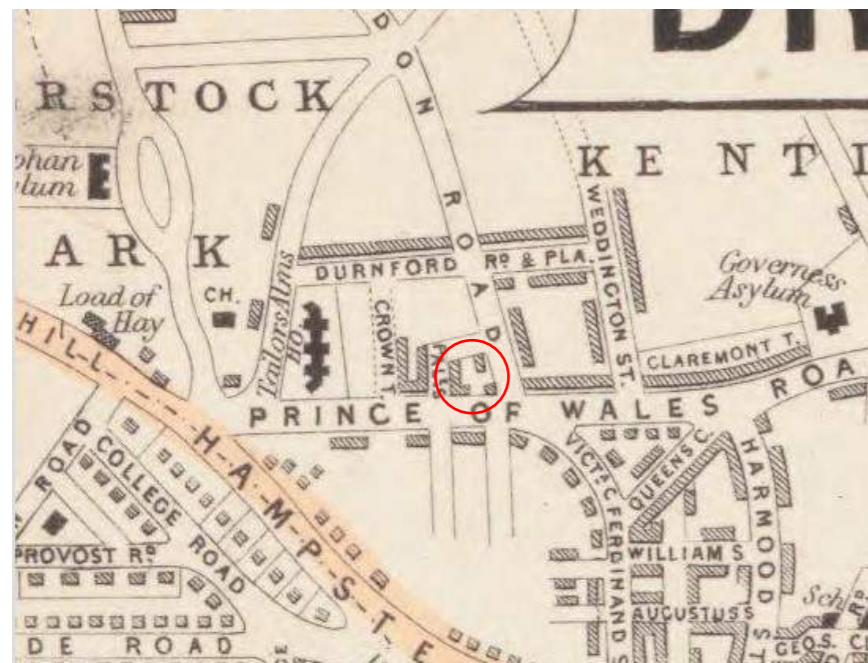


Figure 7: 1853 Whitbread's Plan of London.



Figure 8: 1862, John Dower Guide, for the Illustrated London News.



Figure 9: Photograph taken during 1950s-60s showing the slum clearances of Kentish Town.

3.2 HISTORICAL MAP PROGRESSION

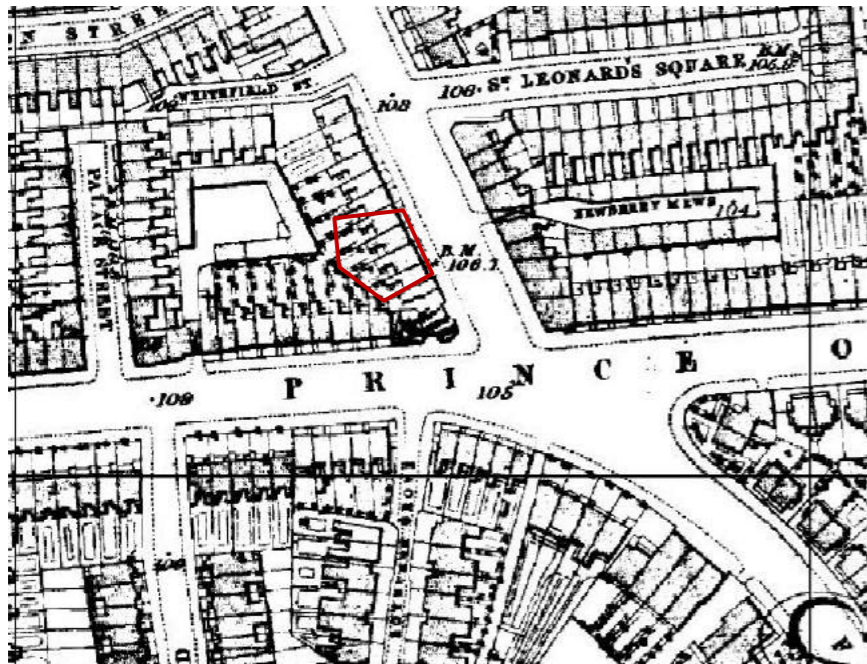


Figure 10: 1875 OS Map.



Figure 12: 1939-1945 Bomb Map. Yellow shows 'minor blast damage', with darker colours showing more severe damage to black 'total destruction'.



Figure 14: 1970 OS Map.



Figure 11: 1896 OS Map.



Figure 13: 1953-1954 OS Map.



Figure 15: 2015 OS Map (Source: Historic England, 2015).

4.0 ASSESSMENT OF SITE AND HERITAGE ASSETS

4.1 SITE ASSESSEMENT

The Site lies just north of the junction of Malden Road (orientated north-south), and Prince of Wales Road (orientated east-west), approximately 300m northeast of Chalk Farm Underground station and 300m west of Kentish Town West railway station.

The Site is a former Council-owned brownfield site and is bounded to the south by the Grade II listed Fiddler's Elbow Public House. To the east is Malden Road and to the north and west are 1960s high-rise social housing (Leysdown Building). From the historic map progression in Section 3.2 of this report, it has been found that the Site was occupied by three Victorian terraces, as well as part of a fourth terrace, which formerly comprised this side of Malden Road. It is likely that these terraces were similar to those surviving on the opposite side of the road. Today, all that survives is a cement-rendered, single-storey wall that abuts the Fiddler's Elbow public house.

The Fiddler's Elbow public house is considered to positively contribute to the adjacent West Kentish Town Conservation Area by stylistically reflecting the building materials employed in the adjacent terraces, whilst being a unique and attractive corner landmark. Its setting, however, has been arguably eroded by the loss of its historic context through the demolition of the adjacent buildings that were formerly on the Site. In fact, the *West Kentish Town Conservation Area Appraisal*, describes the Site as being 'isolated'. This is indeed the case; the large six-storey structures of the Leysdown Building, located immediately to the west and north, dominate and overlook the Site. There is nothing on this side of the road that contributes positively to the listed building's setting.

The development Site is seen as having a negative impact on the character and appearance of the Conservation Area's wider setting. The Site has a run down appearance, constructed solely of tarmac enclosed by a timber hoarding. The lack of any standing structures on this site also has a detrimental impact upon the setting of the listed public house and views into and out of the Conservation Area. Views looking north from Malden Crescent for example, show the listed building's isolated nature, and its uncomfortable relationship with the much larger, unattractive, Leysdown Building.

Long views from the north towards the Site and looking south along Malden Road reveal the flank wall of the pub and the rendered remains of the previous terrace. The visibility of these elements detracts from the clearly dominant and impressive principal façade of the public house. The original 'framing' when viewed from the



Figure 16: View South along Malden Road in the direction of the Site.



Figure 17: View South from within the Site toward the Fiddler's Elbow.

north has subsequently been lost through the demolition of the Victorian terrace that once sat on the development site.

The significance of this part of the Conservation Area's setting is found in its surviving attractive terraces and the listed corner pub. This significance is marred by the twentieth century residential blocks that have no relationship to the character and appearance of the Victorian built form.

4.2 ASSESSMENT OF HERITAGE ASSETS: STATUTORILY LISTED BUILDINGS

While it has been identified that there are five statutorily listed buildings that lie proximate to the Site, many of these are considered will be unaffected by development proposals as they have no visual or historical relationship with the Site. Critically, there will be no impact upon the Grade II* Church of St. Silas the Martyr's setting due to the density of 1960s high-rises. As such, the following assessment takes into account the significance of the Grade II listed Fiddler's Elbow Public House, which abuts the Site's southern boundary and the only statutorily listed building to be directly affected by development proposals.

The Fiddler's Elbow Public House

In Sections 3.1 & 3.2 of this report, it has been shown that the Grade II listed public house was built sometime between 1840 and 1853 and was built separately to the terrace row which once existed on either side of Malden Road. The public house formerly adjoined its original neighbours at ground floor only, with the chamfered corner development rising to second floor level.

It is also apparent that the ancillary door to the single-storey extension was not contemporaneous with the public house's construction in the 1840s, but rather with built alongside the Malden Road terrace development a decade later. As such, this part of the building is considered to be of lesser significance; evidently built to a poorer quality, and possesses no intrinsic architectural interest since it does not harmonise with the overall building.

The public house was originally named the 'Mother Shipton', with a mural of the legendary sixteenth century English prophetess once visible on the building's frontage. The public house has had a theatre licence since 1854 and became a music venue in the 1970s before changing its name to the 'Fiddler's Elbow' in the 1990s.

It has undergone substantial internal alteration, and some relatively superficial external alteration (Figures 20-21). Its original setting was as the fulcrum to the convergence of Malden Road and Prince of Wales Road but demolition and later development has compromised this in relation to the Site. In line with many Victorian developments the pub was the focus in the street scene at the corner where two roads converge. Due to its open nature, the Site is considered to detract from this historic streetscene and there is an opportunity for new development to reintroduce something of the original character.



Figure 18: Photograph of the Mother Shipton Public House, Malden Road, Kentish Town, 1880s. The approximate location of the Site is highlighted in red, which was previously occupied by Victorian terraces. (Source: Camden Local Studies and Archives Centre). Note that both terrace ends feature blind walls facing onto the pub.



Figure 19: Photograph of the Mother Shipton Public House, Malden Road, Kentish Town, 1901. The approximate location of the Site is highlighted in red, which was previously occupied by Victorian terraces (Source: Pub History, 2015, *Mother Shipton Tavern, Prince Of Wales Road, Kentish Town*, <http://pubshistory.com/>. Accessed 26 October 2015).



Figure 20: View looking north in the direction of the Site from Prince of Wales Road which shows that the Victorian terraces on the western side of Malden Road have been demolished (Source: Google Maps, Instant Street View, 2015, <https://www.instantstreetview.com> Accessed 27 October 2015).



Figure 21: Exterior of The Fiddler's Elbow, 2009 (Source: Pub History, 2015, *Mother Shipton Tavern, Prince Of Wales Road, Kentish Town*, <http://pubshistory.com/> Accessed 26 October 2015).

4.3 CONSERVATION AREAS

West Kentish Town Conservation Area

The West Kentish Town Conservation Area was designated on 20 September 2005 with its associated Conservation Area Appraisal and Management Strategy adopted on the same date.

This designated heritage asset is primarily characterised by long terrace rows of well-detailed, mid-nineteenth century housing. Breaking up this continuity are occasional civic and ecclesiastical buildings, including the Evangelical Church in Bassett Street and the Rhyl Street Primary School. The area adjacent to the Site features the Grade II Public House to the south and more terrace properties with ground floor shops to the east. Nos. 2-22 Malden Road that lie opposite the Site are identified within the Conservation Area Appraisal as being buildings of merit. The public house is the only building included within the Conservation Area on the west side of the road, thereby reflecting its coherent character with the rest of the Conservation Area. This is in contrast to the modern twentieth century structures adjacent to it, which comprise high-rise social housing, and other modern development found outside of the Conservation Area boundary.

The Site is considered a negative aspect of the Conservation Area's immediate setting due to its run down and undeveloped appearance, consisting of concrete hardstanding enclosed by timber hoarding. The lack of any standing structures on the Site also has a detrimental impact upon the setting of the statutorily listed public house, as well as views into and out of the Conservation Area. In particular, views looking north from Malden Crescent show the public house as an isolated development, materialised as an uncomfortable relationship with the much more dominant, and unattractive, high-rise Leysdown Building located behind.

The primary significance of this part of the Conservation Area is partially defined by its surviving attractive terraces and the listed corner pub; its immediate setting, however, is marred by the open nature of the Site and the twentieth century residential high-rise, which have no relationship to the overall character and appearance of the Victorian built form. Such modern development is considered to have a negative impact on the Conservation Area's significance.

At present the Site, as part of the Conservation Area's setting, makes a negative contribution to its significance. As such, there is the potential opportunity under the Site's development proposals to better reveal the significance of the designated heritage asset.

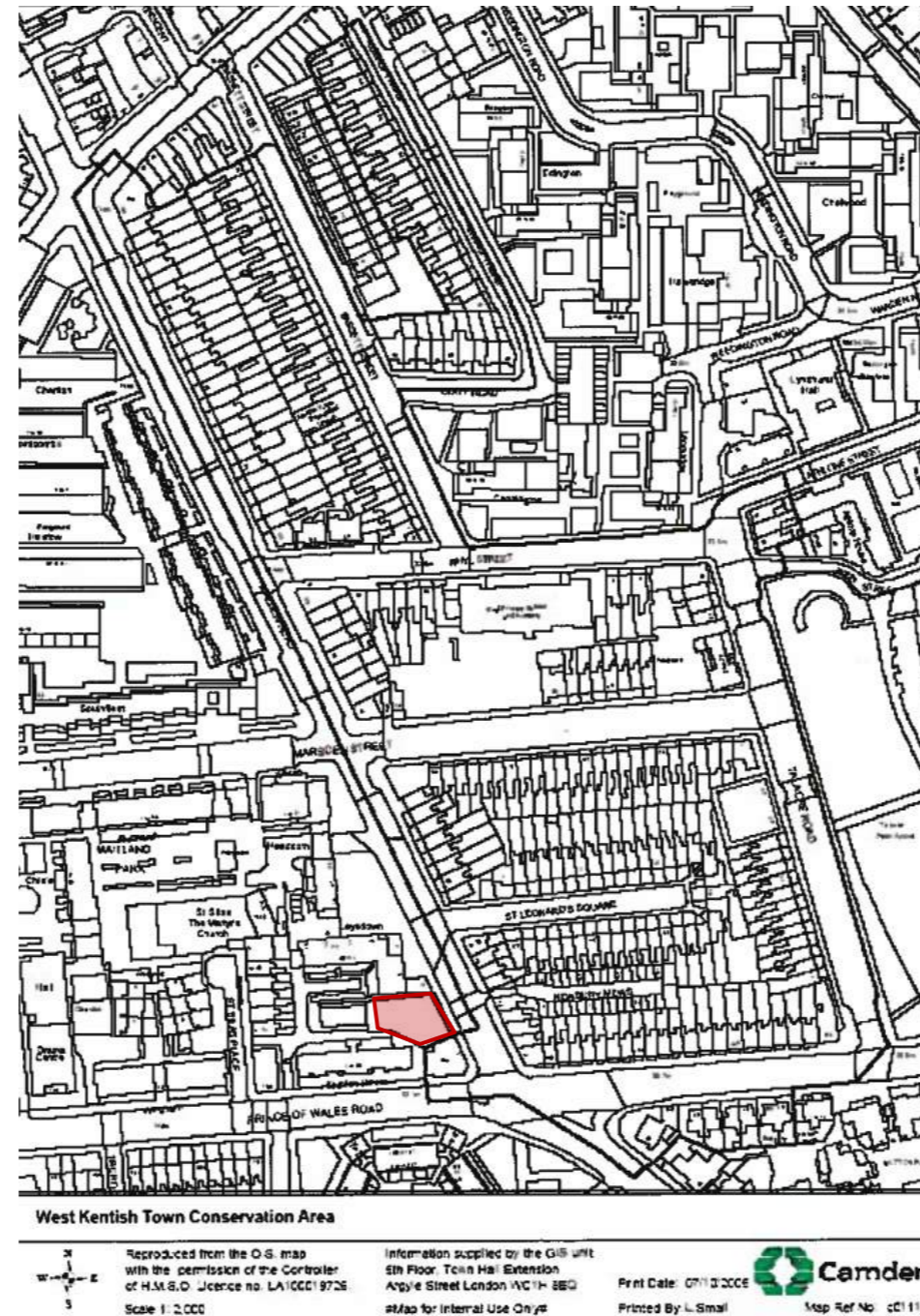


Figure 22: West Kentish Town Conservation Area Map with the Site boundary outlined and filled in red (Camden Council, *West Kentish Town Conservation Area Appraisal and Management Strategy*, March 2011).

5.0 DEVELOPMENT PROPOSALS AND ASSESSMENT OF IMPACT

The redevelopment of the Site will consist of a residential development comprising nine units over five-storeys, with the top floor set back. The materials of the new development will suitably reflect its contemporary nature whilst responding to the traditional colour palette of materials within the area.

The current open and dilapidated appearance of the Site has led to an unattractive gateway into the West Kentish Town Conservation Area and detracts from the setting of the Grade II listed Fiddler's Elbow Public House. The Site therefore provides an opportunity to enhance the significance of the statutorily listed building and the Conservation Area by improving their respective settings.

Redevelopment of the Site and the design of the development proposals will significantly enhance the setting, and consequently the character and appearance, of the Conservation Area, as well as the local townscape quality of this part of Malden Road. In addition, the development proposals will introduce new, high quality residential accommodation for the area with an active street frontage onto Malden Road. These development proposals will be of a high quality design that sympathetically responds to the Classical proportions of the adjacent properties.

The form, scale and massing of development also reinforces local distinctiveness and streetscape. This has been sensitively designed to reference, in a modern interpretation, the built form of the Victorian terrace opposite, and the terrace row formerly on this Site, whilst also responding to the form of the adjacent listed public house. The decision was taken not to replicate a Victorian style but to develop a high quality modern aesthetic that respects the Victorian streetscape in its detail, scale and massing and demonstrates the very best of twenty-first century architecture; presenting a strong ground floor base for commercial operations while stepping back the single storey 'attic' level.

It is proposed that the general height of the Malden Road elevation is similar to the adjacent public house and the Victorian terrace opposite, restoring a sense of the form of the original street scene and its historical vertical and horizontal emphasis. In order to provide some transmission in scales and to respond to the modern twentieth century blocks, the development proposals have been appropriately designed so that it re-establishes both a vertical and horizontal emphasis to the street scene which the former historic



Figure 23: East elevation along Malden Road showing relationship of proposed building to the Fiddler's Elbow Public House. Critically, there will be minimal intervention to the southern Site boundary; limited to the ground floor only and adjoining a later extension of the statutorily listed building. This elevation reintroduces a verticality and rhythm to the streetscene as

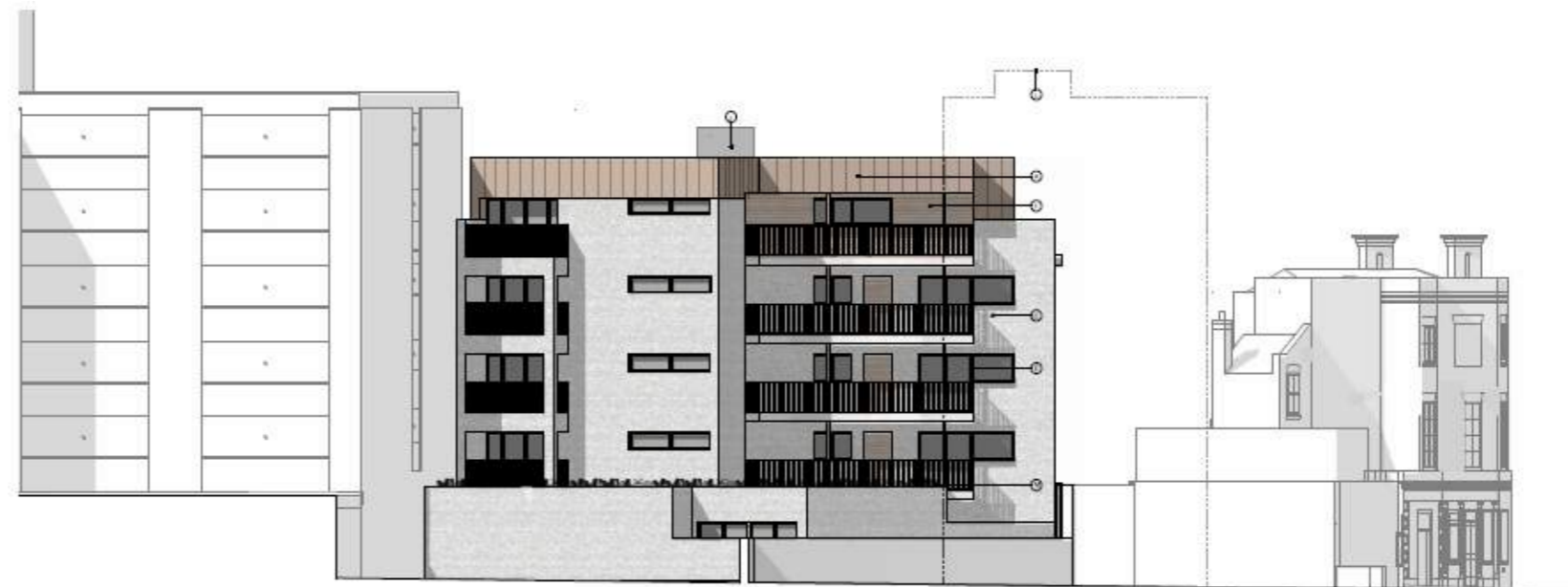


Figure 24: View looking northwest towards Site's development proposals on Malden Road (Source: John Pardey Architects, December 2015).

5.0 DEVELOPMENT PROPOSALS AND ASSESSMENT OF IMPACT

terrace row provided. This is deemed to be particularly successful when viewing the development proposals along Malden Road, achieved through generous 3m floor-to-ceiling height windows with metal work Juliette balconies. Such features help to break up the elevation into three/four bays and thereby present regular, vertical proportions. The use of horizontal banding at third floor level is a historical reference to the former terrace row height in addition to the continuation of a cornice element to complement the listed public house's existing features.

Also, the recessed ground floor, which emphasises a solid base to the overall development, features railings, thereby reflecting the historical terrace row previously existing on this part of Malden Road.

The detailed design takes cues from the proportions of the Victorian fenestration pattern opposite whilst exhibiting the same verticality and rhythm of bay widths. The dominant string course and parapet of the pub at first floor level has also been used as a tool within the proposed design to provide greater synergy in the street scene. The use of materials and detailing has been carefully considered to reflect the Site's context and to emphasise elements such as the importance of the ground floor and the subservient nature of the upper floors, which correspondingly conform to the historical terrace row formerly located on the Site.

The design process has responded with a proposal that is considered to, not only enhance the character and appearance of the Conservation Area, but also to improve the setting and consequently the significance of the grade II listed public house. The proposals will not dominate the listed building but will once again help integrate the Fiddler's Elbow into the street scene. Particular care has been taken to ensure that the new building takes its design cues from the surrounding historic environment, while still retaining an ultimately contemporary feel, to allow it to read as an entirely honest addition to the site. To reiterate the building's facade has a vertical emphasis, window proportions and a fenestration pattern that reflects the style of the traditional building in the surrounding streetscape.

Paragraph 137 of the NPPF recognises that not all elements of Conservation Areas will contribute to significance and, where elements do not positively contribute, the desirability of enhancing



Figure 25: View looking northwest towards Site's development proposals on Malden Road.



Figure 26: View looking southwest along Malden Road towards the Site's development proposals.

or better revealing significant features through new development should be taken into account. Although just outside the Conservation Area boundary, the low heritage interest of the vacant Site and its negative contribution to the setting of the Conservation Area provides an opportunity to better reveal the significance of the adjacent heritage asset.

The development ensures the enhancement of streetscape views of the Grade II listed Fiddler's Elbow immediately adjacent to the Site. The current vacant nature of the Site also has a detrimental impact on the setting and consequently the significance of this adjacent listed building.

In terms of the bulk and massing of the scheme, considerable care has been taken to assess the nature and character of the surrounding area, in order to ensure that the new development fits comfortably into the surrounding environment. The elevations provided demonstrate that the height of the development proposals is, in heritage and townscape terms, of an entirely appropriate scale and massing; providing an attractive continued link along Malden Road and ensuring that it ultimately appears as a suitably scaled addition to the local area in views from the surrounding streetscene. Furthermore, presenting a blind wall to the pub conforms to the massing of the former terrace end blind wall, historically located on the Site.

Great care has therefore been taken to meet the dual requirement of ensuring the new build element is respectful of the statutorily listed building's setting whilst also providing an enhancement to the streetscene in the Conservation Area's immediate setting.

6.0 CONCLUSION

As has been discussed the existing Site detracts from the character and appearance of the Conservation Area's setting. In addition the significance of the listed public house is reduced due to the Site's negative impact on its setting. Historic map regression and photographs have shown that there were previously Victorian terraced housing on the site similar to that surviving on the east side of Malden Road. The setting of the heritage assets was completely altered in the mid-twentieth century by the demolition of these terraces and the introduction of high-rise social housing, leaving the public house appearing somewhat isolated on the prominent corner of Malden Road and Prince of Wales Road.

The design rationale as proposed has carefully considered these issues and will consequently not only enhance the character and appearance of the Conservation Area, but also improve the setting and consequently the significance of the Grade II listed public house.

It is proposed that the general height of the Malden Road elevation will be similar to the public house and the Victorian terrace row opposite, thereby restoring a sense of the street scene's original built form. In order to provide some transition in scales and to respond to the modern twentieth century blocks behind the development proposals have been appropriately designed so that it corresponds between the historically referenced Malden Road frontage, and the higher built form of the Leysdown Building. This is deemed to be particularly successful when viewing the development proposals from the north along Malden Road, where the lift shaft of the Leysdown Building steps down to its main roof level.

Critically, the development proposals will not affect any significant views of the statutorily listed public house or the Conservation Area. The development proposals will in fact enhance views into the Conservation Area from the south by removing detracting views of the Site, in addition to the unattractive elevation of the Leysdown Building further north. In addition, views looking south will be greatly enhanced as they will reduce visibility of the unsightly remnant of the Victorian flank wall and the side elevation of the public house. The proposed massing and built form of the development proposals will consequently draw the eye once again to the attractive corner built form of the public house, thereby restoring and enhancing views into and out of the Conservation Area.

It has been found that the form and run-down appearance of the existing Site has a negative effect upon the setting of the listed building and the Conservation Area. The lack of development on the Site has resulted in the adjacent Grade II listed Public House appearing isolated on such a prominent corner, which, historically, was not the case as shown in the historical photographs of this building. The openness of the Site results in clear views towards the Leysdown Building, which, due to its design, layout and scale, is considered to have a detrimental impact on the listed building's significance and the character and appearance of the Conservation Area.

The Site provides an opportunity to enhance the significance of the listed building and the Conservation Area by improving their setting. The development proposals have been sensitively designed to reference the built form of the Victorian terrace opposite whilst responding to the form of the adjacent listed public house. The decision was taken not to replicate the Victorian style but to develop a high quality modern design, that respects the Victorian streetscape in its detail, scale and massing and demonstrates the very best twenty-first century architecture. The detailed design takes cues from the proportions of the Victorian terrace fenestration whilst exhibiting the same verticality and rhythm. The dominant string course of the public house at first floor level has also been used as a design tool within the development proposals in order to provide greater synergy in the street scene. The suite of materials and detailing has also been carefully considered to reflect the Site's context and to emphasise certain architectural elements, such as the importance of the ground floor and the transitional nature of the public house and terrace row upper two-storeys.

This report has been prepared in order to provide an objective view of the Site's development proposals. The principal considerations are how these development proposals will impact upon the setting of the Grade II listed Fiddler's Elbow Public House and adjacent West Kentish Town Conservation Area. In consideration of the assessment as presented, such development proposals comply with national and local planning policy and guidance as they will suitably maintain the statutorily listed building's special interest in addition to enhancing the character and appearance of the Conservation Area.

APPENDIX A: STATUTORY LIST DESCRIPTION

It has been found that there are six designated heritage assets in proximity to the Site, comprising five statutorily listed buildings, in addition to one Conservation Area (identified within 200m of the Site boundary). The statutorily listed buildings are, in order of proximity:

- ① The Fiddler's Elbow Public House (Grade II);
- ② Church of St Silas the Martyr (Grade II*);
- ③ 131-149, PRINCE OF WALES ROAD (Grade II);
- ④ Zabłudowicz Collection (Former Methodist Church) (Grade II); and
- ⑤ Rhyl Primary School and Nursery and attached Railings and Wall (Grade II).

As established within this report, the only statutorily listed building that will be affected by development proposals is The Fiddler's Elbow Public House (the effects of which can be positive, neutral, or negative).

A full statutory list description for The Fiddler's Elbow Public House as set out on the NHLE is as follows:

① **The Fiddler's Elbow Public House, 1 Malden Road**

List entry Number: 1390791

Grade: II

Date first listed: 19-Feb-2004

Public House. Circa 1845. Designer Unknown. Yellow stock brick with extensive stone and rendered dressings; roof not visible. Three storeys with lower side extensions.

EXTERIOR: Main part of the building comprises a five-sided drum with projecting rear. The ground floor is rendered, with rustication to the corner and pilasters flanking the doors; the window glass is modern, and not of special interest. Dentil cornice over frieze at first floor level. First floor windows are 6/6-pane sashes, with gauged arches above. Plat band at second floor level. Second floor windows are 3/3-pane sashes, also with gauged arches; above is a

deep frieze, dentil cornice and parapet; two chimneystacks with moulded caps crown the main front.

INTERIOR: Ground floor only inspected. This has undergone alterations, but retains some behind-bar features, including a run of Corinthian colonnettes, as well as Corinthian columns to the main bar, a pair of moulded brackets, a depressed arch to the left of the bar flanked by lotus

leaf pilasters. Upper floors not inspected.

HISTORY: This pub was formerly known as the Old Mother Sipton. It stands on a prominent corner site, which it turns very effectively by the use of a drum forming the upper floors. Despite some internal alteration it remains a good example of an early Victorian public house.

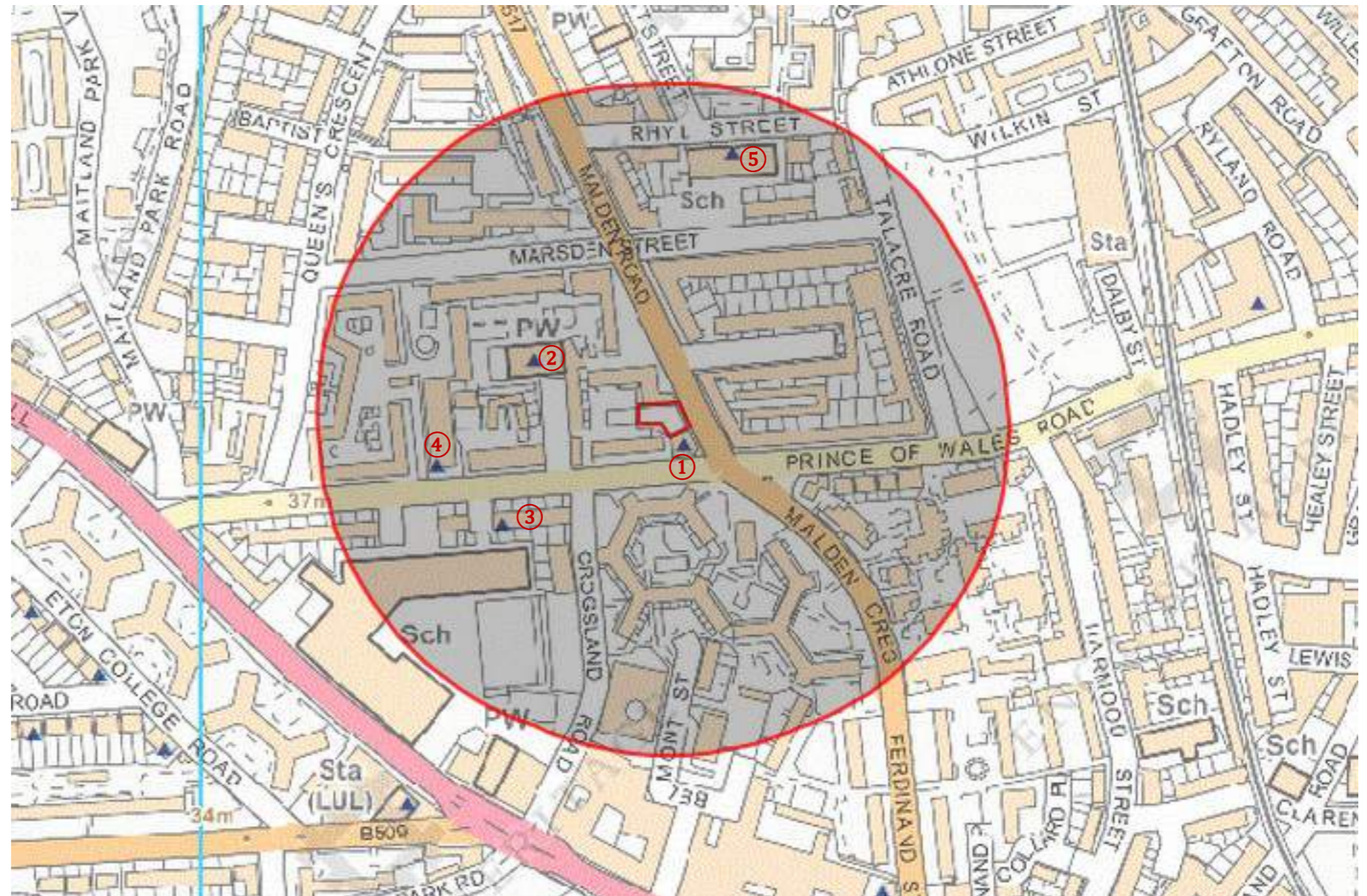


Figure 27: OS Map showing a 200m search radius from the approximate boundary of the Site (centre) which includes five statutorily listed buildings (labelled ①-⑤).

APPENDIX B: REFERENCES

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Glossary of Terms

In Annex 2 of the NPPF *Heritage Assets* are defined as: a building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. They include *designated heritage assets* (as defined in the NPPF) and assets identified by the LPA (including local listing). Notable examples of a designated heritage asset include: a World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area.

Additionally, LPAs may identify what are referred to as *non-designated heritage assets* by drawing up Local Lists, through their Conservation Area appraisals process or through other means. In planning decisions, the effects of proposals on the significance of a non-designated heritage asset should be taken into account in determining the application, weighing the scale of harm or loss against the significance of the non-designated heritage asset (Paragraph 135).

A heritage asset not only has value to the current generation but to future generations too. An aspect of this value (or significance) is therefore conveyed as *heritage interest*, which may be categorised into an aesthetic, evidential, communal and/or historic interest. It is worth noting that the significance of a heritage asset derives not only from its physical presence, but also from its setting.

Architectural interest is defined as a building considered to be important for its architectural design, decoration and/or craftsmanship.

Historic interest is defined as a building considered to illustrate important aspects of social, economic, cultural or military history have close historical associations with nationally important people normally have some quality of interest in its physical fabric.

When making a listing decision, the Secretary of State may take into account the extent to which the heritage significance is allocated to a group of buildings principally defined as having *Group Value*.

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