



The Cock Tavern, Phoenix Road

HERITAGE STATEMENT

THA Ref: 2017/5205

May 2017

Contents

1.0	Introduction	p. 3
2.0	Regulatory Framework	p. 5
3.0	Historic Background	p. 8
4.0	The Heritage Asset(s)	p. 13
5.0	Assessment of Proposals	p. 19
6.o	Summary	p. 21

Cover: The Cock Tavern

Introduction 1.0

1.1 Flamestrike Limited has commissioned The Heritage Advisory Ltd. to carry out this Heritage Statement. The document first considers the significance of the application site (**Figure 1**) comprising the Cock Tavern, a component part of the wider Grade II listed *Walker House Southern Block including the Cock Tavern Public House* (designated 13/12/96, **Appendix 1**), before going on to consider proposals for the site's alteration and subsequent impacts upon that significance.



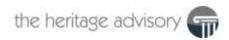
Figure 1: The Cock Tavern

The Grade II listed Walker House Southern Block including the Cock Tavern Public House (designated 13/12/96) is noted by the list description to comprise a block of council flats and attached public house, together forming part of the Ossulston Estate. This was built over 1929-30 to the designs of the LCC Architects' Department under G. Topham Forrest. The public house is described as follows:

'3 storeys and cellars. 4 windows and 6-window return to Chalton Street. Similar style.

Public house frontage of transom and mullion windows with plate glass between pillars; main entrance on chamfered ground floor angle.'

- 1.4 In terms of overriding significance, the description notes the designation to be:
 - '. . . the most important inner-city estate of the inter-war period, representing the most considered attempt by the LCC to inject new thinking into inner-city housing estates. It was influenced in particular by Viennese housing models and was innovative in terms of layout and elevation.'
- 1.5 Further to the recently permitted/consented refurbishment, conversion and extension of the existing Cock Tavern to provide new public house facilities at ground floor, with five new residential units at first, second and third floors etc. (*Ref: 2015/1496/P & 2016/3617/L*), current proposals seek to amend the earlier scheme by implementing the following items:
 - i) Reinstatement of a two metre high Party Wall to Walker House;
 - ii) Relocation of the refuse and recycling bins;
 - iii) Retention of an existing door opening to the ground floor residential staircase;
 - iv) Raising of the floor to the proposed ladies toilets, cycle store, plant room and refuse store to the level of that of the existing building; and,
 - v) Alteration of the proposed fenestration to the toilet lobby, ladies toilet, cycle store and plant room.
- In accordance with Paragraph 128 of the National Planning Policy Framework (March 2012), the statement describes the significance of the heritage assets to be affected (Grade II listed *Walker House Southern Block including the Cock Tavern Public House*), in a manner proportionate to both the assets' importance and an understanding of the potential impact of proposals upon that significance.



Regulatory Framework

2.0

Legislation

2.1 Legislation relating to the historic environment is contained in the *Planning (Listed Buildings and Conservation Areas) Act 1990* (the *Act*). Of particular relevance are sections 16 & 66 of the Act, summarised as follows:

Concerning a listed building or its setting, the local planning authority or 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.

National Guidance

- The National Planning Policy Framework (NPFF, March 2012) emphasises 'a presumption in favour' of sustainable development i.e. defined by the document as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs'.
- 2.3 This 'presumption in favour' has been implemented to speed up decision making and encourage more development. As regards heritage assets, it is emphasised that their conservation under such circumstances is to be achieved 'in a manner appropriate to their significance'. Key paragraphs are summarised below.
- 2.4 Paragraph 131 states that in determining planning applications, local authorities should take account of:
 - The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - ii) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - iii) The desirability of new development making a positive contribution to local character and distinctiveness.
- 2.5 Paragraph 137 sets out that local planning authorities should seek opportunities for new development within conservation areas and within the settings of heritage assets to enhance or better reveal their significance.



Local Policy

2.6 The London Borough of Camden replacement *Unitary Development Plan* (UDP), adopted in June 2006, was replaced in November 2011 by the *Local Development Framework* (LDF). The *Camden Core Strategy 2010-25* sets out the key elements for the vision of the Borough and is a central part of the LDF. The Camden Core Strategy is supported in terms of detailed development management by the *Camden Development Policies 2010-25* document (DPD), adopted at the same time. Both the *Core Strategy* and the DPD contain policies specific to conservation.

- 2.7 Policy CS₅ of the Core Strategy concerns managing the impact of growth and development, and among factors that must be given particular consideration, this would include 'd) protecting and enhancing our environment and heritage and the amenity and quality of life of local communities'.
- This is considered in more detail by *Policy CS14* of the same document (*Promoting high quality places and conserving our heritage*), which sets out the Council's strategic objectives to preserve and enhance Camden's 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 . . . listed buildings . . . ;
- 2.9 The London Plan (2011) also contains the following relevant summarised policies:

Policy 7.8

C Development should identify, value, conserve, restore, reuse and incorporate heritage assets, where appropriate.

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 that 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 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.

Other Relevant Guidance

2.10 Also of relevance is English Heritage's (now Historic England) 2008 document Conservation Principles: Policy and Guidance for the Sustainable Management of the Historic Environment, 2008. At paragraph 140, p.59, this states that 'The greater the range and strength of heritage values attached to a place, the less opportunity there may be for change, but few places are so sensitive that they, or their settings present no opportunities for change'.

Historic Background

3.0

Somers Town

3.1 Somers Town was named after Charles Cocks, 1st Baron Somers (1725-1806), although the area had originally been granted to John Somers, Lord Chancellor and Baron Somers of Evesham (1651-1716) by William III. The first housing built there was at the Polygon (**Figures 2 & 3**), a Georgian housing development of thirty-two houses by Leroux in 1793; this being originally set among fields, brickworks and market gardens to the north of London.

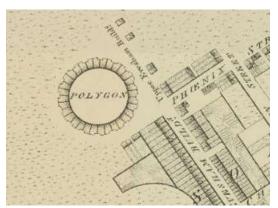


Figure 2: The Polygon, 1799



Figure 3: Clarendon Square in 1850, Polygon to Left

- 3.2 The status of the Polygon deteriorated both socially and physically as adjacent land was sold piecemeal for more economic housing in response to the 1830s' introduction of the railway into Euston, St. Pancras and King's Cross. At this time the area was accommodated by a large transient population of labourers. This population grew rapidly with ensuing multiple occupation and overcrowding, in turn resulting in social and physical deterioration.
- 3.3 By 1868 the local population stood at around 12,000 with associated impacts upon the locale's built environment and early recognition of the need for slum clearance. This was first undertaken by St. Pancras Council at Goldington Buildings in 1906 and subsequently on a larger scale by the St. Pancras House Improvement Society established in 1924. Construction of the Ossulston Estate followed shortly thereafter between 1927 and 1931.

Ossulston Estate

3.4 The Ossulston Estate is a multi-storey (five storeys with attics and basement) council estate constructed between 1927 and 1931. This was built to rehouse inhabitants not already accommodated by the LCC's new suburban estates, particularly those displaced by removal of the Somers Town slum between Euston and St. Pancras Stations. Original 1925 proposals were for nine-storey structures on an American model, with lifts and more expensive flats for private tenants on the upper floors. This was rejected and the height reduced to seven storeys with no lifts or private flats. Central heating was omitted, but the flats had electricity from the outset.

3.5 The estate was designed by G. Topham Forrest, chief architect of the LCC, with assistants R. Minton Taylor and E.H. Parkes. This was influenced by Viennese modernist public housing such as Karl Marx-Hof in Vienna, which Forrest had visited. The estate itself is configured as blocks set around three courtyards and small greens reached by archways from Ossulston and Chalton Streets. Although some neo-Georgian features are exhibited by roofs and windows etc., modernist technology was more generally brought to bear with steel-frame construction and unornamented rough-cast walls. Enrichment was provided by spatial elements such as balconies.



Figure 4: First Edition OS, 1870



Figure 5: Third Edition OS, 1913

Chamberlain House (three blocks of flats) was built in 1927-9. Levita House to the south (seven storeys and wings with grand courtyard), named after Cecil Levita, chairman of the LCC's 1920s' Housing Committee, was built over 1930-1. Its courtyard was originally intended to lead to the higher status apartments intended in 1925. Walker House was undertaken in two phases, the first over 1929-30, and the other side of the courtyard over 1936-7 in more traditional brick, with six-storey buildings. Its earlier, southern block from 1929-30 would include the Cock Tavern.



Figure 6: The Cock Tavern, Building Act Clearance Plan, 1929

The Cock Tavern

3.7 When constructed in 1929, the Cock Tavern as this exists was a wholly new building, with any other structure occupying the site before this being demolished down to basement level. That this is the case is confirmed by parts of the construction

contract detailing superstructure. That this removal would be complete by the end of 1928 is also confirmed. However, the Cock Tavern as a local *facility* is known to have existed since at least 1856 and its entry into the Post Office Directory of this year, when it was run by a Miss S Howland. The location of the Cock Tavern before its assimilation into Walker House is further known to be on the junction of Clarendon Square, Phoenix Street and Chalton Street. This was directly adjacent its present location and reinstatement as a facility to the ensuing estate.



Figure 7: Equity Buildings, Looking North, 1928

In first and third edition OS maps (**Figures 4 & 5**) it is merely marked 'PH' for 'Public House', but that it is the Cock Tavern is confirmed by a plan from the Building Act case-file - which showed the area for clearance - and the 'PH' shown in former OS maps to be clearly marked as the Cock Tavern, no. 62 Chalton Street (**Figure 6**). The nature of development removed to enable Walker House can be seen from photographic records prior to clearance - including parts of Clarendon Square, Hampden, Phoenix and Ossulston Streets, and Equity Place (**Figure 7**) — to be in clear need of improvement on a number of levels, albeit the evidence for slum housing in this locale is substantial. The whole of the area is plainly degraded, and in a relatively limited space of time - given the area's short history - from a point of view of physical fabric.

3.9 Given the fluidity and rate of development over the early twentieth century, following its original address at 62 Chalton Street, the Cock Tavern can be seen to have assumed a number of addresses arising from the various amendments to surrounding street names and configurations. Post Office Directory entries therefore show it to assume that of 62 Chalton Street in 1921; 1 – 2 Clarendon Square in 1934 and 1938; and at 23 Phoenix Street in 1944, its present address and location. As landlord from 1915, a William Claude Chatty can be seen to have occupied the property throughout these various changes of addresses and its final, actual move, eventually as part of the Ossulston Estate. As both a local facility and structure in this location, the existing Cock Tavern can be therefore seen to be a relatively late development.

3.10 From a historical perspective, the locale can be interpreted as one in which the need to remedy social and associated environmental degradation was experienced early in the area's evolution. A number of successive phases of regenerative development were implemented there, specifically in response to nearby impacts resulting from the arrival of the railway in the area. Following the first such responses over the Edwardian period, the Ossulston Estate is particularly innovative in its more modern approach, this referencing established European models, whilst nevertheless assimilating more home-grown, traditional Georgian references. The Cock Tavern – perhaps as a result of its enduring local presence (albeit in a different location) and continued, traditional function - is particularly referential in this regard, assuming a far more historicist appearance than the residential quarters of its host structure.

The Heritage Asset(s)

4.0

4.1 Walker House Southern Block including the Cock Tavern Public House (Figure 8) was designated Grade II on the 13/12/96. This is noted by the list description to comprise a block of council flats and an attached public house, in turn forming part of the wider Ossulston Estate. This was constructed over 1929-30 to designs by the LCC Architects' Department under G. Topham Forrest. Of loadbearing brickwork and rendered with coloured roughcast, ground floor level is channeled to appear as stone. Balconies are of reinforced concrete (Figure 9).

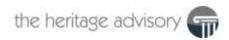




Figure 8: Walker House & The Cock

Figure 9: Walker House, Courtyard

- Pantiled roofs are hipped with dormers and tall chimney stacks. Apartment blocks are built to five storeys with attics and basement. In general these form a long range of flats with a central round-arched entrance, this having voussoirs and a keystone. Sash windows are slightly recessed with exposed boxing. The whole façade is surmounted by a parapet. The whole forms a group with Chamberlain House, Phoenix Road, Levita House, and Ossulston Street, including the Somers Town Coffee House.
- 4.3 From a point of view of significance, it is further noted by the list description that despite the emergence of policy to house as many Londoners as possible on outlying cottage estates, the pressure of waiting lists and urgency entailed in slum clearance forced Cecil Levitas, Chairman of the LCC Housing Committee to address this situation quickly. Its review resulted in the Ossulston Estate, further noted to be:
 - '. . . the most important inner-city estate of the inter-war period, representing the most considered attempt by the LCC to inject new thinking into inner-city housing estates. It was influenced in particular by Viennese housing models and was innovative in terms of



layout and elevation.'

4.4 Within such a context, the list description goes on to reference the Cock Tavern, individually described as a:

'Public House: 3 storeys and cellars. 4 windows and 6-window return to Chalton Street. Similar style. Public house frontage of transom and mullion windows with plate glass between pillars; main entrance on chamfered ground floor angle'.



Figure 10: Walker House, Southern Block/Phoenix Street Elevation, 1929

- 4.5 Setting this within a wider context of contemporary local development, Pevsner writes:
 - '. . . facing the flank of the British Library, is the LCC's showpiece of between the wars, the experimental Ossulston Estate . . . intended to be a visual improvement on the standard four- or five-storey walk-up block of flats. CHAMBERLAIN HOUSE (1927-9) was the first part to be built. Three blocks around a courtyard, with roughcast walls

above a granite-faced ground floor with arched windows. LEVITA HOUSE, to the s, of 1930-1, is more boldly massed, with a formal approach to a seven-storey centerpiece, flanked by splayed wings with balconies enclosed with tall arches. Both the courtyard layout and the drama of solid and void unrelieved by any ornament pay tribute to the grand housing schemes of Vienna . . . Behind the main frontage are three large internal courtyards; community facilities included the coffee house in Chalton Street and, N of Phoenix Road, THE COCK. Here also the first phase of WALKER HOUSE (1929-30), in the same spirit, but the large court behind is surrounded by plain brick six-storey ranges of 1936-7, typical of more routine 1930s flatted estates'.

Innovation combined with reference to tradition - along with the resulting success of 4.6 the southern block of Walker House - is readily apparent in photographs from 1929 when the structures are newly complete (**Figures 10 & 11**). This is particularly apparent when this is compared with the later 'plain brick six-storey ranges of 1936-7, typical of more routine 1930s flatted estates' identified by Pevsner (Figure 12). Equally contrasting is the grand, imposing scale of the southern block when compared with the Cock Public Tavern, seen peripherally to the left of Figure 10, and again peripherally to the right of Figure 11. Whilst it is acknowledged that the public house has no need to be equal in terms of scale and mass, this nevertheless appears as an afterthought, or as merely incidental to the wider development, rather than as the hub of new community it was perhaps intended. Reflective of this 'lesser' role is the lack of innovation exhibited by any of its elevations, and more pedestrian, traditional or historicist design. Clearly, this suffers most by comparison with its more obvious counterpart, the Somers Town Coffee House on Chalton Street (Figure 13), a generally more considered design that is described by Pevsner as 'homely and domestic'.



Figure 11: Walker House, Southern Block/Courtyard Elevation, 1929





Figure 12: Walker House, North Block

Figure 13: Somers Town Coffee House

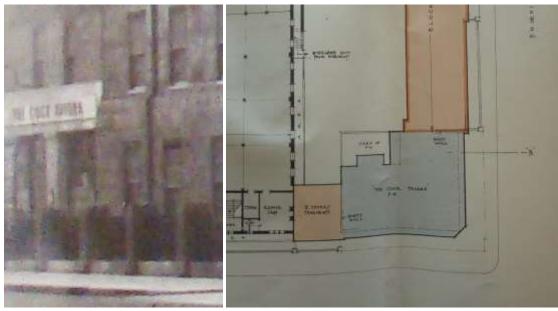


Figure 14: Historic Signage

Figure 15: The Cock Tavern Plan, 1928

It is further acknowledged that the presently degraded Cock Tavern has undergone not insubstantial erosion and loss across its fabric, which contributes to a continuing impression of lesser status. Signage is modern, standard and relatively poor in terms of design and implementation; the distinction between ground floor and upper levels is lost, where this is supposed to reflect that of its host building and appear channeled and therefore as stone (this has been painted over with a dense, plasticised masonry paint, and around windows actually covers a faience detail (to be repaired ref. dwg. WD/210, 211)); whilst the state of repair and decoration at this level can be seen to be generally poor. If **Figure 14** is considered closely, the extent to which signage has been altered can be appreciated, yet **Figure 15** clearly

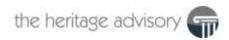
demonstrates that in essence, the original public house frontage or fascia/surround remains intact today. In general the building envelope appears tired and without clear identity. The interiors from ground floor level upwards reflect this poor condition but are in a much worse state of repair, having undergone much more loss and intrusion generally.

4.8 As merely a small, component part of a much wider designation, and in turn a small component part of a much wider context of early twentieth century slum clearance and regeneration, the Cock Tavern can be seen to be of commensurately lower importance in terms of both its intrinsic design value, and in terms of its relationship with the larger southern block of Walker House. This lack of relative importance can be seen to extend to its relationship with the wider Ossulston Estate, particularly when considered in comparison to its most obvious counterpart, the similarly Grade II listed Somers Town Coffee House. This is not only a better, more considered design intrinsically, but perhaps as a reflection of this, has also been clearly more valued - if only recently - and therefore presents a better preserved, if not enhanced, fabric and therefore significance. Along with present proposals, the Cock Tavern presents the same opportunity for enhanced use and therefore continued and considered maintenance, resulting in the overarching conservation of the property.

Assessment of Proposals

5.0

- Further to the recently permitted/consented refurbishment, conversion and extension of the existing Cock Tavern to provide new public house facilities at ground floor, with five new residential units at first, second and third floors etc. (*Ref: 2015/1496/P & 2016/3617/L*), current proposals seek to amend the earlier scheme by implementing the following items:
 - i) Reinstatement of a two metre high Party Wall to Walker House;
 - ii) Relocation of the refuse and recycling bins;
 - iii) Retention of an existing door opening to the ground floor residential staircase;
 - iv) Raising of the floor to the proposed ladies toilets, cycle store, plant room and refuse store to the level of that of the existing building; and,
 - v) Alteration of the proposed fenestration to the toilet lobby, ladies toilet, cycle store and plant room.
- Given the permission/consent already granted, the overriding principle of refurbishment, conversion and extension of the heritage asset would appear to have been established. This is because the listed building is presently in clear need of means with which to perpetuate its ongoing maintenance and therefore conservation and future survival. Not only from a material perspective, but also as regards its associated use and financial viability.
- 5.3 With this objective in mind in addition to those works already established as appropriate further consideration and/or peripheral matters have necessitated the slight adjustment of the scheme, and formulation of those contained above at criterion i) v). These are understood to resolve matters, thus refining the present permission/consent and in turn rendering the site a still more practically viable prospect as regards the continuing maintenance of the heritage asset and its ongoing conservation more generally.
- 5.4 Principally, Party Wall negotiations have resulted in a number of changes to the scheme at its northeast corner. Although visually obscure by its very nature, the required reinstatement of this wall would result in a fundamentally thinner, less substantial structure than previously, the location of which will change slightly from



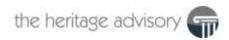
that permitted/consented; being marginally set back where this connects with the adjoining wall at its south. Whilst materially different, such change is in fact negligible and visually obscure in any case without any undue visual and/or physical impacting upon the host heritage asset.

- 5.5 Further to this, as access from neighbouring property has not proved possible in order to enable collection, where refuse is currently stored at the front of the property, this would be located in the slight return close by the residential entrance. This is however, not merely more accessible and convenient to the efficient functioning of the public house and residences etc., but more generally unobtrusive and again visually obscure, being of merely a marginal impact physically. It is also a clear improvement upon the current scenario.
- A clear benefit as regards the special interest and/or significance of the heritage asset from an evidential and/or architectural perspective, would include what is now the retention of the existing door opening to the ground floor residential staircase. Further to this, is the raising of the floor to the proposed ladies toilets, cycle store, plant room and refuse store to the level of that of the existing building.
- 5.7 This element would not only render the site a better, safer functioning environment, but from a physical perspective, accord more closely with the heritage asset itself and this particular component feature. A door would be removed from the resulting Party Wall and fenestration altered; however, this change is again negligible to that already permitted/consented and these items would retain authentic legibility of phasing as regards their clearly contemporary type and appearance.
- Changes to that scheme already permitted/consented are therefore marginal and of a negligible impact generally due to their minor nature and/or relatively obscure locations. If not of clear heritage benefit. Party Wall negotiations have generally necessitated these changes, but further to those in-principle changes already agreed and therefore permitted and/or consented by the LPA at the property, these are understood to be a clear refinement of this scheme, and one that continues to accord with the relevant regulatory framework.

Summary 6.0

6.1 Given the overriding acceptability of refurbishment, conversion and extension of the heritage asset established with the previous permission/consent, the aforementioned works merely seek to improve and enhance these proposals; rendering these still more practical and effective as regards the ongoing use, maintenance, conservation and future survival of the heritage asset.

- 6.2 No element is considered to be in conflict with the listed building and/or unduly affect the special interest of this, as per the relevant tests of the relevant *Act*. Neither is it considered that any *harm* would arise via their implementation, as per the relevant tests of the NPPF.
- 6.3 Should this be interpreted as being the case, when taken together, it is in turn understood that the considerable and cumulative public benefits of both the permitted and proposed schemes, would more than amply outweigh any negative impacts.



Appendix 1: List Summary

List Entry Summary

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

Name: WALKER HOUSE SOUTHERN BLOCK INCLUDING THE COCK TAVERN PUBLIC HOUSE

List Entry Number: 1139058

Location

WALKER HOUSE SOUTHERN BLOCK INCLUDING THE COCK TAVERN PUBLIC HOUSE, PHEONIX ROAD

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

County: Greater London Authority

District: Camden

District Type: London Borough

Parish:

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 13-Dec-1996

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

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

Legacy System: LBS

UID: 477767

Asset Groupings

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

List Entry Description

Summary of Building

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

Reasons for Designation

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

History

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

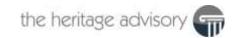
Details

CAMDEN

TQ2983SE PHOENIX ROAD 798-1/84/1313 (North side) 13/12/96 Walker House southern block including The Cock Tavern Public House

GV II

Block of council flats and attached public house forming part



of the Ossulston Estate. 1929-30. To designs of the LCC Architects' Department under G Topham Forrest. Load-bearing brickwork rendered with coloured roughcast, ground floor channelled to appear as stone; reinforced concrete balconies. Hipped pantiled roofs with dormers and tall chimney-stacks. EXTERIOR: flats: 5 storeys, attics and basement. Long range of flats with central round-arched entrance with voussoirs and keystone. Slightly recessed sashes with exposed boxing. Parapet.

Public house: 3 storey and cellars. 4 windows and 6-window return to Chalton Street. Similar style. Public house frontage of transom and mullion windows with plate glass between pillars; main entrance on chamfered ground floor angle. INTERIORS: not inspected. This complex forms a group with Chamberlain House, Phoenix Road (qv) and Levita House, Ossulston Street including the Somers Town Coffee House (qv). HISTORICAL NOTE: despite policy to house as many Londoners as possible on outlying cottage estates pressure of waiting lists and urgency of slum clearance forced Cecil Levita, Chairman of the LCC Housing Committee to review the situation. The Ossulston Estate is the most important inner-city estate of the inter-war period, representing the most considered attempt by the LCC to inject new thinking into inner-city housing estates. It was influenced in particular by Viennese housing models and was innovative in terms of layout and elevation.

Listing NGR: TQ2971683016

Selected Sources

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

Map

National Grid Reference: TQ 29716 83016

The below map is for quick reference purposes only and may not be to scale. For a copy of the full scale map, please see the attached PDF - <u>1139058.pdf</u>



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27