

Donald Insall Associates

Chartered Architects and Historic Building Consultants

Bourne Estate

Historic Building Report
for The London Borough of Camden

October 2016



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1.1 Introduction

Donald Insall Associates was commissioned in April 2015 by the London Borough of Camden to assist them in the preparation of a strategy leading to proposals for resident window replacement on the Bourne Estate in Camden. This work is part of an on-going and large-scale project to improve the living conditions for hundreds of residents across the Council's estate portfolio which includes other listed sites. These include Chamberlain House, Levita House and Walker House, all of which are listed at Grade II and all of which have had total window replacement in the last five years.

This Report for the Bourne Estate has been compiled using historical research, including both archival and secondary material, and site inspections. An illustrated history of the site and buildings, with sources of reference and bibliography, is in Section 2; and a brief description of the buildings is provided in Section 3. The relevant planning history is set out in Section 4. The investigation has established the historical and architectural significance of the buildings, which is set out below. This understanding has informed the development of proposals for the replacement of the windows. Section 5 provides an assessment and justification of the scheme according to the relevant planning guidance.

The investigation and this report were undertaken by Helen Ensor IHBC and Ashleigh Murray.

1.2 The Buildings and their Current Legislative Status

The Bourne Estate is a social housing estate now owned and managed by London Borough of Camden and made up of blocks of apartments, all of which are Grade-II listed and located within the Hatton Garden Conservation Area in the London Borough of Camden. The statutory list description is included in Appendix I.

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision making on applications that relate to the historic environment. Sections 66 and 72 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas and state that new development should preserve or enhance the special architectural or historic interest of listed buildings or their setting and the character and appearance of conservation areas.

Alterations to listed buildings require listed building consent, alongside planning permission. In order for a local authority to consider granting such consent, the proposed development must also be justified according to the policies on the historic environment set out in the National Planning Policy Framework.

The key message of the National Planning Policy Framework is the concept of 'sustainable development'. The National Planning Policy Framework requires that heritage assets (a term that, with regard to

UK planning legislation, includes listed buildings, conservation areas, and unlisted buildings of local importance) should be conserved in a manner 'appropriate to their significance.' It also notes the desirability of 'sustaining and enhancing the significance' of heritage assets and of putting assets to viable uses 'consistent with their conservation.' The National Planning Policy Framework recognises the 'positive contribution that the conservation of heritage assets can make towards economic vitality'. However, it also recognises that, in some cases, proposals can lead to a heritage asset losing significance. The National Planning Policy Framework thus requires that the 'public benefits' of a proposal – which include securing the optimum viable use of a designated heritage asset – should outweigh any 'less than substantial' harm caused to the significance of a designated heritage asset. Copies of the relevant planning policy documents are included in Appendix II.

1.3 Assessment of Significance

The Bourne Estate consists of two early-20th-century social housing developments, located north and south of Portpool Lane. Both the Bourne Estate (north) and the Union Buildings (south) were designed by the London County Council's (LCC) Architectural Department. The chief assistant for both schemes was Ernest Hadden Parkes (1866/8-1953), under William Edward Riley (1852-1937). The original Bourne Estate was constructed between 1902 and 1905, while the Union Buildings were built shortly afterwards, between 1907 and 1908. Both estates are now collectively referred to as the Bourne Estate.

The Bourne Estate is of high significance as it is the third major city-centre housing estate to be built by the LCC; the first was the Boundary Street Estate in Tower Hamlets begun in c. 1899. The construction of the LCC's own social housing developments was a major shift in the approach to social housing, which had been established during the 19th century and was only possible after the 1890 Housing of the Working Classes Act which permitted public authorities to spend taxes raised on housing and on land for housing. Rather than just clearing slum areas and selling the sites to housing societies, the LCC took full control of these sites and built their own social housing blocks, a practice that continued throughout the 20th century.

Each estate has blocks of flats fronting roads north and east, with internal parallel blocks running north to south. Although the layout was a reversion to an earlier, less-open form of social housing (due to the constraints of the sites), the treatment of both sites, with their formal gardens and attractive blocks, was a great improvement on mid-19th century barrack-like blocks such as those built by Peabody. By contrast, these Arts-and-Crafts-style façades are more varied and have a domestic character, with the use of red and brown brick, multi-paned windows, pediments, and mansard roofs.

The front façades of each block are of high significance, although the loss of elements of the mansard roofs to the Kirkeby and Buckridge Buildings detract from this, as does the poor-quality post-war rebuilding

of the northern section of the Redman Building. While the rear elevations are less pleasing architecturally, they represent a considered approach to the planning of social housing, with their communal balconies, external entrance doors and open staircases, and are also of high significance. The interiors were not inspected as part of this study.

The open garden settings between the blocks (running north to south) are also of significance, particularly those serving the front façades of the Bourne Estate (north). The hard landscaping and car park areas do not contribute positively to setting of these buildings.

The LCC's Architectural Department was highly influential during the Arts and Crafts Movement and this development represents a significant example of their work in this style. The Bourne Estate also has international significance as the model for the much admired and highly influential public housing erected in Vienna immediately after the First World War. The Viennese model was subsequently brought back to England, as can be seen in the Ossulton Estate (1927-31), also in Camden. Camden boasts some of the finest post-Second World War public housing too. In forming part of this tradition of exemplary public housing in the 20th century in the borough, the Bourne Estate also has strong historical and architectural significance.

1.4 Summary of Proposals and Justification

It is proposed to replace all of the sash and casement windows with new timber sliding sash units/ new casements which incorporate double glazing. Those existing windows which are Crittall will be repaired. It is also proposed to replace the external doors to the flats with new timber doors. The proposals bring profound and lasting public benefits to the tenants of these buildings by: improving the acoustic efficiency; cutting down on noise transference; reducing heat loss and therefore reducing heating costs and Co2 emissions; reducing condensation; eliminating draughts and 'window rattle'; reducing repair and maintenance cycles which reduces disruption; and improving security. The impact of these works on the significance and special interest of the listed buildings and the conservation area is neutral, for the reasons set out in Section 5 below. Therefore, the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 are fulfilled by the proposals. No harm would be caused, and therefore the presumption in favour of sustainable development in the National Planning Policy Framework should be adhered to. If, however, there is any potential for harm to the listed building, the public benefits would be of a sufficient degree to outweigh what would certainly be 'less than substantial harm'.

In conclusion, the proposals should be granted planning permission and listed building consent.

2.1 London Social Housing

Problems of poor housing conditions and overcrowding, mostly in inner city areas, grew steadily throughout the 19th century as city populations increased. In the poorer areas of cities, families could be found in unsanitary and dangerous conditions, often without clean water, adequate heating or natural light. Some of the worst conditions were found in London, Glasgow, Liverpool and Newcastle.¹

Until the 1880s, the provision of housing was entirely a matter for commercial builders and privately funded housing charities. The Society for Improving the Conditions of the Labouring Classes (S.I.C.L.C) was the first model dwelling company, formed in 1844. Model dwelling companies were a group of private companies that sought to improve the housing conditions of the working classes (also known as the 'deserving poor') by building new homes whilst also receiving a competitive rate of return on any investment. This model of funding 'good works' was known as '5% Philanthropy' – the average 5% return on such investments was considerably less than the 10% which could be achieved with more daringly commercial opportunities. However, the loss in income was considered to be made up for by the religious and moral – the philanthropic – benefits of investing in a good cause.

Providing as many separate homes as possible, on very limited sites and with little capital, was an issue, however. As such, the S.I.C.L.C overdeveloped its sites and reduced accommodation to a bare minimum; both of these trends became characteristic of working class housing later in the century. Their first scheme for a completely new building, to provide accommodation for men and boys, was in St Giles, designed by their architect Henry Roberts. The block was five storeys high with communal washing and cooking facilities in the basement.²

The question of lodging a large number of families in one building had been the subject of many discussions. Some felt that the best economic plan was to provide for families in one building with a common staircase and internal passages, in addition to a communal kitchen and wash-house. However, it was considered by others that the leading feature of the plan should be domestic privacy and the independence of each family. As such, a plan with one common open staircase leading into galleries or corridors that were open on one side and with outer doors on the other side was considered more appropriate. This was accomplished in the S.I.C.L.C's model houses for families in Streatham Street (1849), Bloomsbury, which also included separate WCs and sculleries within each flat.³

Another important early housing society in London was the Metropolitan Association for Improving the Dwellings, officially formed in 1846. The Association built in central London so that the working poor could live near their places of employment. The company slowly expanded and by the 1880s they had erected buildings in places such as Spitalfields, Farringdon Road, Westminster, Chelsea, and Bermondsey. Due to the high costs of building self-contained flats in central London, the

company advocated four or five storey blocks. In JN Tarn's 'Five Per Cent Philanthropy' (1973) the buildings erected by the Association are referred to as 'barrack-like architecture'.⁴

Of all the agencies erecting model dwellings, the Peabody Trust excited the most interest and stimulated the most controversy. It was founded in 1862 by the American banker, diplomat and philanthropist, George Peabody, who had spent most of his later life in London. He gave £150,000 (later raised to £500,000) to endow a trust fund 'to help ameliorate the condition of the poor and needy of this great metropolis and to promote their comfort and happiness.' The Trust was not restricted to the provision of housing as George Peabody did not stipulate how his money should be spent, but the first Trustees decided that a proportion would be dedicated to the provision of 'cheap, cleanly, well drained and healthful dwellings for the poor.'⁵

The first Peabody estate was opened in Spitalfields in 1864, followed a year later by the Islington estate on Greenman Street. Consisting of four blocks arranged round a square courtyard, the architectural style of the Islington estate was essentially Italianate, with yellow stock bricks used for the walls and slate tiles on the roofs. Each block was five storeys high, with shared laundries on the top floor. The flats were not self-contained, and there were shared sinks and lavatories on the landings, in a style known as 'associated dwellings', enabling the facilities to be inspected regularly for cleanliness. The trustees believed that improving the health of the residents was important, and so blocks were also separated from one another to allow good ventilation. The central space also provided a safe playing area for the residents' children.⁶

The architect for all pre-1900 Peabody estates was Henry Darbishire. He sought to establish a pattern of Peabody housing which could be replicated at low cost across London. At a new development in Blackfriars, Darbishire designed a block which abandoned the long corridors used on some of the earlier estates, grouping the flats round staircases, which established a formula for new tenement blocks, repeated in numerous sites across London.⁷

From 1875 onwards, new housing legislation made London's first slum clearance schemes possible. The Metropolitan Board of Works carried out these clearances and sold the sites to a number of buyers, including Peabody. Purchasers were required to build new estates to re-house the slum dwellers. In addition, Peabody purchased extra land so that more blocks could be built on existing estates.⁸

The 1890 Housing of the Working-Classes Act consolidated and clarified housing legislation of the previous twenty years. The London County Council (LCC), prompted by its inability to find suitable buyers for two plots in Limehouse cleared by the Metropolitan Board of Works, decided to use its powers under the 1890 Act to build council estates of its own.⁹

In March 1893, the LCC recruited a permanent staff of about eight architects to its new Housing of Working Classes Branch. The LCC's

most adventurous scheme was its first estate in Boundary Street, Bethnal Green, one of the blackest spots on the 1889 edition of Charles Booth's 'poverty map'. This consisted of four-storey red-brick blocks of flats with mansard roofs, radiating from a central circular public garden. There were also workshops and a large laundry on the estate. After this, the LCC embarked on at least another thirteen major schemes of slum clearance and urban renewal, including their second largest development, the Millbank Estate, near Westminster, also designed with four-storey red-brick blocks of flats with mansard roofs, radiating from a central rectangular public garden.

Most of the architects had drawn their skills and ideas from design classes at the Architectural Association and were influenced by a group of pioneering and socially aware architects, including William Morris, Philip Webb, Norman Shaw and W. R. Lethaby. Stephen Inwood records in 'City of Cities' (2005) that the LCC architects adopted a philosophy which was: 'To do ordinary buildings well, using everyday material rightly and truthful, [which] is the first mark of the independence between building and architecture which renders the higher and more intellectual efforts of the latter at all possible... Architecture is not mere display, it is not fashion, it is not for the rich alone'. Susan Beattie in her 'A Revolution in London Housing' (1980) states that 'this architectural branch became a dominant force within the Council and it earned for the Council's building programme between 1893 and 1914 the right to be counted among the highest achievements of the Arts and Crafts Movement.'

2.2 Hatton Garden Area¹⁰

During the 13th century many new large developments were built outside the city walls to the west, along the strand. In 1292 the Bishop of Ely built his palace on the site of what is today Hatton Garden. Leather Lane (then Lither Lane) and Saffron Hill formed the west and east boundaries of the estate. In the 1570s Christopher Hatton, from whom Hatton Garden takes its name, came from Northamptonshire to London and, having gained ownership of much of the Ely Estate, built his own residence in 1576.

In the late 17th century, the land still belonged to the Hatton family who solved their financial problems by capitulating to the pressure of development of London, resulting in the construction of residential buildings within the Estate. The first houses were built along Hatton Street, now Hatton Garden. The 17th-century streets were laid out in an intersecting grid pattern, running north/south and east/west. The street names were taken from a number of sources historically associated with the area, such as Baldwin Gardens, named after Queen Elizabeth's gardener, Baldwin, and Portpool Lane which derives its name from the old manor of Portpool which was held by the Grays of Wilton, also of Gray's Inn. In the streets surrounding the new estate, particularly Leather Lane and Saffron Hill, sporadic development of housing and inns took place from the early 17th century.

In the 1760s the last Hatton descendant died and the estate was sold house by house and the proceeds divided between claimants. In 1772

Ely House was demolished and the land was later purchased by Charles Cole who laid out terraced houses along Ely Place in the form known today.

As late as 1836 the area was predominantly residential. However, in the surrounding streets slums had developed, particularly in Saffron Hill. This street had a bad reputation and contained poor-quality houses and brothels. During the 19th century a series of road widening and building schemes took place. This included the creation of Clerkenwell Road (1860s) and Farringdon Road (1856) and the widening of Holborn Road (1863) and Grays Inn Road. These schemes brought major demolition and redevelopment and provided an opportunity for the clearance of many poor-quality buildings, such as those in Saffron Hill.

The character of the area also changed from residential to business and industrial. By the 1880s Hatton Garden was established as an area for the jewellery and diamond trade. The late 19th century improved road network also increased the viability of the area for workshop, warehouse and industrial uses, which were established in many of the streets surrounding Hatton Garden. This involved the refurbishment of existing buildings but also the construction of new buildings. During the mid and late 19th century, there was an influx of European immigrants which helped change the character of the area. Many of them set up businesses on Hatton Garden whilst north of Clerkenwell Road, a large residential community grew, the majority of which was of Italian origin, centred around the Roman Catholic St Peter's Church, Clerkenwell Road (1863).

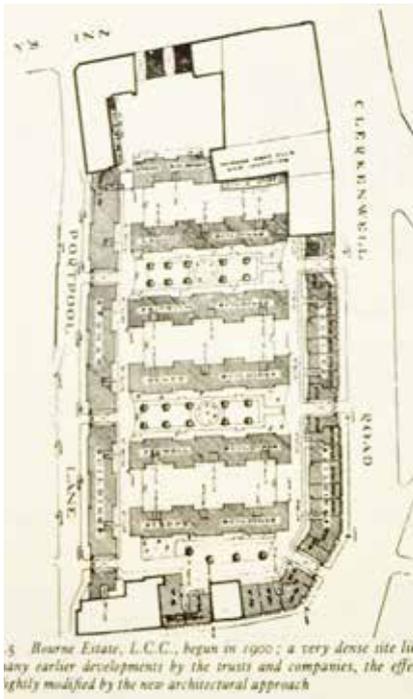
During the late 19th and early 20th century, the need for housing for working class people in the area was identified; a number of tenement and flat blocks were established north of Clerkenwell Road, on Rosebery Avenue and Grays Inn Road. A number of early social housing projects were also undertaken, including what are now some of the oldest surviving purpose-built public housing in London, for example the Bourne Estate (1902-8).

2.3 The Bourne Estate

Although the buildings either side of Portpool Lane are now collectively referred to as the Bourne Estate, the buildings on the north side form the original Bourne Estate, while those to the south were originally called the Union Buildings.

2.3.1 Bourne Estate

The widening of the Strand, authorised by the London County Council (Improvements) Act 1897, and the formation of Kingsway and Aldwych, authorised by the London County Council (Improvements) Act 1899, resulted in the displacement of an astonishing 3,700 working-class people. By 1898, the Council had purchased several parcels of land which could be used to rehouse these people but more was required. In 1899, the London County Council (LCC) bought an additional plot of land from the brewing business of Messrs Reid and Co. for £20,000. This 2.5 acre plot became the site of the original Bourne Estate.¹¹



The 1873 Ordnance Survey map shows Messrs Reid and Co.'s brewery occupying a large plot between Clerkenwell Road (then Liquorpond Street) and Portpool Lane [plate 10 – see page 20]. Several smaller houses are also shown fronting Portpool Lane that are enveloped by the brewery. There is also a group of buildings to the north-west of the brewery, which appear to be a mixture of residential buildings, a public house and several long warehouse structures.

According to a scheme approved by the Home Secretary, of the 3,700 displaced people, 1,864 people were to be housed on the Bourne Estate. The layout of this scheme was less open and permeable than some of the earlier LCC schemes due to the constraints of the site and the necessity to house as many people as possible. It, therefore, proved necessary to revert to an older principle of developing the internal area with a series of parallel blocks. Although the layout was a reversion to an earlier form, the treatment of the site and the appearance of the blocks was a great improvement on the barrack-like mid-Victorian social housing estates.¹²

The Estate was laid out with blocks of flats facing Clerkenwell Road and Leather Lane (Radcliff Buildings) and also Portpool Lane (Redman Buildings), with an additional six internal parallel blocks (Scrope, Frewell, Denys, Skipwith, Ledam and Shene) [plates 11 & 1]. These buildings were designed by the LCC Architect's Department. The chief assistant for the scheme was Ernest Hadden Parkes (1866/8-1953), under William Edward Riley (1852-1937). Construction began in 1902 and the final block was completed in 1905. The total accommodation provided was for 2,642 people, an excess of 778 of the number required.



Riley records in 'Housing of the working classes in London' (1913) that the internal blocks were laid out north to south so that the living rooms could obtain the maximum amount of sunlight and that each flat had at least one room looking onto a garden. These blocks were designed with open balconies and each block was 'arranged so that the living-room and the bedroom windows have unobstructed light, but do not look on to the balconies'. Riley goes on to describe the buildings as 'five storeys high with a few attics, and are constructed of fire-resisting material with steel joists and concrete floors. All the sculleries and water closets are separated from the habitable rooms by ventilated lobbies.'¹³

1. *Layout of the Bourne Estate*
2. *Radcliff Buildings, Clerkenwell Road, 1905*

Although the original drawings of the buildings cannot be located, several historic photographs of the Estate just after completion do survive. A 1905 photograph of the main entrance, at the corner of Clerkenwell Road and Leather Lane, shows the Radcliff Buildings with a large arched ground-floor entrance flanked by two smaller arched openings [plate 2]. The building was constructed with ground-floor shops (although many were still empty at this time) and residential accommodation above. The building was five storeys in height with a mansard roof, of brick construction and a recessed stucco-faced section decorated with pilasters. The windows were largely six-over-six sashes but there were also multi-paned casements, dormer windows and also multi-paned to smaller window openings.

A 1907 photograph reveals the design the rear of the main entrance and also the Scrope Buildings to the west [plate 3]. The arched entrance



3. *View of the Courtyard, Radcliffe Buildings and Scrope Buildings 1907*
4. *Formal Courtyard, Bourne Estate 1907*

was located within a three-bay brick block surmounted by a pediment. Flanking this, were balconies providing access to each individual flat. The windows appear to consist of six-over-six sashes with sash horns on ground- third floors and multi-paned casements on the fourth floor. The Scrope Building was four storeys with mansard roofs, broken by three-bay-wide blocks with pediments; the pediments to the central block were circular rather than triangular.

A 1907 photograph exists which either depicts the front elevations of the Frewell Building and the Denys Building, with the rear of the Redman Building in the background, or the front elevations of Skipwith Building and the Ledman Building, with the rear of the Redman Building in the background [plate 4]. Both the compositions were designed the same, with front elevations matching that of the Scrope Building and a formal courtyard leading out to an arched opening beneath the Redman Building. The windows are six-over-six sashes with sash horns on ground –third floors with multi-paned casement on the fourth floor. This photograph also shows the balconies flanking the Redman Building entrance block. Similar to the rears of the Radcliff and Redman Building, the rears of all buildings on the Estate were designed with balconies, as depicted in a 1966 photograph of the rear of the Skipwith Building [plate 5]. These balconies were accessed via open stairwells and provided access into the individual flats.

A 1905 photograph also exists of the Redman Building. This shows the large five-storey building stretching across Portpool Lane, with arched-ground floor openings with recessed stucco-faced sections above decorated with pilasters, set between four-bay wide brick blocks [plate 6]. The visible windows are a mixture of slightly uncomfortably proportioned eight-over-eight sashes with sash horns on the ground and first floors, and better proportioned six-over-six sashes also with sash horns on the second-fourth floors.

Tarn in his 'Five Per Cent Philanthropy' (1973) states that the buildings:

were built in what might now be legitimately called LCC 'style', and is perhaps rewarding to contrast this set of buildings with the many similar schemes which had been erected in the past. Despite high density and

5. *Rear of Skipworth Buildings, 1966 [right]*
6. *Redman Buildings, Portpool Lane, 1905*



the tight spatial standards the buildings are pleasant in appearance and lacking in the infamous barrack-like qualities of earlier decades. It is this, I think, accentuates the importance of the architectural revolution carried through by the LCC for it humanised the whole housing movement.¹⁴

The 1939-45 Bomb Damage map reveals that most of the buildings on the Estate were unharmed by enemy action during the Second World War [plate 12]. However, a large section of the most western block of the Redman Building was coloured black, meaning that it was totally destroyed, and was rebuilt after the war, generally to match but with large Crittall-type windows instead of sashes. A small section to the east of this was coloured dark red, as was the Shene Building to the north, which indicates that these structures were seriously damaged and it was doubtful if they were repairable.

2.3.2 Union Buildings

Plans for the redevelopment of the Union Buildings area, lying between Portpool Lane, Leather Lane and Verulam Street, were first prepared in 1899. The area previously consisted of a mixture of buildings of different shapes and sizes, including a large 'U-shaped' structure, as depicted on the 1873 Ordnance Survey map [plate 10].

The final plans for the site were not authorised until 1905. In 1905/6 the existing buildings were demolished and between 1907 and 1908 four blocks of flats were erected. The Nigel Building faced Portpool Lane, while the Laney Building fronted Leather Lane. There were also two internal blocks, the Kirkeby and Buckridge Buildings [plate 11]. These

7. *Kirkeby Buildings, 1909*



buildings were to house 1,260 people and were also designed by the LCC Architect's Department, with the chief assistant Ernest Hadden Parkes (1866/8-1953), under William Edward Riley (1852-1937).

Original drawings of the Kirkeby Building are held at the London Metropolitan Archives. This building deviates from the norm as it is 'L-shaped' in plan. However, it has been designed in a similar fashion to the internal blocks of the Bourne Estate. Its front elevation is four storeys with a mansard roof and two-bay wide blocks with pediments punctuate the façade [plate 13a]. This elevation reveals that the ground floor was of red-brick construction, while the upper floor of yellow brick, apart from some red-brick dressings. The windows are not shown in detail but appear to be six-over-six sashes on the ground floor (horns are not shown, but the drawing is not particularly detailed); the window design for the first and second floor is not shown but the openings here are differently proportioned than those on the ground floor. The third floor windows are shown as narrow four-over-four sashes (horns not shown) whilst the fourth floor are multi-paned casements. The four-storey yellow-brick rear elevation with a mansard roof has a central section of balconies, flanked by wide brick blocks. A staircase is also visible to the north, positioned within the third outer bay [plate 13b]. A ground-floor plan reveals that there were three staircases in the block; a central staircase connecting the balconies, another staircase to the north of the building, and an additional staircase to the south façade [plate 13c].

A 1909 photograph of the Kirkeby Building shows it was constructed as proposed [plate 7]. This image also reveals that there were six-over-six sash windows throughout, apart from the attic storey where there were multi-paned casements. It also shows a formal garden, with benches and trees,

8. *Formal Courtyard, rear of Nigel and Laney Buildings 1909*



laid out in front of the building. However, the roof line has since been altered with the removal of large sections of the mansard roof and replacement with sheer brick walls. This has also occurred to the rear of the building.

A 1909 photograph also exists of the buildings east of the Kirkeby Building. This image also depicts the formal garden, with groups of children sitting on the benches [plate 8]. The rear of the Nigel Building is shown in the background, with an arched ground-floor entrance set within a three-bay brick block with a pediment. The rear of the Laney Building spans the right-hand side of the image and reveals that the rear of this building incorporated long stretches of balconies set between brick blocks. There is long low-rise structure in front of the building, with tall arched windows. This is likely to have been the communal laundry, similar to the low-rise brick building with arched window openings designed as a communal laundry on the LCC's Boundary Street Estate.

An early photograph of the Laney Building also exists. Although the photograph is dated 1901, it must have been taken a few years later as the drawings for these buildings had not even been finalised by this time. This image shows that this elevation was quite varied [plate 9]. Although the roof line was consistent throughout, the blocks ranged from four storeys with double mansards to five storeys with single mansards. There were also several pediments and a curved recessed corner façade in stucco and decorated with pilasters. The windows for the main blocks are six-over-six sashes, seemingly with horns; the windows for the curved corner

9. *Laney Buildings c.1901*



section are different and are four-over-four, also with horns. Similar to the Radcliff Buildings, there were shops on the ground floor, many of which were still vacant suggesting that this photograph was taken not long after the building's completion.

The 1939-45 Bomb Damage map reveals that most of the Union Buildings were also unharmed by enemy action [plate 12]. However, the southern section of the Kirkeby Buildings is coloured orange, indicating that there was general blast damage but not structural. This is likely to account for the alterations to the original roof form, as described above. Elements of the Buckridge and Laney Buildings are also coloured orange. Regarding the Buckridge Buildings, although no original drawings are available, this was likely to also have incorporated a mansard roof, like all the other blocks on this estate and the Bourne Estate, which has since been lost and replaced by sheer brick walls. The altered roof line may also have been as a result of enemy action.

2.3.3 Statutory Listing

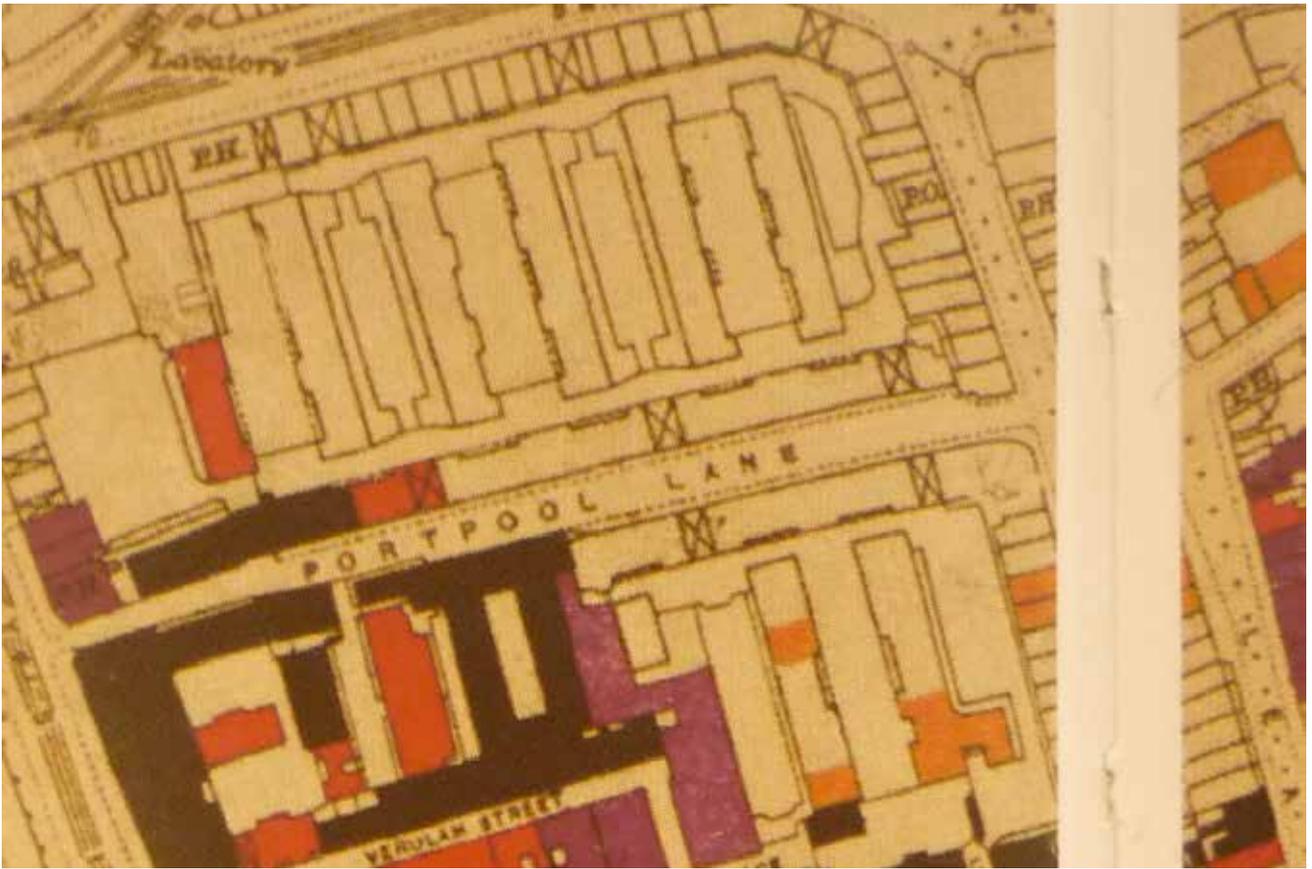
Both the Bourne Estate and the Union Buildings were statutorily listed in 1999. The list descriptions compiled by Historic England (formerly English Heritage) note that the Bourne Estate (including blocks north and south of Portpool Lane) was the last of three major centre-city housing estates to be built by the LCC before the First World War. The other two estates are the Boundary Street Estate (Tower Hamlets) and the Millbank Estate (Westminster). In Britain the Bourne Estate is the least known, but it has international significance as the model for the much admired and highly influential public housing erected in Vienna immediately after the First World War. The list description notes that the Viennese model was subsequently brought back to England, as can be seen in the Ossulton Estate (1927-31), also in Camden.



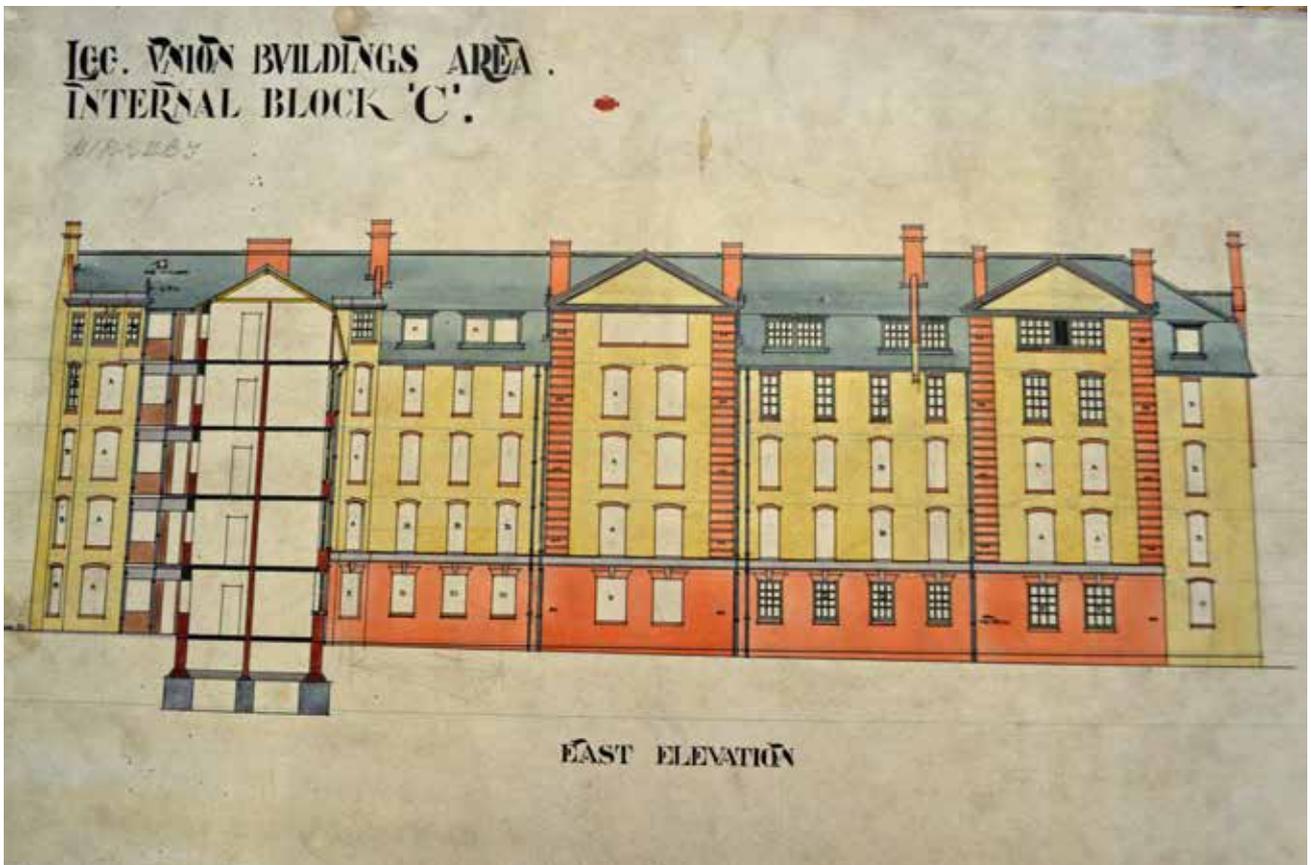
10. 1873 Ordnance Survey Map



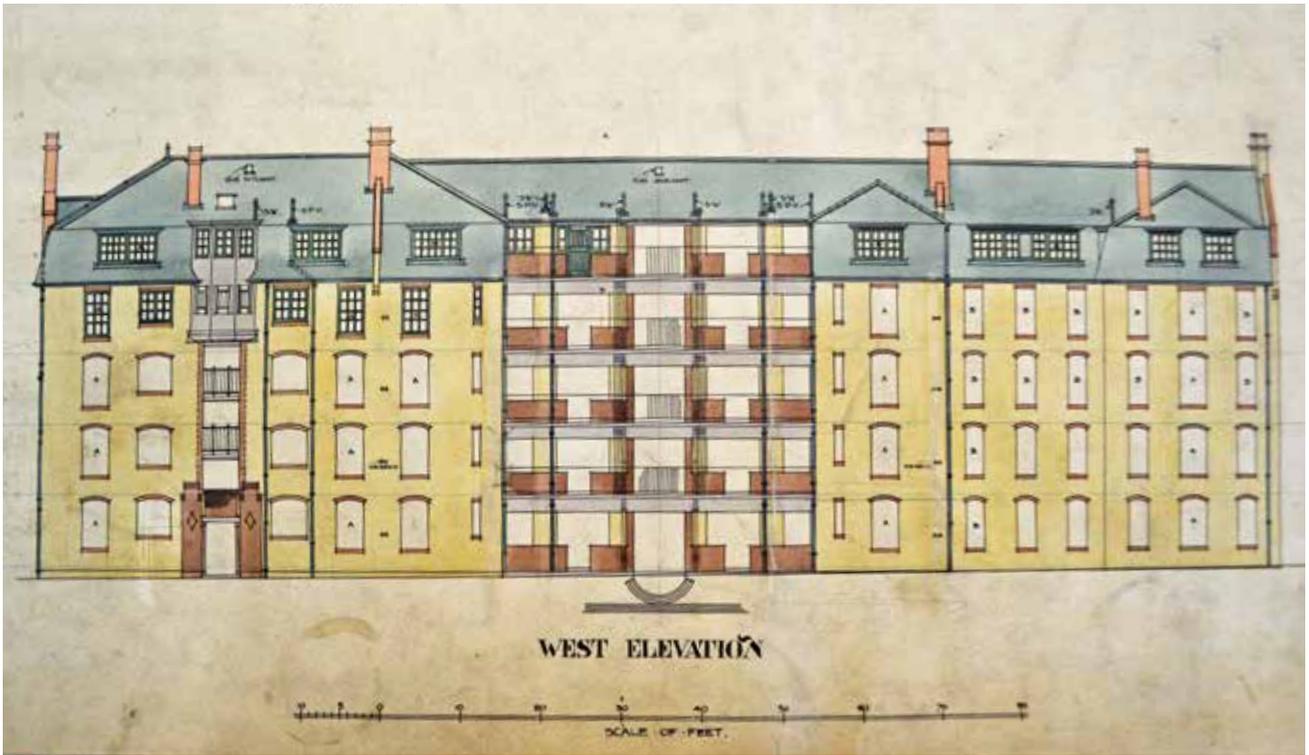
11. 1914 Ordnance Survey Map



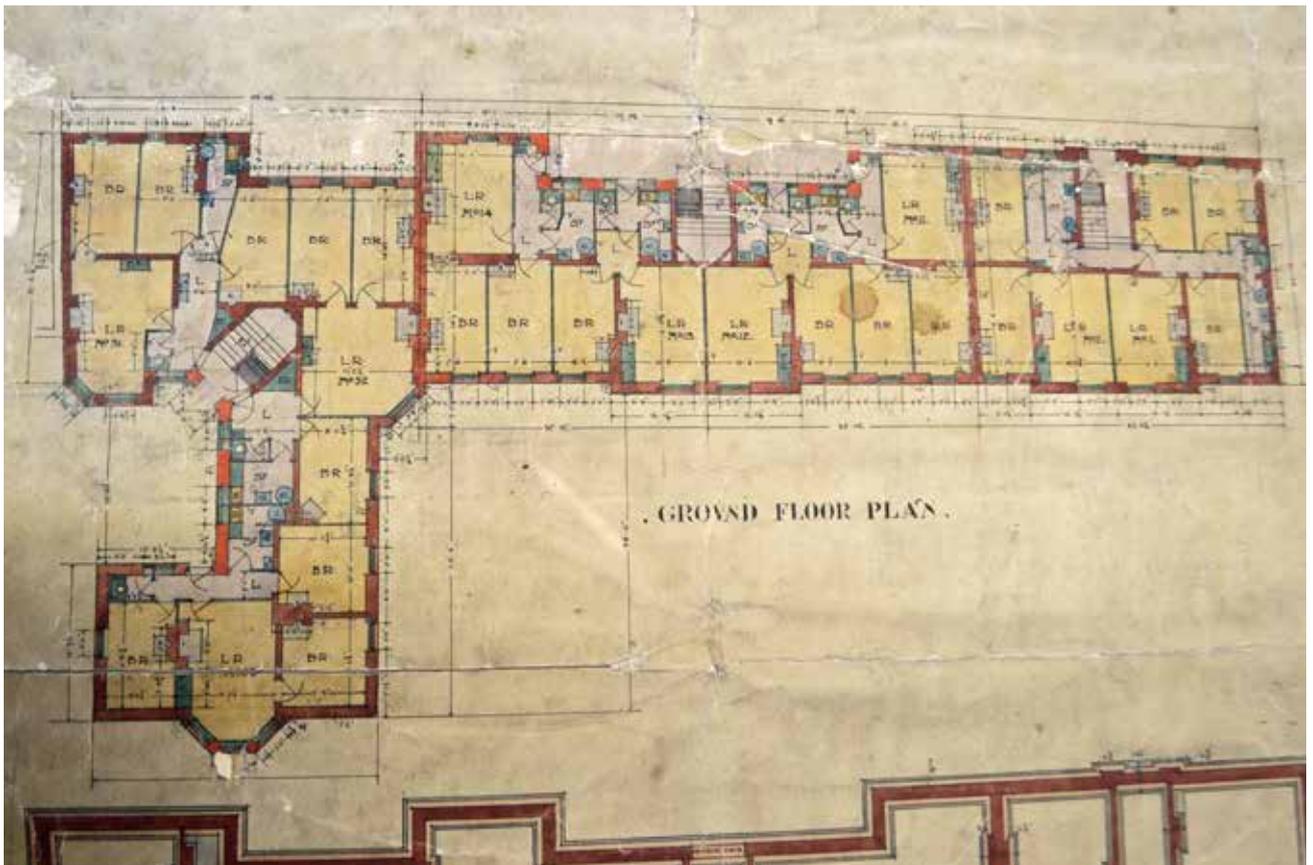
12. Bomb Damage Map



13a. Front Elevation, Kirkeby Buildings, 1905



13b. Rear Elevation, Kirkeby Buildings, 1905



13c. Ground Floor Plan, Kirkeby Buildings, 1905

2.4 The Architects

2.4.1 Ernest Hadden Parkes (1866-1953)¹⁵

Ernest Hadden Parkes was born on the 13th May 1866. He was initially articled to Walter Wilson Nash (1850-1927) between 1884 and 1887, and was then Assistant to Arthur Cawston (1856/7-1894) from 1888 to 1894. In 1894 Parkes joined the Architectural Department of the LCC. He soon became involved in schemes of slum clearance and re-housing, of which Boundary Street and the later Tabard Street (Southwark) were examples. Such works became the pressing interest of the Council and occupied Parkes for the rest of his professional career. By 1914 Parkes had become a recognised leader among the highly competent staff that W. E. Riley had collected for this increasingly important work and with the enormous increase in house building between 1920 and 1930 he became head of Housing section of the Department's work.

In 1931, he retired from the Department and took an interest in local affairs in Hampstead. From 1931 to 1945 he was a member of the Hampstead Borough Council and for some time Chairman of its Housing Committee. His main interest, for more than forty years of his life, was the St John's Wood Arts Club, in which he held several offices and eventually became a Vice President. Parkes died on the 3rd March 1953 at the age of 87

2.4.2 William Edward Riley (1852-1937)¹⁶

William Edward Riley (1852-1937) was born in 1852 and joined the staff of the Director of Architectural and Engineers' Works at the Admiralty in 1877. He served for twenty-two years before his appointment as architect to the LCC in 1899. Within a few years he was called upon to design and direct the building of a variety of structures, including fire stations. Important housing schemes took place involving the displacement of workers, while at the same time there were schemes for street and bridge improvements. Riley undertook these works in an orderly manner and also managed to stamp the designed buildings with an individual character.

When Riley retired from the LCC in 1919, he entered into partnership with E. B. Glanfield, retiring from practice in 1931. Riley was also a painter and exhibited at the Royal Academy. He was also a member of the council of the Royal British and Colonial Society of Artists and a member of the Royal Society of Artists.

2.5 Sources

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Maps Collection
Plans (Building Act Case Files)

Camden Local Archives

Photographs

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3.1 The Buildings

3.1.1 Bourne Estate

The Bourne Estate occupies a large parcel of land, bounded by Clerkenwell Road (north), Leather Lane (east), Portpool Lane (south) and buildings to the west. The site consists of eight main blocks.



14. Radcliff Buildings

The **Radcliff Buildings** is a long five-storey building with a mansard roof, facing Clerkenwell Road [plate 14]. It has two large arched open ground-floor entrances to its main façade, and an additional arched ground-floor entrance to its canted corner, at the junction of Clerkenwell and Leather Lane. This corner entrance is also flanked by two smaller arched openings infilled with shops. The arches are decorated with stucco surrounds and the internal walls of the entrances are of glazed red-brick construction. There are shops on the ground floor with residential accommodation above. The façade consists of a series of alternating blocks: four-bay-wide brown-brick blocks decorated with red-brick dressings and also five-bay-wide stucco-faced recessed blocks decorated with pilasters. The majority of the windows are timber six-over-six sashes with horns, apart from the attic windows which are multi-paned casements. To the canted corner, there are also a handful of smaller casement windows and *oeil-de-boeuf* windows. The majority of the windows appear to be the original although there are a number of later replacements including Crittall-type windows and replacement timber sashes. Some windows have had the glazing replaced with obscure glazing in a variety of patterns. There are also two blocks fronting Leather Lane that are positioned between earlier buildings. These are five storeys with mansard roofs, of brown-brick construction with red-brick dressings and ground-floor shops.



15. Redman Buildings

The **Redman Buildings** fronting Portpool Lane has been similarly designed to the Radcliff Buildings and includes three arched open ground-floor entrances [plate 15]. There are some differences, including the omission of ground-floor retail and the ground and first floor windows are decorated with gauged brickwork lintels with keystones. The windows on the ground and first floor of these elevations are eight-over-eight sashes with horns. The ground and first floors are also of brown-brick construction with the upper brick sections in yellow brick with brown-brick dressings. The most western block is a post war rebuild after it was destroyed during the Second World War. It has been deigned to be sympathetic to the existing architecture as it is of brick construction (with red-brick ground and first floors and yellow brick upper floors) and also incorporates sash windows, which are a mixture of four-over-four, six-over-six and eight-over-eight, as well as large Crittall-type windows. Aside from this, most of the windows in the bays unaffected by bomb damage appear to be the originals although there are a number of later replacements including Crittall-type windows and replacement timber sashes. Some windows have had the glazing replaced with obscure glazing in a variety of patterns.

There are six internal parallel blocks, laid north to south. Five of the blocks are of a similar size and have been similarly designed. The most western block (**Shene Buildings**) is roughly half the length of the other blocks but



16. *Formal Garden in front of Frewell and Denys Buildings*

has also been designed in a similar fashion. The front elevation of the **Scrope Buildings** faces east. The front elevations of both the **Frewell and Denys Buildings** and the **Skipwith and Ledam Buildings** face each other over formal gardens [plate 16]. The Scrope Buildings also faces a formal garden. The rear elevations of all these buildings face utilitarian hard-surfaced areas, used mostly for parking.

The front elevations of the internal blocks have been identically designed [plate 16]. The buildings are four storeys with mansard roofs and 17 bays wide. They are of yellow brick construction with red-brick lintels and slated roofs. Three projecting three-bay blocks punctuate the façades which have red-brick ground floors and quoins, surmounted by pediments; the central pediments are circular. The windows are generally four-over-four or six-over-six sashes, all with horns, apart from the multi-paned casement attic windows. The Ledam Buildings has obscure glass to all levels of one bay; the elevation facing the courtyard also has examples of replacement obscure glazing and double glazing. The Skipwith Buildings has replacement casements facing the courtyard and also windows with obscure glazing.



The rears of these buildings have also been identically designed and include rows of balconies with external entrance doors and casement windows flanked by yellow-brick blocks with red-brick lintels [plate 17]. Many of the open stairwells to the balconies have been enclosed with modern brick walls, which include a mixture of modern glazed blocks or casements.



17. *Rear of Skipwith Buildings*
18. *Rear of Radcliff Buildings*

The arched ground-floor entrances to the Radcliff and Redman Buildings align with each other, either side of the formal gardens. The rear elevations of both buildings have been similarly designed. Above the archways are three-bay brown-brick blocks with pediments with oeil-de-boeuf windows. These blocks are also decorated with red-brick dressings and have sash windows to the first and second floors and multi-paned third-floor windows [plate 16]. The blocks of the Radcliff and Redman Buildings that face the rear utilitarian areas of the internal blocks are plainer in design and are of yellow-brick construction with red-brick lintels [plate 18]. The windows are mostly sash, with attic-storey multi-paned casements, although the Redman Buildings also has full-height ground-floor casements/shopfronts. The Radcliff Buildings has replacement casements beneath the arch, some with obscure glass. There are rows of balconies with external entrance doors and casement windows flanking each of the previously described blocks. The rear elevation of the Redman Buildings that faces the courtyard space between the Shene Buildings and the Ledman Buildings is a plain-brick post-war rebuild with 'Crittall' windows.

3.1.2 Union Buildings

The Union Buildings are located to the south of the Bourne Estate and occupy a smaller parcel of land, bounded by Portpool Lane (north), Leather Lane (east) and buildings to the south and west (the west is currently being redeveloped). This Estate consists of four blocks; one facing Portpool Lane, one facing Leather Lane, and two internal parallel blocks running north to south.



- 19. *Nigel Buildings*
- 20. *Rear of the Nigel Buildings*
- 21. *Laney Buildings*
- 22. *Rear of Laney Buildings*

Opposite the Redman Buildings (Bourne Estate) on Portpool Lane is the **Nigel Buildings**. Although this building is shorter in length than the Redman Buildings, due to the more restricted plot size, it has been identically designed [plate 19]. Its two ground-floor arched entrances also align with those of the Redman Buildings. The rear of the building has also been similarly designed, with brick blocks flanked by rows of balconies with external entrances and casement windows [plate 20], again some of which have been replaced with both plain and obscure glass. The brick blocks to the arched openings have similar detailing to those of the Redman Buildings, although the oeil-de-boeuf windows have been omitted and the central top window is arched. Those facing the rear utilitarian areas of the internal blocks are the same as those of the Redman Buildings.

The front elevation of the **Laney Buildings** is quite varied and also incorporates shops on the ground floor [plate 21]. Although the roof line is consistent throughout, the blocks range from four storeys with double mansards to five storeys with single mansards. There are also several pediments and a curved recessed corner façade in stucco and decorated with pilasters. Six-bay-wide red-brick blocks are set back from the main building line between two-bay brown-brick blocks with red-brick dressings. The central two bays of these six-bay-wide recessed sections are five storeys in height with red-brick Ionic pilasters supporting the roof, flanked by four-storey double bays. The windows are predominantly six-over-six sashes with horns, although the first-floor windows of the recessed bays are three-over-three sashes with horns and arched lintels. The dormer windows are multi-paned casements. There are a number of replacement windows in evidence as well as replacement obscured glass.

The rear of the Laney Buildings follows a similar form to the other buildings, with brown-brick blocks flanked by rows of balconies with external entrances and casement windows [plate 22]. These brick blocks are a mixture of four bays and five bays and include six-over-six sash windows and also smaller window openings to the outer bays, incorporating multi-paned casements (several openings are blocked). The dormer windows to the mansard roof also have multi-paned casements. There is also a single-storey structure over a basement to the rear of the building. This brown-brick building, decorated with alternating red and brown bricks to the parapet and red dressings to the original window openings, is presumably the original communal laundry. The original windows to the arched openings have been removed and the openings blocked with brickwork and small round windows.

The front elevation of the **Buckridge Buildings** matches the front elevations of the internal blocks on the Bourne Estate. However, the mansard roof has been lost and replaced by sheer brick walls. Although its front elevation follows the established design of the Bourne Estate, its rear is different. Central rows of balconies, with external entrances and casement windows, are flanked by seven-bay wide plain brick blocks. The outer third bays of these brick blocks incorporate an external staircase with a rendered oriel-window-style three-bay enclosure to the top two floors. The windows are a mixture of six-over-six sashes and multi-paned



23. *Rear of Kirkeby Buildings*



24. *Kirkeby Buildings*

casements and both different types show signs of later replacements and the use of obscure and double glazing. Similar to the front elevation, the mansard roof has been lost replaced by sheer brick walls.

The rear of the **Kirkeby Buildings** has been similarly designed, although the southern brick block does not include an external staircase and oriel-window-style enclosure, is wider, and three bays are set back from the main building line [plate 23]. Sections of the original mansard roof have been replaced with sheer brick walls. The southern elevation is 'U-shaped' in plan with an inner section of balconies. The front elevation of the building is 'L-shaped' and follows a similar design to the front elevation of the Buckridge Buildings, although the central pediment is triangular rather than semi-circular and the southern section adjoins an eastern wing [plate 24]. The mansard roof has mostly been lost and replaced by sheer brick walls. The windows are, as with the other blocks, a mixture of what appear to be the original sashes and casements, as well as later replacements of both and the use of obscure glazing.

Relevant Planning History

As the proposals only relate to window replacement it was felt that an assessment of similar cases (where wholesale replacement of windows to listed buildings was permitted) would be more appropriate than providing an overview of the planning history of the Bourne Estate. Cases of relevance are located in the Ossulton Estate, which is a listed interwar social housing development in Camden (as described in section 2.3). These cases are as follows:

4.1 Chamberlain House (Grade II)

- 2010/3645/P and 2010/3653/L – Permitted (September 2010)
Replacement of all windows to residential block of flats (Class C3)

The short Design & Access Statement submitted with the application notes that the single-glazed timber framed windows were at the end of their serviceable lives and were a major source of heat loss. As such, it was proposed to replace all windows double-glazed units. The Council's Delegated Report notes that the majority of the windows did not appear to be original and were 'likely to be later 20th century replacements, although the design and opening form appear to follow the original early 20th-century timber six-over-six and eight-over-eight timber sashes.' It also notes that 'the original windows details include pairs of pull handles to the lower rail of the top sashes which notably do not have horns. The current windows are in a fairly poor state of repair and many have inappropriate and unsightly ventilation vents.' However, no research appears to have been undertaken as part of the application process to suggest that the windows were, in fact, later replacements. Similarly, no condition report was submitted with the application to provide evidence that the windows were indeed at the end of their serviceable life.

The Council's Delegated Report states that 'in light of the date of the existing windows the loss of historic fabric is not of concern. It is considered that the replacement of the windows with like-for-like replacements [albeit in double rather than single glazing] including details such as pull handles would be acceptable and would not harm the special interest of the listed building.'

4.2 Levita House (Grade II)

- 2010/6392/L & 2010/6388/P – Granted February 2011
Replacement of all existing windows, main and flat entrance doors, installation of new external lift to rear (west) elevation and associated alterations to residential block of flats (Class C3)

These works involved the replacement of all existing single-glazed with new double-glazed units, matching the style of the existing. The Design and Access Statement submitted with the application states that the windows were at the end of their serviceable life, were a major source of heat loss and that the new windows would match the design of the existing. It also states that they 'are also increasingly difficult to maintain with the sash pulley systems particularly worn.' Although the D&A statement states that ventilation forms part of the upper glazed panels, which it notes 'is

not in keeping with the windows that would have been installed at the time Levita House was originally built', there is no evidence provided to suggest that the windows were later replacements or simply the original windows altered with the addition of ventilation panels. Similarly, no condition report was submitted with the application to provide evidence that the windows were indeed at the end of their serviceable life.

The Council's Delegated Report is also quite brief in relation to these works and simply states 'Chamberlain House that lies due north-west of the application building has recently been granted planning permission and listed building consent for similar work involving replacement windows... The proposed replacement windows are the same as those approved for Chamberlain House and it is considered that they are appropriate.' It does, however, note that 'the proposed replacement double glazed timber sash and casement windows would not harm the special interest of the listed building.'

4.3 Walker House (Grade II)

- 2012/6085/L & 2012/6057/P – Permitted (March 2013)
Replacement of windows and doors to residential block.

This application involved the replacement of existing single-glazed timber windows to the southernmost block of Walker House. The Design & Access Statement notes that the windows 'have reached the end of their serviceable life and do not comply with modern thermal and security standards.' The new windows were to be timber double-glazed replacements of the existing, matching the detail and operational features. However, the fenestration was to be altered in certain instances, with some windows coming with an 'inward tilt function for cleaning' and others including 'inward opening hoppers to be inward opening tilt (hopper) and turns.' The D&A Statement notes that the proposed replacement windows were required to 'improve the quality of living accommodation as well as rectifying various defects and other failures due to the age... The new double glazed system will reduce heat loss and improve thermal insulation.' The Heritage Statement submitted with the application explains that the new 'windows will be visually similar, with frame thicknesses and sightlines retained to preserve the buildings visual appearance. In addition, double glazing will be installed using Georgian glazing bars with white integral spacer bars to match the existing appearance.'

The Council's Delegated Report states that 'the principle of installing double glazing has been established elsewhere in the listed estate, as similar schemes were recently approved at Chamberlain House and Levita House. The existing windows to Walker House are not original, and are in a poor state of repair. The replacement details are in line with those previously approved and are therefore considered to be acceptable. No loss of historic fabric will arise, and the material, profiles, opening arrangements and dimensions of the replacement units will appropriately replicate the existing and, as such, will preserve the appearance of the building.'

Although the Council's Delegated Report states the windows are 'not original', there is no reference to the age of the windows in either the D&A Statement or the Heritage Statement application; they are simply referred to as 'existing'. Similarly, no condition report was submitted with the application to provide evidence that the windows were indeed at the end of their serviceable life.

4.4 Levita House (Grade II)

(1 - 21 Levita House, 26A & 28A and 16 Chalton Street)

- 2014/3549/L & 2014/3492/P – Permitted (September 2014)
Replacement of existing windows and doors and associated repairs to include re-roofing, rendering repairs and renewals, concrete repairs, access balcony surface coating, refuse chute removal and pre-decoration repairs and redecoration.

These works were for a smaller area of the building which had already been granted permission in February 2011. As such, the Council's Delegated Report stated that 'the works for the replacement windows have already been approved in 2010 under applications 2010/6388/P and 2010/6392/L and the details are unchanged. There has not been a significant shift in policy and guidance since then. Although double glazed, the windows will still largely match the originals in terms of their materials and method of opening. Slight differences in the dimensions of the frames and glazing bar thicknesses are proposed but these would not be discernible when applied to every window on the façade.'

5.1 Description of the Proposals and their Impact on the Listed Buildings and Conservation Area

It is proposed to replace all of the windows in the following blocks which are all listed Grade-II:

- Nigel Buildings
- Laney Buildings
- Buckridge Buildings
- Radcliff Buildings
- Kirkeby Buildings
- Redman Buildings
- Scrope Buildings
- Frewell Buildings
- Denys Buildings
- Skipwith Buildings
- Ledam Buildings
- Shene Buildings

and in the following unlisted block:

- Gooch Buildings.

The windows are generally either six-over-six or four-over-four timber vertically-sliding sash windows with horns, although a number of the windows on the street elevations at ground and first floor are eight-over-eight also with horns. The windows in the fourth or attic floors are multi-paned timber casements and there are also a number of multi-paned Crittall-type windows. In terms of dates, the windows are a mixture of what appear to be the original windows (generally sashes but also some casements) and later replacements which consist of both timber sashes, modern PVC-u sash replacements and mid-20th century Crittall-type replacements. Generally the windows will be replaced like-for-like, i.e. sashes for timber sashes although the existing Crittall-type windows will be refurbished as new replacements would not fit into the existing reveals owing to the modern mechanisms being too large. However, there are a number of large Crittall-type windows in the reconstructed section of the Redman Block, which was re-built after World War II following bomb damage. As part of the reconstruction, the windows were renewed with Crittalls and these will be replaced, with timber windows, which will generally match the others across the estate. The small “turret” Crittall windows will not be affected and will simply be refurbished, as noted above.

In addition to the variety of windows, there are a number of windows which have had the glass replaced with obscure glazing. There are a number of different styles of obscure glazing installed at various levels in all blocks, although two particular styles were dominant. On that basis, it is proposed to replace any existing obscure glazing with obscure “reeded” glazing (known as “fluted” glass). The reeded glass matches one of the dominant existing styles, and it can be toughened as necessary for use in critical locations, or where security is an issue.

In terms of the sash windows, it is proposed to replace all of the sash windows with new Accoya ® framed windows, which is a sustainably sourced modified softwood which is exceptionally stable and requires low levels of maintenance. The glazing bar patterns will match the original, i.e. either four-over-four, six-over-six or eight-over-eight vertically sliding sashes with horns. The units will be double glazed and whilst the glazing bars themselves will be externally attached, there will be solid spacers behind them and they will be sealed with a thin mastic bead externally which will give the appearance of 'through' glazing bars without the additional weight, manufacturing costs or increased potential for the window seals to fail which is inherent using a multi-pane system. The perimeter spacer will not be the standard aluminium but will be coloured white to match the painted finish. The units will be operated using traditional sash weights and pulleys. The glass will be a non-standard glass having a slightly 'rippled' surface to avoid the sometimes flat appearance of modern glass, and will be manufactured using traditional techniques.

The existing timber external communal doors to some blocks would be replaced with new Accoya ® doors to match the existing design. It should be noted, however, that the stained hardwood timber doors were not part of the original construction, and it is understood that these were installed prior to the listing of the buildings (in the early 1990s). It is not proposed as part of this application to replace the individual resident's front doors, and the only change to the doors themselves would be the addition of "London bar" to the existing locking mechanism. This provides enhanced security to the external doors of the flats which works by installing a white powder coated metal plate over the existing rim lock keep, to help protect it in the event of a force applied from the outside, because the force is spread across the whole locking stile side of the frame, not just in the area of the lock keep, as existing.

Not all timber communal doors will be replaced, only those where the timber has rotted or is otherwise defective. The defective doors and frames would be replaced like-for-like (although in Accoya ®) to match the windows.

Much as at the other social housing blocks in Camden where double glazed units have been granted consent, the windows are a major source of heat loss and the difficulty of maintaining them in working condition has meant that maintenance has not always been carried out. As a result residents have found that not only are the windows draughty and suffer from condensation but that they are now hard to operate. There is a clear need to upgrade the existing windows such that they are able to meet the requirements of the current Building Regulations and help to provide a safe and comfortable environment for the residents.

Some of the windows have already been replaced and are therefore not the originals; as a result of this ad-hoc replacement the uniformity of the elevations has, to an extent, being undermined. It would clearly be beneficial to maintain a consistent appearance to the blocks and this can be best achieved by replacing all of the windows as part of one tranche of works. As noted in the Delegated Report for the Grade II listed Levita

House above, any slight differences in the dimensions of the frames and glazing bar thicknesses would not be discernible when applied to every window on the façade. The significance of the windows is their uniformity and their contribution to the architectural design of the whole estate, not for their individual fabric, which is of an entirely typical Edwardian type and design. Maintaining the uniformity is clearly key, but also ensuring the windows meet modern standards of security, acoustic performance and thermal insulation is a major consideration and entirely within the spirit of the place.

This Report demonstrates that the loss of the existing windows and some, non-original communal external doors would have a neutral impact on the significance of the listed building. This is for two main reasons: firstly, because the significance of the building is sociological and the alterations are in the spirit of improvement heralded by the original design; and secondly because the windows have, to some extent, already been replaced on a piecemeal basis and the loss of a uniform appearance certainly would – in time – be harmful to the significance of the site.

5.2 Justification of the Proposals

Where a proposal causes no harm to the significance of a heritage asset, the NPPF directs that there should be a presumption in favour of the development. However, it is perhaps worth reiterating reasons why the proposals are acceptable, and the manifest public benefits they would bring. The justification for the proposals essentially falls into two areas: improving the living conditions for the residents and ensuring the best value for money for the Council (and ultimately therefore, those who pay council-tax).

Living conditions

The current single glazed windows are a large source of heat loss from any given flat. Replacement with double glazed units would significantly reduce the heat loss from the windows and via the window frames which should reduce the heating bills for individual residents, which would in turn reduce CO₂ emissions. This is a manifest public benefit. The new double glazed windows would also perform better acoustically, allowing less noise to be transferred into the individual flats. This is again a manifest public benefit. The single glazed windows suffer badly from condensation and this affects both the living conditions in the flats and interferes with the planned maintenance programme and ultimately reduces the lifespan of the windows. They also suffer from 'window rattle'. The double glazed units would be close-fitting and properly adjusted and would not rattle; they would also be more secure and it would be harder to break into the flats through the new windows.

Value for Money

The maintenance cycle would be reduced by the use of modern Accoya® engineered timber and a modern paint system. Less maintenance means less on-going expenditure as well as less disruption for residents.

Replacing all of the windows at once would also mean less resident disruption but also would result in a uniform appearance for the buildings, which is a part of their architectural significance. There is also an economy of scale for wholesale window replacement. The proposed windows represent a compromise between faithfully replicating the appearance and construction of the original windows and delivering an economical replacement at a time of pressure on local authority budgets; this is a compromise which has wide-reaching and meaningful public and heritage benefits, however. The new windows would bring with them a degree of certainty over their lifespan, which has benefits for planning Council spending.

It is rare to see such care taken over the design, detailing, construction and finish of window replacements by a public authority and it is worth repeating here the ways in which these units would be non-standard:

- Carefully selected engineered timber to look as though it has many years of paint build-up;
- Rippled glass to avoid a 'flat' appearance;
- Coloured perimeter spacer;
- Glazing bar has beaded mastic edge to appear as putty;
- Operated by sash weights and pulleys rather than spiral balances or top-hanging; and
- Spacer beneath glazing bar to give the appearance of glazing bar being part of the window construction.

It will be hard, once the work has been completed to distinguish between the new windows and the originals. It should also be noted that more care, and more historical evidence, has been required in the preparation of these proposals than for any of the preceding applications for Chamberlain House, Levita House or Walker House.

5.3 Conclusion

It is the conclusion of this Report that there is no reason to withhold planning permission and listed building consent for the proposed window and door replacement on the Bourne Estate. This Report has shown what is significant about these listed buildings, and has also demonstrated that the loss of original fabric would not fundamentally undermine that significance. Rather, it would be entirely within the spirit of this place – which was built to ameliorate poor housing conditions in Edwardian London – to undertake thoughtful and sensitive replacement of the windows in order to improve the living conditions of the residents. The original character and appearance of the buildings would remain recognisable to its first residents of the 1900s and, more importantly, the new windows would have clear and unambiguous benefits for the residents of today.

Appendix I

Statutory List Descriptions

Name: BOURNE ESTATE (NORTHERN PART) DENYS HOUSE FREWELL HOUSE LEDHAM HOUSE RADCLIFF HOUSE REDMAN HOUSE SCROPE HOUSE SKIPWITH HOUSE

87-101, LEATHER LANE

91-101, LEATHER LANE

BOURNE ESTATE (NORTHERN PART), CLERKENWELL ROAD

DENYS HOUSE, 1-30, CLERKENWELL ROAD

FREWELL HOUSE, 1-55, CLERKENWELL ROAD

LEDHAM HOUSE, 1-34, CLERKENWELL ROAD

RADCLIFF HOUSE, 1-105, CLERKENWELL ROAD

REDMAN HOUSE, 1-17, CLERKENWELL ROAD

SCROPE HOUSE, 1-34, CLERKENWELL ROAD

SKIPWITH HOUSE, 1-55, CLERKENWELL ROAD

Grade: II

Date first listed: 11-Jan-1999

Includes: Skipwith House 1-55, Ledam House 1-34, Redman House 1-17 CLERKENWELL ROAD Includes: Radcliff House 1-105, Scrope House 1-34, Frewell House 1-55, Denys House 1-30 CLERKENWELL HOUSE Includes: 91-93 and 99-101 (Odd) LEATHER LANE Includes: 87-101 (Odd) LEATHER LANE

Housing estate for the London County Council. 1901-3. Designed by the LCC Architect's Department (chief assistant for scheme E H Parkes under W E Riley). Elevations of red, orange and stock bricks with some blue and glazed bricks. Portions of upper elevations towards Clerkenwell Road and Portpool Road stuccoed. Brick chimneys, slated roofs. Stone string courses, parapets and segmental arches. Concrete open stairs and balconies with iron railings. Wooden sash and casement windows, some within segmental brick arches and with brick aprons. STYLE: free Classical style, with Arts and Crafts touches, developing the idiom established by the LCC Boundary Street and Millbank estates in a formal direction.

EXTERIOR: 5-storey flats with balcony access; some portions with sixth storey in roof. Enclosed layout, with 5 blocks in parallel on a north-south axis (Shene, Ledham, Skipwith, Denys, Frewell and Scrope Houses) and narrow quadrangles (once with formal planting) between Ledham and Skipwith Houses and between Denys and Frewell Houses. Long east-west blocks (Radcliff House and Redman House) to perimeter of estate, with broad arches leading through to centre of estate, their stuccoed upper storeys with giant pilasters. Some later alterations. Radcliff House: long elevation to Clerkenwell Road, shorter elevations in two sections to Leather Lane, and canted corner between with principal entrance arch to estate and pyramidally capped towers left and right. Ground storey towards roads have shops, with granite piers in between. Upper storeys towards Clerkenwell Road alternate between plain brick elevations with dormers in roof and slightly recessed stuccoed sections with giant pilasters rising through three storeys and parapet over. 3 broad moulded segmental arches lead through to centre of estate, the arch at the corner being more fully detailed with voussoirs and small brick windows over.

The Bourne Estate is the third of the three key estates built by the London County Council in the years of its greatest innovation. In Britain the Bourne Estate is the least known, but it has an international significance as the model for the much admired and highly influential public housing erected in Vienna immediately after the First World War. The Viennese model was subsequently brought back to England, as can be seen in the Ossulton Estate, Camden, listed some years ago, and in some private mansion blocks in central London of the 1930s.

Name: BOURNE ESTATE (SOUTHERN PART); FORMERLY UNION BUILDINGS ESTATE NIGEL HOUSE 1-71, LANEY HOUSE 1-72, KIRKEBY HOUSE 1-45, BUCKRIDGE HOUSE 1-30

Location

11, 11A AND 12, PORTPOOL LANE

51-75, LEATHER LANE

BOURNE ESTATE (SOUTHERN PART); FORMERLY UNION BUILDINGS ESTATE, LEATHER LANE

NIGEL HOUSE 1-71, LANEY HOUSE 1-72, KIRKEBY HOUSE 1-45, BUCKRIDGE HOUSE 1-30, LEATHER LANE

Grade: II

Date first listed: 11-Jan-1999

Includes: Nigel House 1-71, Laney House 1-72, Kirkeby House 1-45, Buckridge House 1-30 LEATHER LANE. Includes: Nos.11, 11A AND 12 PORTPOOL LANE. Includes: Nos.51-75 LEATHER LANE. Housing estate built by the London County Council. 1905-9. Designed by LCC Architect's Department (chief assistant for scheme EH Parkes, under WE Riley). Elevations of yellow and red bricks with some blue and glazed bricks. Portions of elevations towards Leather Lane and Portpool Lane stuccoed. Brick chimneys, slated roofs. Stone string courses, parapets and segmental arches. Concrete open stairs and balconies with iron railings. Wooden sash and casement windows. Free Classical style, with Arts and Crafts touches, developing the idiom established by the LCC Boundary Street and Millbank Estates in a formal direction.

EXTERIOR: 5-storey flats with balcony access; some portions with sixth storey in roof. Enclosed layout, with Kirkeby and Buckridge Houses in parallel on a north-south axis behind frontage. Open courtyard (formerly with crazy paving and cobbles) between Kirkeby House and Laney House. Laney House and Nigel House form a continuous perimeter along Leather Lane and Portpool Lane respectively, the latter parallel with Redman House on north side of Portpool Lane (see Clerkenwell Road, Nos 87-121, Bourne Estate, northern part (qv). Some later alterations. Laney House: elevation to Leather Lane with shopfronts between granite piers on ground storey. Upper portions with brick quoins and alternating between 3 and 4 full storeys with deep cornices, the centres of the 3 lower portions having rubbed brick pilasters with Ionic capitals rising to triangular pediments (two removed after war damage). Dormers in roof. Curved corner between Leather Lane and Portpool Lane with giant pilasters in stucco running through upper storeys. Rear elevation with ground storey projecting, terminated by high parapet wall with chequered brickwork pattern; the windows at this level now filled in. Balconied elevations above and complex roof line. Kirkeby and Buckridge Houses: similar in design, with plain brick elevations in one direction having slightly projecting ends with triangular pediments and centres with segmental pediments, both with quoins; rear elevations irregular, with open stairs and balconies and some distinctive glazed-brick entrances towards Laney House. Nigel House: long elevation to Portpool Lane, aligned with Redman House on north side of Portpool Lane and identical in design, with solid ground and first storeys of channelled brickwork and alternating sections of plain brickwork and giant pilasters above. Continuous moulded parapet, and dormer windows in roof. Rear with quoined projections and broad triangular pediments over arched entrances, open stairs and balconies, and angled projection through 4 storeys near west end of group.

INTERIORS not inspected.

HISTORICAL NOTE: listed as part of the last of the 3 major centre-city housing estates built by the LCC before the First World War, with a different layout and approach from Boundary Street Estate (Tower Hamlets) and Millbank Estate (Westminster). A significant precursor in form and style of inter-war housing estates throughout Britain, and influential on tenement housing throughout Europe. This southern portion of the estate was a slum-clearance scheme, conceived and probably designed before the northern portion but built later. Forms a group with northern part of Bourne Estate, Clerkenwell Road (qv).

Appendix II

Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

The Act is legislative basis for decision making on applications that relate to the historic environment.

Sections 66 and 72 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

in considering whether to grant 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.

Similarly, section 72(1) of the above Act states that:

... with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

National Planning Policy Framework

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

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

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

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

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

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

With regard to the **significance** of a heritage asset, the framework contains the following policies:

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

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 131 of the NPPF identifies the following criteria in relation to this:

- *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.*

With regard to potential '**harm**' to the significance designated heritage asset, in paragraph 132 the framework states the following:

...great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

With regard to '**less than substantial harm**' to the significance of a designated heritage asset, of the NPPF states the following:

134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

In relation to the consideration of applications for development affecting the **setting of a designated heritage asset**, paragraph 137 of the document states the following:

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.

In terms of **non-designated heritage assets**, the NPPF states:

135. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balance judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

With regards to the loss of a building (or other element) which makes a positive contribution to a **Conservation Area**, paragraph 138 states this should be treated:

...As substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area...as a whole.

National Planning Policy Guidance

The planning practice guidance was published on the 6th March 2014 to support the National Planning Policy Framework and the planning system. It includes particular guidance on matters relating to protecting the historic environment in the section: Conserving and Enhancing the Historic Environment. The relevant guidance is as follows:

Paragraph 3: What is meant by the conservation and enhancement of the historic environment?

The conservation of heritage assets in a manner appropriate to their significance is a core planning principle. Heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.

Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in every day use to as yet undiscovered, undesignated buried remains of archaeological interest.

In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so for those kinds of sites, periodic changes may not be necessary.

Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-taking to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development.

Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified, the aim then is to capture and record the evidence of the asset's significance which is to be lost, interpret its contribution to the understanding of our past, and make that publicly available.

Paragraph 8: What is "significance"?

"Significance" in terms of heritage policy is defined in the Glossary of the National Planning Policy Framework.

In legislation and designation criteria, the terms 'special architectural or historic interest' of a listed building and the 'national importance' of a scheduled monument are used to describe all or part of the identified heritage asset's significance. Some of the more recent designation records are more helpful as they contain a fuller, although not exhaustive, explanation of the significance of the asset.

Paragraph 9: Why is 'significance' important in decision-taking?

Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the

contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals

Paragraph 13: What is the setting of a heritage asset and how should it be taken into account?

The “setting of a heritage asset” is defined in the Glossary of the National Planning Policy Framework.

A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.

When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset’s significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.

Paragraph 15: What is a viable use for a heritage asset and how is it taken into account in planning decisions?

The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation.

By their nature, some heritage assets have limited or even no economic end use. A scheduled monument in a rural area may preclude any use of the land other than as a pasture, whereas a listed building may potentially have a variety of alternative uses such as residential, commercial and leisure.

In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

It is important that any use is viable, not just for the owner, but also the future conservation of the asset. It is obviously desirable to avoid successive harmful changes carried out in the interests of repeated speculative and failed uses.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative viable uses, the optimum use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes.

The optimum viable use may not necessarily be the most profitable one. It might be the original use, but that may no longer be economically viable or even the most compatible with the long-term conservation of the asset. However, if from a conservation point of view there is no real difference between viable uses, then the choice of use is a decision for the owner.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused provided the harm is minimised. The policy in addressing substantial and less than substantial harm is set out in paragraphs 132 – 134 of the National Planning Policy Framework.

Paragraph 20: What is meant by the term public benefits?

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

Public benefits may include heritage benefits, such as:

- *sustaining or enhancing the significance of a heritage asset and the contribution of its setting*
- *reducing or removing risks to a heritage asset*
- *securing the optimum viable use of a heritage asset*

Paragraph 7 states:

There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- *an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;*
- *a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and*
- *an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.*

English Heritage Guidance

English Heritage's "Historic Environment Planning Practice Guide" (2010) elaborates on the policies set out in the now superseded PPS5 but still applies to the policies contained in the NPPF.

In paragraph 79 the guide addresses potential **benefits** of proposals for alterations to heritage assets. It states the following:

There are a number of potential heritage benefits that could weigh in favour of a proposed scheme:

- *It sustains or enhances the significance of a heritage asset and the contribution of its setting.*
- *It reduces or removes risks to a heritage asset.*

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

And it adds in paragraph 80:

A successful scheme will be one whose design has taken account of the following characteristics of the surroundings, where appropriate:

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

Some or all of these factors may influence the scale, height, massing, alignment, materials and proposed use in any successful design.

The Guidance has specific advice for **additions and alterations** to heritage assets. This includes the following:

178. The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, are proportion, height, massing, bulk, use of materials, use, relationship with adjacent assets, alignment and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be acceptable for new work to dominate the original asset or its setting in either scale, material or as a result of its siting. Assessment of an asset's significance and its relationship to its setting will usually suggest the forms of extension that might be appropriate.

179 The fabric will always be an important part of the asset's significance. Retention of as much historic fabric as possible is therefore a fundamental part of any good alteration or conversion, together with the use of appropriate materials and methods of repair. It is not appropriate to sacrifice old work simply to accommodate the new.

And:

186. New features added to a building are less likely to have an impact on the significance if they follow the character of the building.(...)

London Borough of Camden

Camden's Development Policies were adopted in 2010 and contain policies relevant for sites such as this. These policies are as follows:

DP24 – Securing high quality design

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

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

DP25 – Conserving Camden's heritage

Conservation Areas

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

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

Listed Buildings

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

- 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 building; and*
- h) not permit development that it considers would cause harm to the setting of a listed building.*

Camden's Core Strategy was also adopted in 2010. Of relevance is the following policy:

CS14 - Promoting high quality places and conserving our heritage

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

- a) *requiring development of the highest standard of design that respects local context and character;*
- b) *preserving and enhancing Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens;*
- c) *promoting high quality landscaping and works to streets and public spaces;*
- d) *seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible.*

Hatton Garden Conservation Area

The Hatton Garden Conservation Area Appraisal was published in August 2009. In terms of the character and townscape, it describes the conservation area as follows:

The character of spaces within Hatton Garden varies considerably. The area contains few open spaces, therefore the emphasis is upon the streetscape. Most buildings directly front the highway – front basement areas and railings are only found in Gray's Inn Road, Ely Place, Hatton Garden and St. Cross Street. Subsequently, there is a degree of enclosure in most streets and the appearance of the high urban density. This is particularly the case in the narrower streets where taller buildings dominate, such as in Leather Lane, Saffron Hill and Vine Lane. This sense of enclosure is increased as the roads descend towards the river Fleet and the buildings reach up to 8 storeys high. The laying of Back Hill and Bleeding Heart Yard with small set paving also contributes to the appearance of the area and gives these streets a more intimate character.

In terms of the prevalent building type, the appraisal states:

The character and special interest of the Hatton Garden area is defined largely by the quality and variety of buildings and uses, as well as the unique pattern of streets. The character is not dominated by one particular period or style of building but rather by the combination of styles that make the area of special interest. It is often the case that buildings of different periods, architectural styles and functions exist together in the same street, creating contrasts in scale and character. Subsequently, where alterations have taken place, they usually respect the established character of the adjacent buildings as well as that of the street.

Building types which make a particular contribution to the character and appearance of the CA include Georgian terraced buildings, late 19th century and early 20th century residential blocks, warehouse and workshop buildings and neo-classical buildings.

The building types are separated into five different categories. Early social housing forms the third category. Within this, the Bourne Estate is described as follows:

The Bourne Estate (listed grade II) is a residential complex which dominates the north east section of Leather Lane and the south of Clerkenwell Road at 5 storeys high. The estate consists of a number of residential blocks which enclose 4 quiet and shady courtyards, containing mature trees and shrubs. The estate was constructed in 1901-3 for the London County Council and was designed by W. E. Riley. The buildings are constructed in dusky red and yellow bricks and the design incorporates classical pediments and stucco pilasters, as well as arts and crafts details such as gabled walls and casement windows on the inner courts and decorative mouldings to the large arches on the access ways.

The London Plan Policies (Revised Early Minor Alterations 2013)

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

Policy 7.8

Heritage assets and archaeology

Strategic

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

Planning decisions

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

Policy 7.9

Heritage-led regeneration

Strategic

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

Planning decisions

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

Appendix III

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24. Kirkeby Buildings (DIA, 2015)

Endnotes

- 1 http://fet.uwe.ac.uk/conweb/house_ages/council_housing/print.htm
- 2 Five Per cent Philanthropy
- 3 Ibid
- 4 Eternal Slum
- 5 <http://www.peabody.org.uk/about-us/our-story/our-history/peabody-through-the-ages>
- 6 Ibid
- 7 Ibid
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- 9 Inwood, S., 'City of Cities', London: 2005
- 10 The following information has been sourced from Camden Council, 'Hatton Garden Conservation Area Statement', London: 1999
- 11 Reily
- 12 Five Per cent Philanthropy
- 13 Ibid
- 14 Tam, J. N., 'Five Per Cent Philanthropy: An Account of Housing in Urban Areas Between 1840 and 1914', London: 1973
- 15 Biographical file of Ernest Hadden Parkes (1866/8-1953), held at the RIBA Library
- 16 Biographical file of William Edward Riley (1852-1937), held at the RIBA Library

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