



Donald Insall Associates
Chartered Architects and Historic Building Consultants

Nos. 91 & 91a Regents Park Road, NW1 8UT

Historic Environment Report

for Alexander Martin Architects

September 2017



PRIMROSE CORNER

Organic Foods
Off Licence
Tobacco
Party Items

Stationery/Photocopy
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Cards
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Ordnance Survey map (reproduced under license 100020449)

1.0 Summary of Historic Environment Report

1.1 Introduction

Donald Insall Associates was commissioned by Alexander Martin Architects in July 2017 to assist them in the preparation of proposals for Nos.91 and 91a Regents Park Road, NW1 8UT.

The investigation has comprised historical research, using both archival and secondary material, and a site inspection. An illustrated history of the site and building, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the significance of the buildings and their conservation area location, which is set out below. This understanding has informed the development of proposals for change to the buildings, by Alexander Martin Architects. Section 4 contains assessment of specific views and a justification of the scheme according to the relevant planning policy and guidance.

1.2 The Buildings, their Setting and their Legal Status

Nos.91 and 91a Regent's Park Road are located in the Primrose Hill Conservation Area in the London Borough of Camden. These buildings and indeed the whole terrace have been identified by Camden as 'unlisted buildings of merit' and their shopfronts have also been identified as 'being of merit'. The buildings do not lie within the setting of any listed buildings, but sit opposite a further unlisted building of merit – No.89 Regent's Park Road, and close to No.1-4 Erskine Road (Leeder House). These buildings are considered to be 'undesignated heritage assets', to use the terminology of the National planning Policy Framework (NPPF) whilst the Primrose Hill Conservation Area is a 'designated heritage asset'. A summary of the conservation area statement, provided by the local planning authority, is in Appendix I, along with extracts from the relevant planning policy documents.

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 'pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas'.

In considering applications for planning permission, local authorities are also required to consider the policies on the historic environment set out in the National Planning Policy Framework. At the heart of the Framework is 'a presumption in favour of sustainable development' and there are also specific policies relating to the historic environment. The Framework requires local authorities to 'recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'.

The Framework, in paragraph 128, states that:

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Section 1.3 of this report – the assessment of significance – meets this requirement and is based on the research and site surveys presented in sections 2 and 3, which are of a sufficient level of detail to understand the potential impact of the proposals.

The Framework also, in paragraph 132, requires that local planning authorities, when considering the impact of a proposed development on the significance of a designated heritage asset (in this case, the conservation area rather than the buildings) the authority should give 'great weight ... to the asset's conservation' and that 'the more important the asset, the greater the weight should be'. The Framework goes on to state that:

... 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.

Section 4 of this report provides this clear and convincing justification.

The Framework requires that local planning authorities categorise harm as either 'substantial' or 'less than substantial'. Where a proposed development will lead to 'substantial harm to or total loss of significance' of a designated heritage asset, the Framework states, in paragraph 133, that:

... local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply: the nature of the heritage asset prevents all reasonable uses of the site; and no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and the harm or loss is outweighed by the benefit of bringing the site back into use.

Where a development proposal will lead to 'less than substantial harm' to the significance of a designated heritage asset the Framework states, in paragraph 134, that:

... this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

The Framework also requires that the effect of an application on the significance of a non-designated heritage asset (the buildings in question) should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, the Framework states, in paragraph 135, that:

... a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The Framework requires local planning authorities to look for opportunities for new development within conservation areas and world heritage sites and within the setting of heritage assets to enhance or better reveal their significance. Paragraph 137 states that:

... 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.

Concerning buildings which contribute to conservation areas it states, in paragraph 138, that:

Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area ...should be treated either 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.

At the core of the Framework is the achievement of **sustainable development**. Paragraph 9 states:

Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

replacing poor design with better design;

Also, its **core planning principles**, outlined in paragraph 17 advise that planning should:

...always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

Section 7: Requiring Good Design continues this main thread in more detail:

The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (Paragraph 56).

...Planning policies and decisions should aim to ensure that developments:

will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;

optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;

respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;

create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and

are visually attractive as a result of good architecture and appropriate landscaping (Paragraph 58).

1.3 Assessment of Significance

No.91 Regent's Park Road was built in 1868-1870 as an end-of-terrace commercial building with a ground floor shop and residential accommodation above. The building shares a number of characteristics with the wider terrace (Nos.91-109), though appears to have been designed independently, for its plot is wider, its floor levels do not align with others in the terrace and its detailing differs. No.91a is a single storey commercial building, which was constructed to the rear of No.91 in the early-20th century and was refronted in c.1920. The plot adjacent (the present No.1 Erskine Road) was developed at the end of the 19th century and a service road was retained for access to an organ factory to the rear. This has given rise to a larger than normal gap in the local townscape.

No.91 is a prominent corner building which features modest decorative details including Classical stucco dressings and touches of polychromatic brickwork and is therefore something of a hybrid between mid-Victorian Classicism and High Victorian opulence. It retains its original shopfront framing of rusticated pilasters, floral capitals and brackets, though the original joinery has been lost. Its Regent's Park Road and Erskine Road elevations feature prominent gables with decorative brickwork and arcaded windows to the upper floors, which are highly visible in views along both roads. In terms of architectural design, the building is not of exceptional quality but in terms of its role in the local townscape it is important and along with the other shopping parades, represents the late-19th century commercial development of the area. The building makes a positive contribution to the character and appearance of the Primrose Hill Conservation Area. Its rear façade is much plainer than its street-facing façades and is overall is of far less significance. Its Erskine Road elevation has been rendered, as has part of the Regent's Road façade, which detracts from the appearance of the conservation area. Further detracting elements on the façades include the patch repairs to the brickwork, untidy cabling, vents and rainwater pipes and spouts.

No.91a is an early-20th century single storey commercial building with an attractive shopfront which was designed to match the late-Victorian one adjacent. This shopfront makes a positive contribution to the conservation area, however the shopfront joinery and shutters are modern and detract.

Primrose Hill Conservation Area

The significance of the Primrose Hill Conservation Area resides in its largely 19th century residential appearance which comprises a mixture of generous villas, semi-detached villas and abundant terraces. Though principally residential, there are stretches of commercial buildings, particularly huddled along the railway line. Its many street trees provide a verdant character which is significantly reinforced by its proximity to both Primrose Hill and Regent's Park.

The north end of Regent's Park Road is a sub-area within the conservation area; it is a designated local 'shopping centre' and comprises substantial Victorian shopping parades. Nos.91-109 Regent's Park Road are locally listed, their decorative principal façades have the positive impact on the conservation area, whilst their altered rear façades (some with incongruous dormer extensions) have a modest positive impact. No.91

Regent's Park Road is a prominent corner building which forms part of one of these parades, together with No.89 Regent's Park Road it frames the opening to Erskine Road.

No.91 and 91a Regent's Park Road have the potential to fall within three local views as identified by Camden Council, these include:

- Regent's Park Road: Views north into Regent's Park Road when approaching from Primrose Hill Park;
- Regent's Park Road: Views north of the railway bridge;
- Regent's Park Road: Views south of Primrose Hill.

1.4 Summary of Proposals and Justification

The proposals – by Alexander Martin Architects – are described in the drawings provided as part of this submission for planning permission. The proposals include internal and external alterations to No.91 Regent's Park Road and the creation of three new residential units within a new three-storey rear extension above No.91a Regent's Park Road. Further alterations include improvements to the shopfronts at No.91 and 91a and a programme of repair to the exterior of No.91.

Section 4 of this report discusses the proposals and their impact in detail and concludes that overall, the character and appearance of the Primrose Hill Conservation Area would be preserved. Where minor harm has been identified, this would be 'less than substantial' and would be mitigated by good design.

The improvements to the façades of No.91 and 91a would significantly enhance their appearance and would bolster the positive contribution which they already make; aligning with Camden's policies (D1 on Design and DP30 on shopfront design). This proposal would not only 'optimise the potential of the site to accommodate development' but also would respond architecturally to nearby buildings, and would sit comfortably within Conservation Area through its materials, detailing, proportion and scale – fulfilling the requirement for new development to 'respond to local character and history' (National Planning Policy Framework - NPPF 58, 60) also responding to Camden's policies (CS13, CS14 and CS17). The views analysis demonstrates that overall the proposed building represents an improvement. The quality of the design, moreover, 'goes far beyond aesthetic considerations' and addresses the 'the integration of new development into the existing environment' as required by the NPPF (NPPF, paragraph 61). The policy tests relevant to design, heritage and setting contained in the NPPF are, therefore, satisfied.

The proposals have been assessed against relevant national and local planning policies and guidance and the impact on the Conservation Area has been analysed. The proposed new extension demonstrates a commitment to design quality and would sit comfortably within the local townscape. The proposals would enhance the Conservation Area and overall no harm would be caused to it. As such it would meet the tests for sustainable development as set out within the NPPF.

2.0 Historical Background

2.1 Development of the Southampton Estate

Until the early-19th century the land now occupied by the Primrose Hill Conservation Area was predominantly large open fields, the majority of which belonged to Lord Southampton. J. Thompson's 1801 map of St Pancras shows that where development did exist, it was focused on Camden Town **[Plate 1]**. The Chalk Farm Tavern, a 17th century inn with hunting grounds is visible in the northeast corner of Thompson's map along an undeveloped road (now Regent's Park Road) that led to Chalk Farm **[Plate 2]**. To the north west of the Tavern was the St. Pancras Borough boundary.

A significant development of the area during the early-19th century was the creation of Regent's Park to the designs of architect John Nash (1752-1835). The Park was designed as a focus for new housing development on agricultural lands owned by the Crown Estate. The park was complete by 1827 and it is shown in an 1834 map of St Pancras **[Plate 3]**. Nash built attractive stuccoed terraces to the east, west and south of the park as part of the wider Regent's Park development.

The land northeast of the park however, remained untouched with two important exceptions. The 1836 map shows the introduction of the London and Birmingham Railway for which the railway terminus (c.1834) was located at Chalk Farm (later relocated to Euston). Also significant was the creation of Regent's Canal, completed in 1820 to connect the Grand Canal Junction at Paddington (west) and the London Docks (east). The canal can be seen running from Regent's Park northeast towards Chalk Farm.

The completion of the canal and railway was soon followed by proposals to develop Lord Southampton's estate, these were drawn up by George Madeley in his *Plan of the estate in the vicinity of the Regent's Park* (1840) **[Plate 4]**. The map gives an indication of the extent of the Southampton Estate, which extended from Park Street (south) to Regent's Park Road (north) and was bounded to the east by Gloucester Road and to the west by Portland Town Road which ran alongside Regent's Park and now forms the southern end of Regent's Park Road. Madeley's map shows that the development primarily consisted of large suburban detached and semi-detached villas located in generous gardens. The land behind the villas which lined the southern end of what is now Regents Park Road was owned by Eton College. This included the site of Primrose Hill, which was purchased from Eton College by the Crown to form Primrose Hill and opened to the public in 1841, creating an attractive extension to Regent's Park.

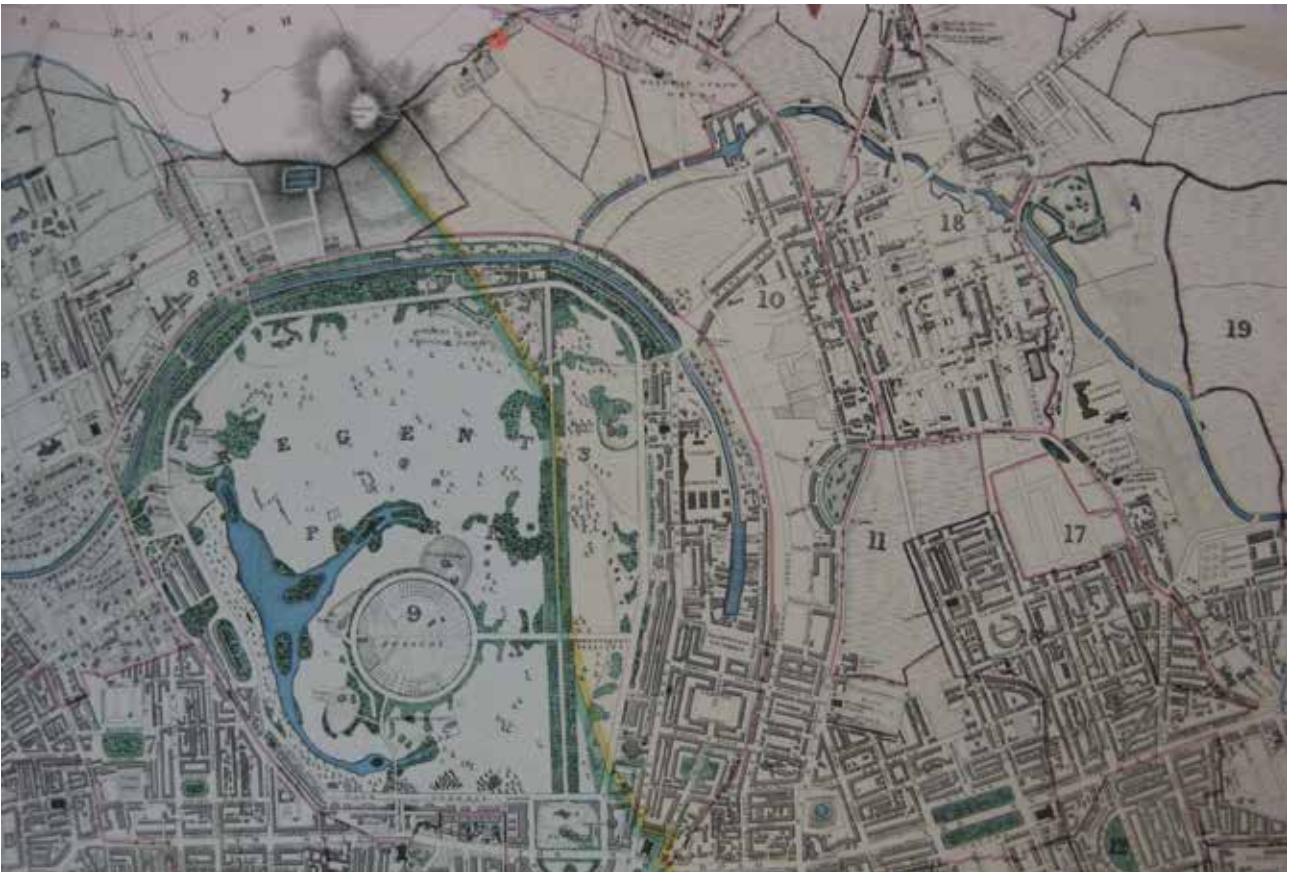
An 1860 map of St Pancras shows that some of the larger villas shown on the 1840 map of the Southampton Estate were rebuilt and replaced by denser terraced compositions, along Primrose Hill Road, Chamberlain Street, Chalcot Square and Chalcot Crescent **[Plate 5]**. The 1860 map shows some villa properties located at the northern end of Regent's Park Road, including Essex Villa c.1854, just north of the Chalk Farm Tavern. The houses at the northeast end of the street were set back by generous front gardens, but the majority were built directly onto the street.



1. J. Thompson, Map of St Pancras, 1801, Camden Archives.



2. Detail showing Chalk Farm Tavern from J.Thompson's Map of St Pancras, 1801, Camden Archives.



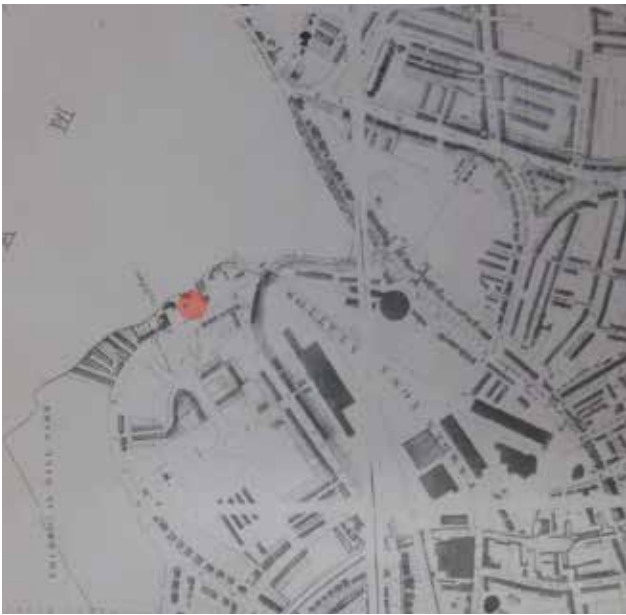
3. Map of St Pancras, 1834, Camden Archives.



4. Plan of the Southampton Estate in the vicinity of The Regent's Park, 1841, British Library's Maps Collection.

The 1870 Ordnance Survey map shows new roads introduced north of Regent's Park Road included St George's Mews, Bernard Street (now Chamberlin Street), and Erskine Road **[Plate 6]**. The expansion of the railway (which now terminated at Euston) had a major impact on the area. Large railway sheds and a Goods Depot backed onto the terraces of Gloucester Avenue and the increase in noise, vibration and pollution made the area an inappropriate setting for the villas envisioned during the estate's initial development. Simple terraces were instead erected in Gloucester Avenue and nearby streets. The villas which formerly occupied the northwest side of Regent's Park Road were replaced a row of terraced houses. Shopping parades were built along Regent's Park Road, including Nos.91-109,146-172 and Nos.118-142. The land belonging to Eton College, which ran north of Regent's Park Road had also been developed by this date, with rows of terraced houses, set back by front gardens with generous private gardens to the rear.

By the late-19th century indeed, the area had ceased to be a prime residential area and Primrose Hill had become increasingly associated with light manufacturing and the arts and was home to a number of piano makers. The area was popular amongst artists such as the famous illustrator Arthur Rackham (1867-1939) who occupied a studio in the block behind Fitzroy Road. The 1894 Ordnance Survey map shows other building uses in the area, such as the Boys Home, Industrial School (established in 1858 by George William Bell) built at the northwest end of Regent's Park Road with a chapel adjacent to it (now No.111 Regent's Park Road) **[Plate 7]**.



5. Map of St Pancras, 1860, Camden Archives.



6. Ordnance Survey Map, 1870, Camden Archives.



7. Ordnance Survey Map, 1894, Camden Archives



8. Charles Goad, Fire Insurance Map, 1900, British Library Maps Collection.

2.2 Primrose Hill Area in the 20th century

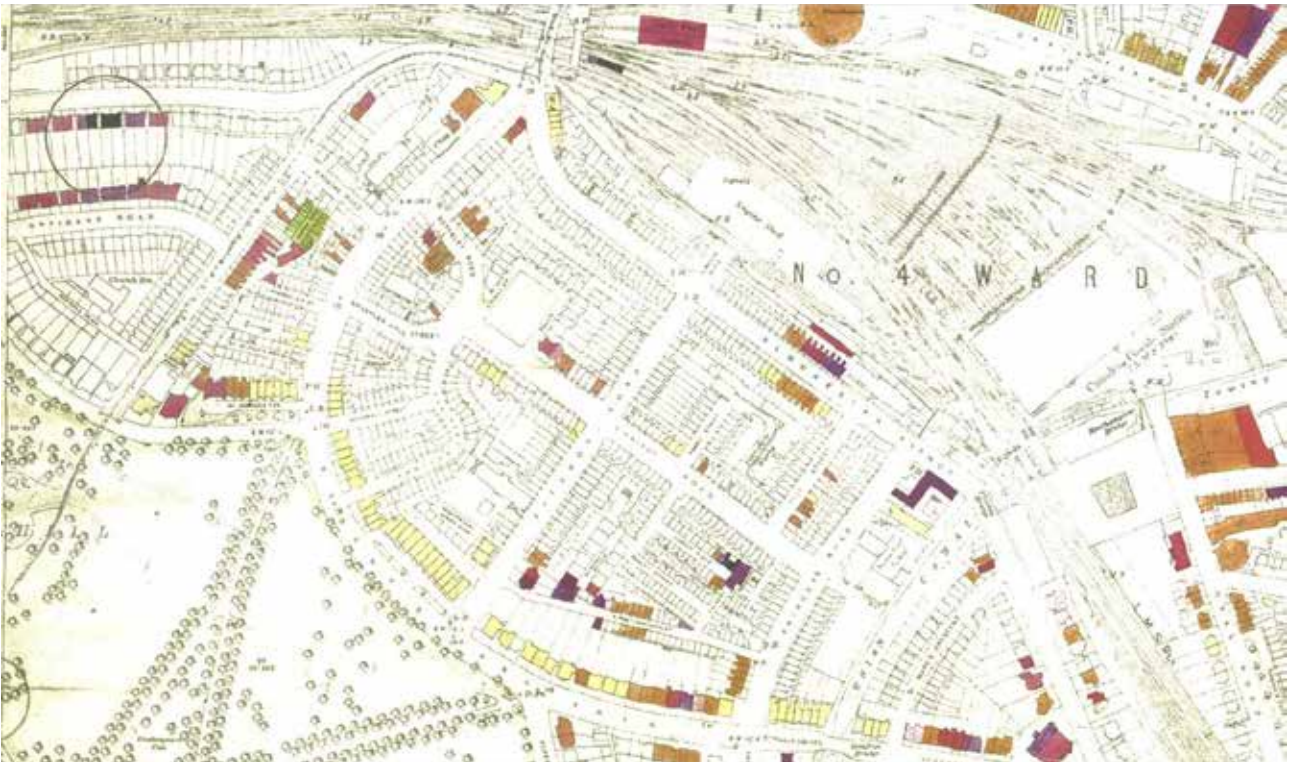
Charles Goad's *Fire Insurance Map* (1900), shows that by the turn of the century, the area had developed a varied character **[Plate 8]**. Regent's Park Road was predominantly occupied by commercial premises, with some dwellings located at the northeast and southeast ends of the street. Shops were also located along the north side of Sharples-Hall Street. Terraced houses with stables set behind are shown along the streets branching off Regent's Park Road. A number of manufacturing works continued to occupy sites amongst these dwellings such as the Endolithic Marble Co. behind Berkeley Road, Motorcar Works behind Sharples-Hall Street and Malcolm Jn & Co. Reed Organ Manufacturers on Erskine Road (behind the study site). Other significant developments of the early-20th century included H.M Fletcher's (1870-1953) Cecil Sharp House, built in 1929-30 as the headquarters of English Folk Dance and Song Society. The railway line at Chalk Farm however, continued to have a detrimental effect on the area's character, with many houses falling into disrepair.

The London County Council Bomb Damage Map (1939-45), records general blast damage to buildings along Regent's Park Road. Properties to the south east and north west, including the site of the Boys Home and the church on Berkeley Road were more seriously damaged, some beyond repair. Terraced houses along the southern end of Gloucester Avenue, the north end of Chalcot Road and Berkeley Road were also badly damaged **[Plate 9]**. Redevelopment of these sites followed throughout the late-20th century, including a block of flats and studios at No.10 Regent's Park Road (1954-6) by Erno Goldfinger (1902-1987), Auden Place (1970) and Waterside Place, off Princess Road, were also developed for housing. It was not until the 1970s, with the electrification of the railway line, that the character of the Primrose Hill area was restored into the pleasant residential setting originally envisioned.

2.2 Early history of the site

The earliest cartographic evidence of a building on the site of 91 Regent's Park Road appears on an 1801 map of St Pancras. This records the Chalk Farm Tavern, which had reputedly stood on the site since the late 17th century, surrounded by a shooting ground at the south end of a street recorded as Primrose Vale **[Plate 2]**. The 1836 map shows a couple of small buildings set back from the street which ran from the tavern eastwards Pancras Vale (now Chalk Farm Road) **[Plate 10]**. The building and its surrounding gardens was located on the northern edge of the Southampton Estate and was recorded as Lot 226 when the estate was broken up for sale in 1844 **[Plate 11]**. The Chalk Farm Tavern was pulled down and rebuilt in c.1853.¹

The 1860 map shows the redevelopment that had occurred on the grounds **[Plate 12]**. During this period the land was occupied by detached buildings set back from the road, including Essex Villa, located just east of the site. By 1868, Erskine Road had been laid out as a secondary road projecting north of Regent's Park Road **[Plate 13]**. It is worth noting that the St Pancras borough boundary cut across Erskine Road and part of Leeder House, and probably accounts for the undeveloped plot to the rear of No.91 Regent's Park Road. This site, now occupied by No.1 Erskine Road, was developed with a single storey office at some point between 1894 and 1900, as evidenced in the Ordnance Survey map and the Goad Fire Insurance Plan of these dates. A passage was left between the plots to allow access to the organ factory at the rear **[Plates 7-8]**



9. London County Council Bomb Damage Map, 1939-45.



10. Detail from Map of St Pancras showing the Chalk Farm Tavern, 1834, Camden Archives.



11. Detail of study site from Plan of the Estate in the vicinity of The Regent's Park, 1844, British Library Maps Collection.



12. Detail from Map of St Pancras, 1860, Camden Archives.



13. Map of St Pancras, 1868, Camden Archives.

2.3 The Building: 91 Regent's Park Road

A drainage plan from 1868 shows the intention to drain new properties at Nos.91-99 Regent's Park Road, the applicant was John Stentiford. The 1870 Ordnance Survey map shows that No. 91 Regent's Park Road had been built by this time [Plate 14]. No.91 occupied a larger plot and so had a wider frontage than the rest of the terrace, forming a corner building at the entrance to Erskine Road. No.91 appears to have been built separately from the remainder of the terrace, despite similarities; the floor levels do not line through and the decorative banding beneath the first floor windows to Nos.93-109 is not replicated on No.91. All of the properties along the terrace had walled rear yards, with access steps to the basement. No.91 appears to have been the only building along the terrace without a closet wing.

Kelly's Occupancy Records indicate that the building was occupied by the Co-Operative China, Glass and Lamp Company during this period.² Beyond the gardens was a timber yard which belonged to Hindley Chase and Sons Cabinet Makers.³ The 1894 Ordnance Survey map shows pavement lines indicating access into the rear yard of 91 Regent's Park Road from Erskine Road [Plate 15]. In 1900, the building was occupied by Gloucester Sanitary Laundry.⁴ This is confirmed in Charles Goad's 1900 Fire Insurance plan of the property, which shows the rear yard of No.91 undeveloped and a small office building to the north west, just beyond the rear yard wall [Plate 8].

A 1910 drainage plan of the basement of No.91 shows that there were four front pavement vaults with two windows onto the lightwell [Plate 16]. Access into the building from the lightwell was via an opening in the western bay. The basement comprised a front and rear room, each with a chimneybreasts located against the east wall and a presumably later partition. There were two further windows to the rear of the plan, with an external flight of steps leading to a single-storey washhouse in the rear yard.

In 1920 a drainage application was submitted for alterations to the basement and ground floor of 91 Regent's Park Road and for alterations to the washhouse to the rear. The elevation drawing shows a proposal to alter the Erskine Road elevation of the washhouse. The façade was designed to match the shopfront of 91 Regent's Park Road, with a rusticated ground floor, large shop windows, decorative brackets and a plain cornice [Plate 17]. This is the property now known as 91a Regent's Park Road.

The **basement** plan shows a dining room and scullery within No.91; other than a new internal staircase linking the ground and basement, little appears to have altered since 1910 [Plate 19 and Plate 16]. The **ground floor** plan shows that the opening to the shop was located in the central bay of the Regent's Park Road elevation [Plate 18]. At the centre of the plan was a private hall and staircase to the residential floors above. Access into this hall was either from the entrance on Erskine Road or No.91a. The plan also shows that No.91a had two roof lights. A further extension of 91a Regent's Park Road is visible in the 1934 Ordnance Survey Map [Plate 20] enclosing the entrance to Malcolm Organ Manufacturers. Plans of the **second floor** prepared in 1940, they show two front rooms and a room to the rear, an open well staircase and proposals for a new bathroom off the rear room [Plate 21].



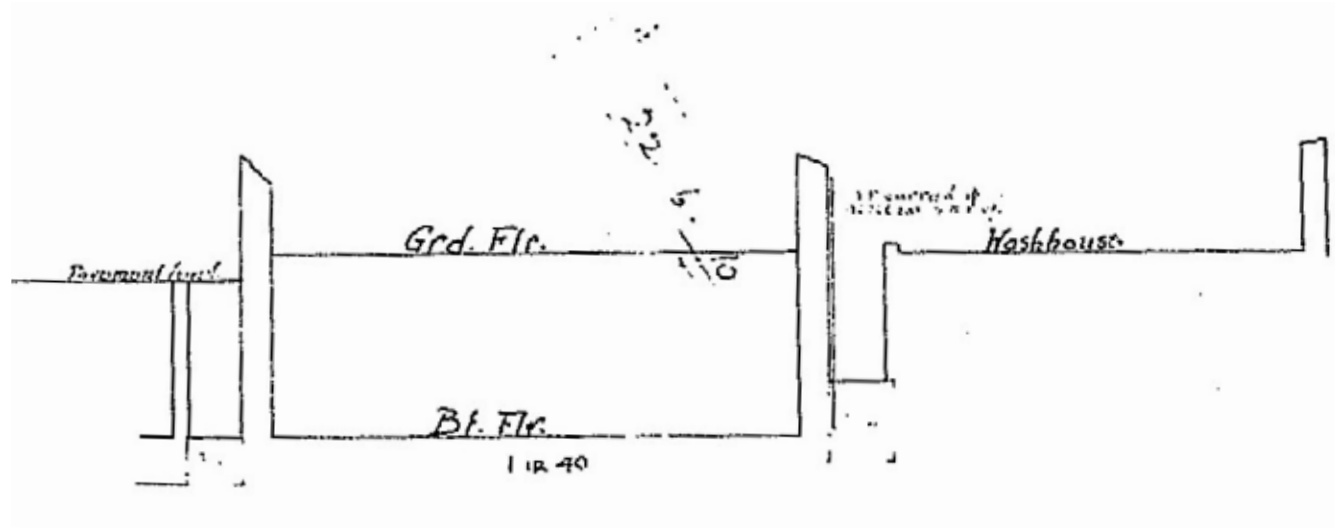
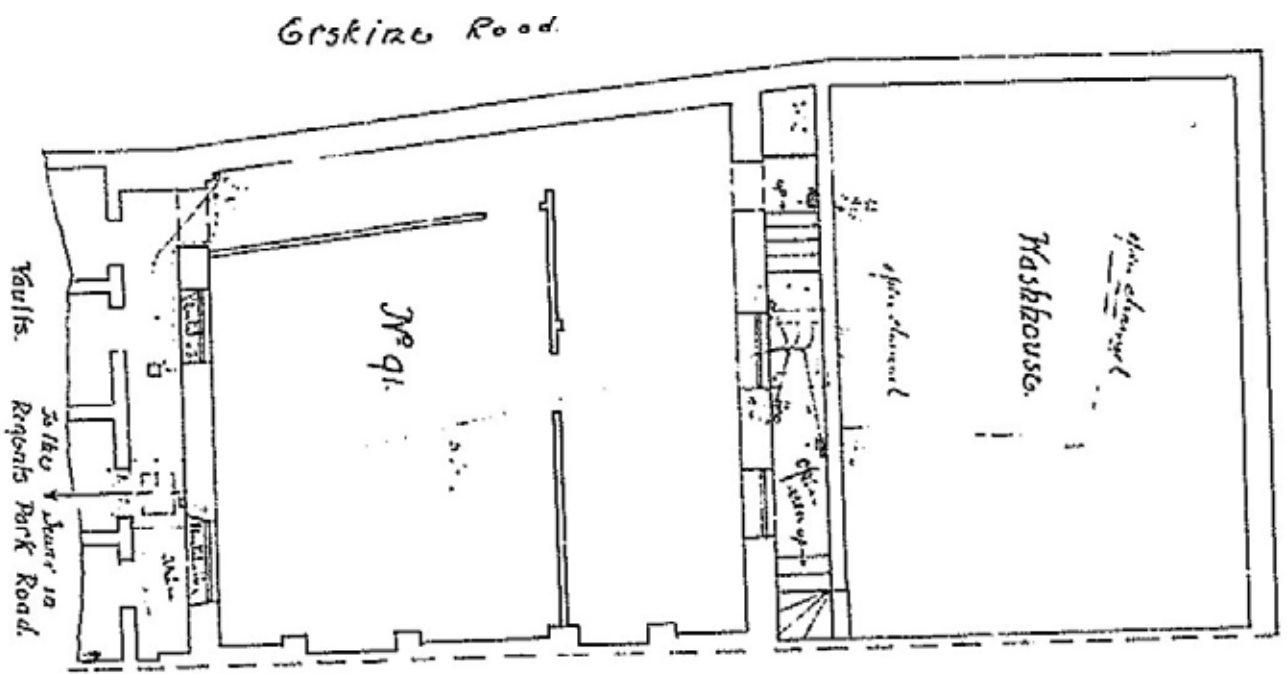
14. Detail from Ordnance Survey Map, 1870, Camden Archives.



15. Ordnance Survey Map, 1894, Camden Archives.



20. Detail of 91 Regent's Park Road, Ordnance Survey Map, 1934, Camden Archives.



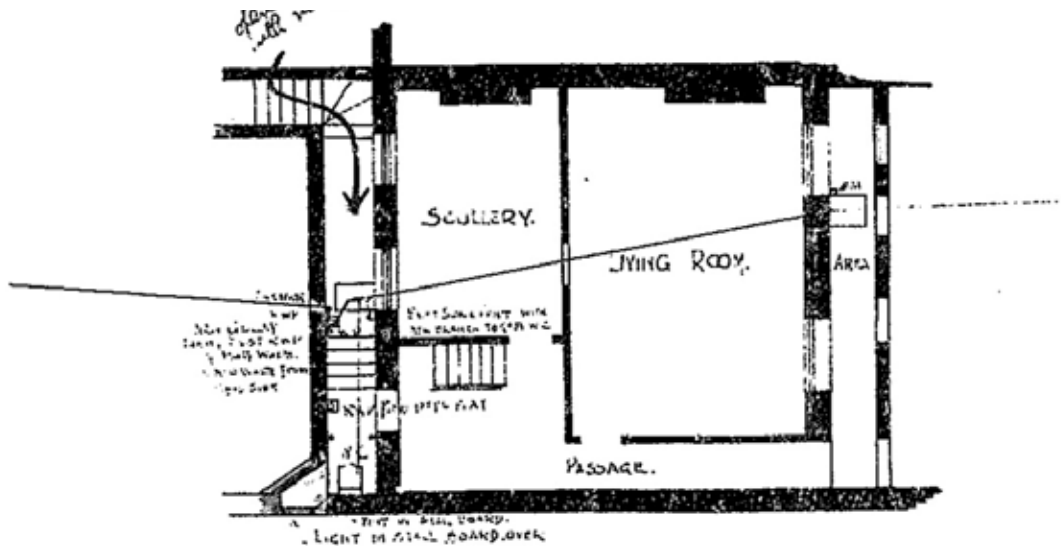
16. Basement Drainage Plan, 91 Regent's Park Road, 1910, Camden Archives.

— PROPOSED EXTENSION —
 — OF SHOP —
 — 91 REGENTS PARK ROAD N.W. —



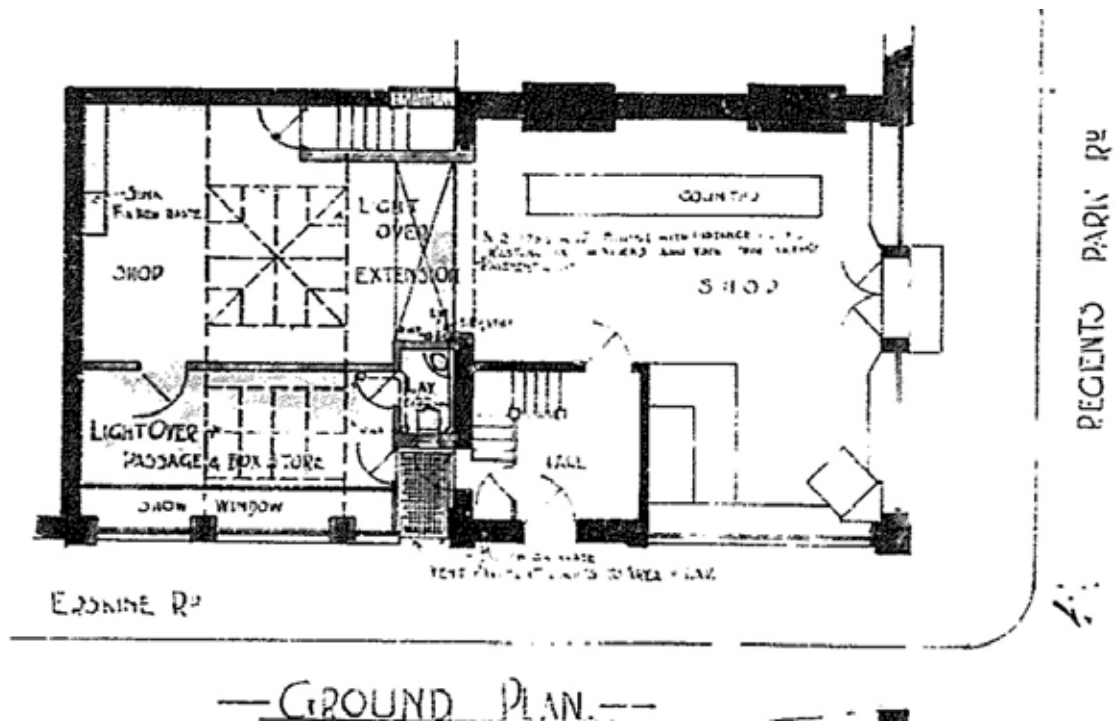
— ELEVATION ERSKINE RD —

17. Proposed Elevation of shop extension, 91 Regent's Park Road, 1920, Camden Archives.



— BASEMENT PLAN. —

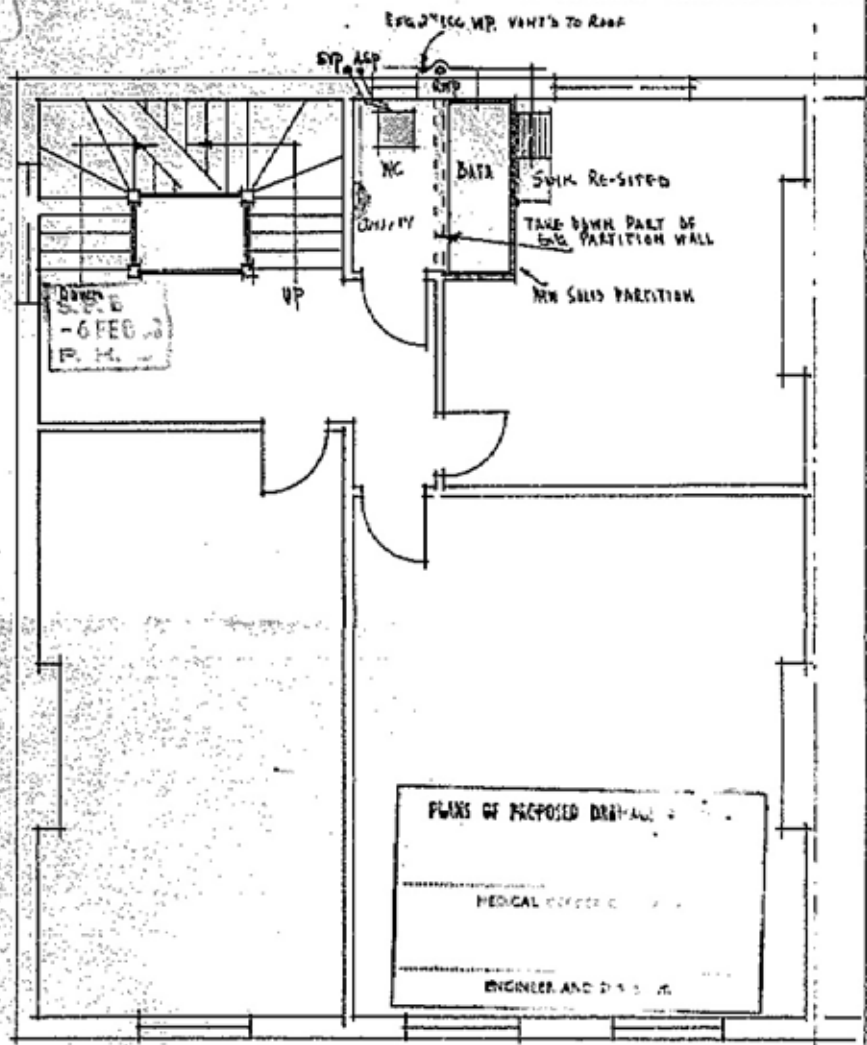
18. Basement, 91 Regent's Park Road, 1920, Camden Archives.



19. Ground Floor, 91 Regent's Park Road, 1920, Camden Archives.

INITIAL LETTERS FOR REFERENCE.

- | | | | |
|---------------------|----------------------|------------------------|--------------------------|
| S=Sink. | Tap=Drawtap over. | T=Trap or Syphon Trap. | Bt=Basement. |
| L=Lavatory. | WC=Water-closet. | FAI=Fresh Air Inlet. | Grd=Ground. |
| B=Bath. | U=Urinal. | CA=Clearing Arm. | Fir=Floor (e.g. Bt. Fir. |
| WP=Wastepipe. | SP=Soilpipe. | PA=Plunging Arm. | 1st Fir., &c.). |
| RWP=Rainwater Pipe. | V=Vent or Vent Pipe. | WH=Washhouse | |
| G=G | MH=Manhole or | | |



SECOND FLOOR PLAN 1/4 INCH = 1 FOOT.

PROPOSED ADDITIONAL BATHROOM ON SECOND FLOOR AT 91, REGENT'S PARK ROAD. W. ROSE (BUILDERS) LTD. 6, ELSWORTHY RD., HAMPTON, H.W.3.



Drainage completed as approved and Date. Sanitary Inspector and Date. Medical Officer of Health. Date. Engineer and Surveyor. Date.

21. Second Floor, 91 Regent's Park Road, 1940, Camden Archives.

Post-War Alterations

The London County Council *Bomb Damage Map* (1939-45) shows that 91 Regent's Park Road escaped bomb damage during the Second World War and Kelly's Occupancy records confirm that the building remained in use as a chemist and post office up until the 1960's **[Plate 22]**.⁵ The 1952 Ordnance Survey map shows no change to the footprint of the building **[Plate 23]**.

A 1975 photograph shows that the shop windows of No.91 had been altered and that the brickwork to the upper floors on the elevation to Erskine Road had been rendered **[Plate 24]**. A further photograph taken in 1975 shows an enclosed entrance porch, which provided access to the shop within No.91a and the stairwell of No.91 **[Plate 25]**.

In 1987 permission was granted to change the use of 91a from a store (associated with the shop in No.91) into a dry cleaners⁶ A survey drawing shows the elevation to Erskine Road, which had changed little since the 1975 photograph **[Plate 26]**. The proposed drawings show plans to introduce double doors in place of the entrance porch, to re-glaze the transom lights to 91 and 91a and to block the connection between 91a and the stairwell of No.91. It was also proposed to install a sign within the fascia of No.91a reading: *Primrose Hill Dry Cleaners* and one reading: *Timothy Bergin* within the fascia of No.91 **[Plate 27]**.



22. London County Council Bomb Damage Map, 1939-45.



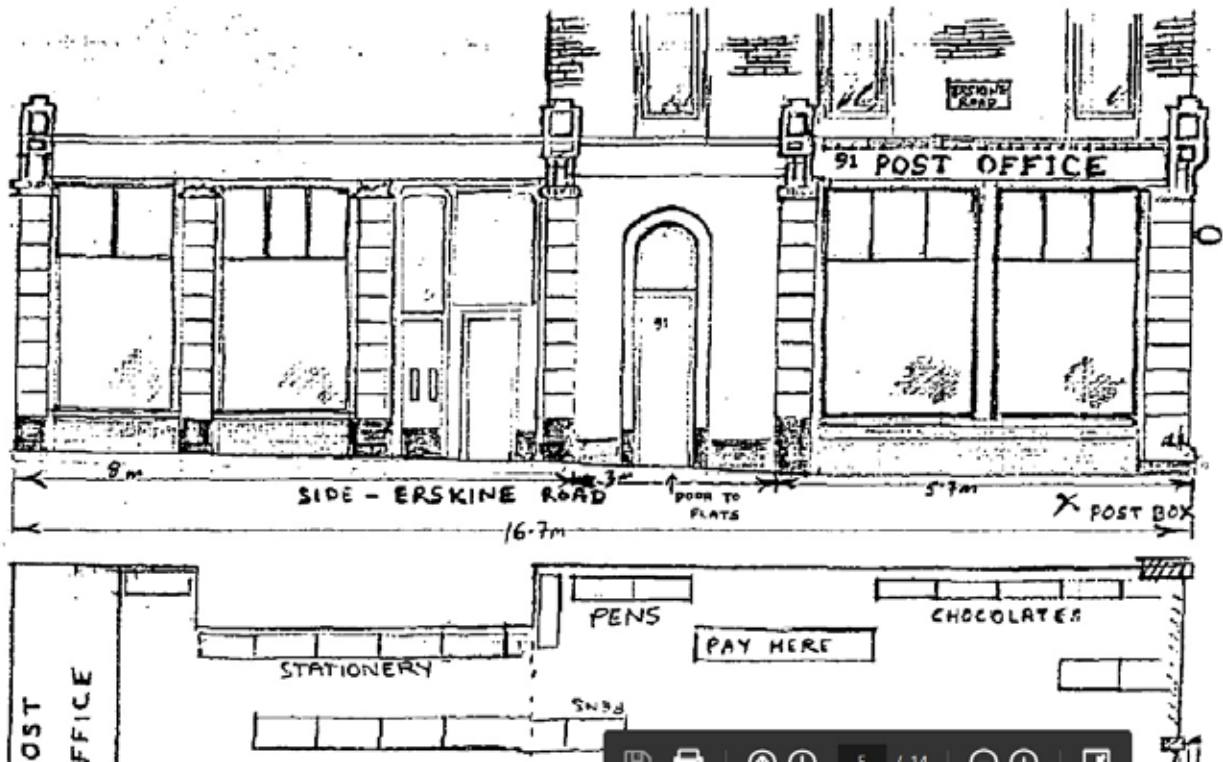
23. Detail of 91 Regent's Park Road, Ordnance Survey Map, 1952, Camden Archives.



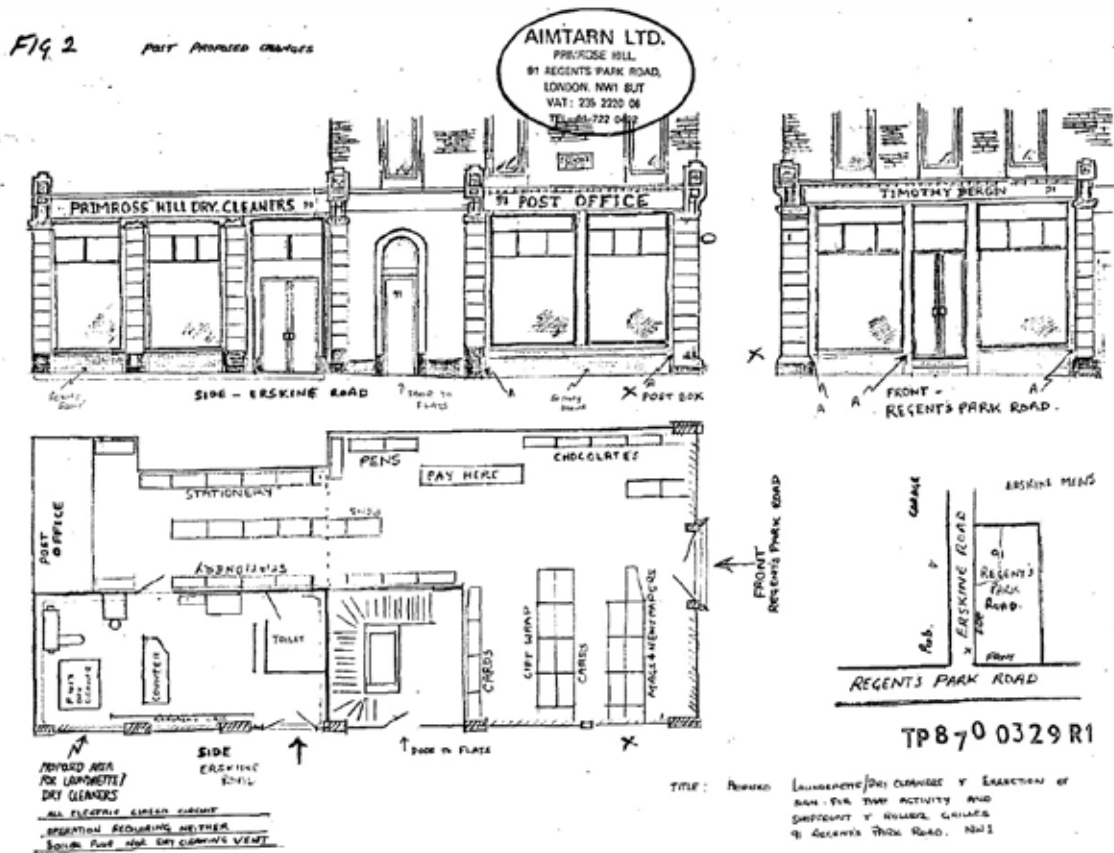
24. 91-109a Regent's Park Road, 1975, London Metropolitan Archives.



25. 91 Regent's Park Road, side elevation to Erskine Road, 1975, London Metropolitan Archives.



26. Existing Erskine Road Elevation, 1987, Camden Planning Archives.



27. Proposed alterations to ground floor rear extension at 91 Regent's Park Road, 1987, Camden Planning Archives.

2.4 Relevant Planning Applications

24 July 1975

H9/14/12/2/1254

Change of Use of first floor from residential to offices, and third floor from office to residential use

Conditional

30 December 1975

H9/14/12/22016

The third floor of 91 Regent's Park Road

Certificate

12 February 1987

8700329

Change of use of retail storage to laundry, drycleaners of rear part of ground floor

Permission Granted

7 March 2014

2014/1720/P

Installation of rear dormer and two roof lights to the front roof slope.

Permission Granted **[not implemented]**.

2.5 Sources and Bibliography

London Metropolitan Archives

GLC Photographs Collection

Camden Local Archives

Drainage Plans
Occupancy Records
Historic Maps

Camden Planning Archives

Building Case File

Published Sources

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132-133. *British History Online* <http://www.british-history.ac.uk/survey-london/vol24/pt4/pp132-133> (accessed 6 July 2017).

Edward Walford, 'Primrose Hill and Chalk Farm', in *Old and New London: Volume 5* (London, 1878), pp. 287-300. *British History Online* <http://www.british-history.ac.uk/old-new-london/vol5/pp287-300> (accessed 6 July 2017).

N. Pevsner and B. Cherry, *Buildings of England: London 3: North West* (London and New Haven, 1991)

Unpublished Sources

London Borough of Camden. *Primrose Hill Conservation Area Statement* (2001)

3.0 Site Survey Descriptions

3.1 The Setting of the Building and the Conservation Area Context

3.1.1 The Wider Setting

Regent's Park Road is a long road which stretches from the southern end of Gloucester Avenue, crossing over the Regent's Canal via the Grade II-listed Grafton Bridge and passing across the bottom of Primrose Hill eventually proceeding northeast towards Chalk Farm.

The **southern end** of Regent's Park Road is predominantly residential, with mid-19th century stuccoed terraced and semi-detached houses ranging from three to four storeys. A number of Grade II listed buildings are located at this end of the street including the Neo-Georgian Cecil Sharp House (1929-30, Grade II) at the junction with Gloucester Avenue. North of this is Erno Goldfinger's interjection into a stuccoed terrace - 10 Regents Park Road (1954-6, Grade II). At this point, Regent's Park Road is intersected by St Marks's Square.

The green character of the road is most prominent on the west side of Regent's Park Road, where it meets the southern end of Primrose Hill park, which is Grade-II listed on the Register for Historic Parks and Gardens and offers attractive views to the terrace. North of Fitzroy Road, the character becomes modern with a group of post-war flats; Marion House, Carole House and Jacqueline House, set back from the pavement line and built at a slightly lower level. Proceeding northwards, the mid-19th century character returns with further groups of terraced stucco houses, set behind low brick or stucco walls.

3.1.2 The Immediate Setting

The **north end** of Regent's Park Road stretches between the southern end of Primrose Hill and curves northeast towards Chalk Farm. There are only a handful of trees planted along the street, located at the junctions with the secondary roads, which enables long views to and from Primrose Hill. There are no listed buildings along this section of the road, however there are a number of unlisted buildings of merit. These include the Queen's Public House at 69, 51-109 (odd), 96-196 (even), 109a, 111, 113 and the building to the rear of 119.

The houses directly opposite Primrose Hill Park, are set back from the street by a lightwell, but the rest of the buildings on the street do not have lightwells, or in some cases, have had their lightwells infilled. The Queen's Public House at 69 Regent's Park Road marks the break from the green character of Primrose Hill. The north end of Regent's Park Road has a more uniform and commercial character. It was developed during the mid- to late 19th century and its buildings range from three to four storeys and are faced in stock brick and stucco. The character of this end of the street contrasts with the southern end as it is predominantly commercial, with shops and restaurants at ground floor **[Plate 28]**.

There are three dominant Victorian shopping parades or terraces of at least 10 properties, all of four storeys, which follow the sweeping curve of the road. The first terrace, at Nos.91-109 Regent's Park Road, is of London yellow stock brick with multi-coloured brickwork string courses, classical



28 Regent's Park Road, looking north.



29. Nos.91-109 Regent's Park Road.

stucco detailing to first and second floor windows, with prominent gabled parapets to No.91, which are visible in views both north and south along Regent's Park Road as well as Erskine Road. The shopfronts retain their original pilasters, corbelled brackets and in some instances oversized ball finials **[Plate 29]**. The second terrace (Nos.146-172 Regent's Park Road) stretches between Berkley Road and Sharpleshall Road. It has a uniform character, is faced in London yellow stock brick with a prominent stepped parapet line and a slightly undulating building line. Its façade is enlivened by multi-coloured brickwork string courses and its arched window heads features red brick and stucco detailing at first floor level **[Plate 30]**. The third terrace stretches between Sharpleshall Street and Rothwell Street (Nos.118-142) and contains four residential properties at its southern end. Its nine shopfronts retains a number of original elements, including moulded pilasters and decorative corbelled brackets. The terrace is constructed in yellow stock brick with stucco detailing to all windows, first floor railings, and prominent modillion cornice above second floor and distinctive stepped stucco cornice and parapet lines **[Plate 31]**.⁷ The terrace between Chamberlain Street and Erskine Road is more diverse, with a range of mid- and late-19th century terrace groups, alongside earlier properties at Nos.75 and 89.

Following the terrace at Nos.91-109, the regularity of the western side of the street breaks down into an eclectic mix of building styles and types - there is single-storey former chapel, a mid-19th century Italianate villa and a former 1930s petrol station, of red brick and green tiles **[Plate 32]**. These two buildings are set back from the main buildings line and between them is an alley providing access to further properties to the rear of the group. At the sharp corner of Regent's Park Road and King Henry's Road is a prominent mid-19th century corner building with a stuccoed façade and a chamfered corner.

The north east side of Regent's Park Road is more regular and contains three groups of mid- to late-19th century terraces of a variety of styles, some mildly Italianate with stucco façades, others of more generous proportions designed to appear as villas **[Plate 33]**. They are three storeys and are set back from the road behind generous front gardens with mature trees, bound by medium height brick and stucco walls. The last in the group appear to be the latest and feature canted bays, a jerkinhead roof with deep overhanging eaves and decorative stucco dressings.

Regent's Park Road terminates in the north at the junction with Gloucester Avenue. Views north along Regent's Park Road are framed by the 19th century commercial terraces and the front gardens walls of set-back properties, the view terminates in a metal pedestrianised truss bridge over the railway line, which runs obliquely to Regent's Park Road. Beyond is a series of early-2000s apartment blocks fronting the tracks **[Plate 34]**. Views from the bridge, looking south along Regent's Park Road are of mostly mid- to late-19th century properties, some set back from the main building line; all framed by street trees and the front gardens on the east, the blind flank wall of No.109 Regent's Park Road is particularly prominent in this view **[Plate 35]**.

There are a number of secondary roads leading off Regent's Park Road, including: Rothwell Street, Sharples Hill Street and Gloucester Avenue (south) and Primrose Hill Road, St George's Mews, Chamberlain Street, Erskine Road and King Henry's Road (north). Most buildings are mid- to



30. Nos.146-172 Regent's Park Road.



31. Nos.120-142 Regent's Park Road.



32 Regent's Park Road, looking north.



33 Nos.196-174 Regent's Park Road.



34 Regent's Park Road, looking south.



35 Regent's Park Road, looking south.

late-19th century terraced houses, set behind small front gardens and low brick walls or front area lightwells. Between the properties on Regent's Park Road and those on the secondary roads, there are garden walls, garages and some infill as well as access to mews to the rear. There is a pattern of gaps between the flank elevations of buildings on principal streets and properties along the side streets. There is some mid-20th century infill, namely on Sharples Road and there is a 1960s church on Berkley Road, which presumably replaced a bomb-damaged one. A number of roads that run north of Regent's Park Road are cul-de-sacs, which terminate at the old St. Pancras Borough boundary.

Erskine Road is one such secondary Road which connects Regent's Park Road to Ainger Road. It is flanked by two prominent corner buildings, No.89 Regent's Park Road (on the northwest corner) and No.91 Regent's Park Road (on the northeast corner). No.89 Regent's Park Road is a three storey early-19th century building faced in stucco with decorative pilasters, a hipped roof and prominent chimney stacks. It comprises a main three-storey bay, flanked by two lower wings. This was the former Chalk Farm Tavern. No. 91 Regent's Park Road (the study site), is an end of terrace building, of four storeys with a prominent gable to both its front and flank elevations [**Plate 36**]. The road is fairly wide and contains a few street trees, including a semi mature birch adjacent to No.91a Regent's Park Road.

The **south side** of the road begins with the flank elevation of 89 Regent's Park Road, which is two storeys and largely blind. Its ground floor contains an entrance, presumably to the flats on the upper floors. To the rear of the building is a very large duct, which rises above the parapet. Beyond is a single storey extension of buff stock brick with a hipped slated roof. Adjacent is a terrace of typical four-storey mid-19th century houses with rusticated ground floors, they form an attractive group, but are not exceptional [**Plate 37**]. No.89a Regent's Park Road is a modern extension; it has a blind flank wall which is prominent in views from Regent's Park Road. This building has a shuttered garage door set within a 'shopfront' fascia and some properties further down the street have been converted for commercial uses with the addition of later shopfronts (Nos.2-4). There is a gated arched entrance adjacent to No.2, which provides access to the redeveloped Erskine Mews.

On the **north side** of the road is No.91a Regent's Park Road – a single storey commercial extension to No.91. This is described in more detail in Section 3.2.2. Adjacent is No.1 Erskine Road - a recent single storey rendered building with louvred arch openings (currently under development). Alongside this building is an access alleyway to the rear of Nos.91-109 Regent's Park Road - a large site which is currently being redeveloped. This leaves a larger 'gap' than usual in the townscape. The rear elevations of Nos.91-109 Regent's Park Road are visible above the parapets of these two buildings. They are faced in buff stock brick with red brick coursing above third floor level. The windows are all timber sashes set within white-painted reveals. The brickwork has been patch-repaired, there is a multitude of white plastic rainwater pipes and some roofs have oversized dormer extensions with inappropriate detailing, which detract [**Plate 38**]. Adjacent to No.1 Erskine Road is Leeder House - a three-storey industrial building with an ornate symmetrical façade of yellow and red brick (currently being substantially refurbished as part of the wider redevelopment). The east side of Ainger Road is lined by mid to late-19th century terraces of buff stock brick with stucco dressings. The blind flank elevation of No.27 Ainger Road faces onto the north end of Erskine Road, it has a rendered garden wall which links with No.6 Erskine Road.



36 Erskine Road, from Regent's Park Road.



37 South side of Erskine Road.



38 View of rear of 91-99 Regent's Park Road, from Erskine Road.

3.2 The Building Externally

3.2.1 Regent's Park Road Elevation

No.91 Regent's Park Road is a late-19th century commercial building which features modest decorative details including Classical stucco dressings and touches of polychromatic brickwork. The elevation to Regent's Park Road is faced in buff stock brick with a stuccoed ground floor **[Plate 39]**. It is three bays wide and four storeys, with a pitched roof concealed behind its gables. The original lightwell has been paved over. The ground floor shopfront retains its channelled pilasters with Corinthian capitals, decorative console brackets and moulded cornice. The joinery of the shopfront is modern, as is the glazing and central entrance door. The signage is modern but is framed within the original stucco fascia. The shop is entered via a set of modern brick steps.

At first to third floor level the façade is framed by channelled brick quoins, interspersed by recessed bricks with decorative pyramidal motifs. There is a strip of render running vertically adjacent to the quoins on the left hand side. Two hound's-tooth stringcourses run at third floor level – one in line with the sill and the other in line with the springing point of the arch. The gable end is finished with a row of narrow red bricks, a brick dentil cornice, a hound's-tooth cornice and moulded parapet. It is framed by stuccoed brackets at the party wall, each with a circular motif. A change in brickwork suggests that the upper part of the gable has been partially rebuilt. The windows are single-pane timber sashes. Those at first floor have pedimented stuccoed surrounds; those at second floor are also stuccoed with moulded entablatures. The third floor windows are set under arches, with vousoired lintels framed with red brickwork. The glazing bars to the second and third floor windows have been painted black. There are rainwater pipes along the left hand side and untidy wiring which detracts.

3.2.2 Erskine Road Elevations

The Erskine Road comprises of two sections; 91 Regent's Park Road (c.1870) and the early-20th century extension (91a Regent's Park Road) **[Plate 40]**.

No.91 occupies the corner block and faces both Regent's Park Road and Erskine Road. The elevation to Erskine Road is three bays wide and four storeys, with a gable. The ground floor contains an entrance to the accommodation above in the north bay and shopfront in the south bay. The entrance bay is faced in buff stock brick with a stucco architrave, framed by channelled pilasters with Corinthian capitals, decorative console bracket (it may have lost one) a plain entablature and a moulded cornice. The shopfront in the south bay is framed similarly, with modern signage framed by the original moulded fascia. The entrance door and plain overlight is modern. The chequerboard tile threshold appears to be original.

The façade at first, second and third floor has been rendered in concrete, again framed by channelled brick quoins, interspersed by recessed bricks with decorative pyramidal motifs. The gable end is finished with a brick dentil cornice, a hound's-tooth cornice and plain parapet. It is framed by stuccoed brackets at the party wall, each with a circular motif. Above the apex of the gable rises a brick chimney stack with a moulded parapet. The windows are single-pane timber sashes. Those at first floor have pedimented stuccoed surrounds; those at second floor are also stuccoed with moulded entablatures. The third floor windows are set under arches, with stucco sills. The glazing bars to one of the first floor windows, and all second and third floor windows have been painted black.



39 Front elevation of No.91 Regent's Park Road.



40. Flank elevation of No.91 Regent's Park Road and No.91a Regent's Park Road.



41. Front elevation of No.91a Regent's Park Road.



42. Rear elevation of No.91 Regent's Park Road.

There is a road sign affixed to the elevation at first floor level. There are openings for overflow pipes, vents, an alarm box, wiring, which all detract. Buddleia is growing at the upper levels, which if left could cause damage.

The 1920's extension is single storey. It is divided into three bays and is framed by channelled pilasters with decorative details which match the shopfront at No.91 [Plate 41]. The modern shopfront windows occupy the two northern bays and modern double entrance doors are located in the southern bay; none of this joinery is of any merit. The shop windows and entrance door have modern roller shutters. The fascia is lit by four modern spotlights.

3.2.3 Rear Elevation

The rear elevation of No.91 is four storeys and three bays wide. Its ground floor is concealed by No.91a. It is faced in buff stock brick, with a narrow red brick string course above the third floor. The bays are asymmetric, with a blind bay to the right hand side, and windows confined to the central and left hand bays. The windows at first to third floor are single-pane timber sashes, which are narrower in the central bay [Plate 42]. All are set under segmental voussoired lintels, with painted white reveals. There is a medley of downpipes and there are a number of patch repairs which detract.

3.2.3 Roofs

This is a pitched slated roof with a modern skylight to the rear.

The roof to No.91a is flat, covered in asphalt with a small gable to the north (which is part of a recently demolished adjoining building).

3.3 The Buildings Internally

91 Regent's Park Road is currently occupied by shop at basement and ground floor level, with individual flats on the first, second and third floors. The building has been substantially refurbished since its construction in c.1870. At ground floor level, the only fabric of historic interest is some early-20th century pharmacy cabinetry set against the north wall of the shop. The original timber staircase with simple turned balusters remains between ground and third floor. The first, second and third floors retain some original moulded cornices, skirtings and architraves, though most doors have been replaced and repro chimneypieces and cornices have been introduced. Some of the upper floor windows have secondary glazing fitted internally.

No.91a Regent's Park Road is occupied by a dry cleaners; it is plainly finished with modern vertical timber panelling to the ceiling and an Edwardian four-panelled door.

4.0 Commentary on the Proposals

4.1 Summary of the Proposals

The proposals – by Alexander Martin Architects – are described in the drawings provided as part of this submission for planning permission. The proposals include internal and external alterations to No.91 Regent's Park Road and the creation of three new residential units within a new three-storey rear extension above No.91a Regent's Park Road. Further alterations include improvements to the shopfronts at No.91 and 91a and a programme of repair to the exterior of No.91.

The proposals are described in detail below, alongside an assessment of their impact on the character and appearance of the Conservation Area. The impact is assessed according to the effect it has on the overall significance of this heritage asset, as required by policy. This is categorised as either causing 'major harm', 'minor harm' (these two categories equate to 'substantial' and 'less than substantial harm', as described in paragraphs 133 and 134 of the National Planning Policy Framework), or as being a 'major benefit' or a 'minor benefit'; a fifth category is 'neutral', where the impact causes neither harm nor benefit to the character and appearance of the conservation area.

4.2 Description of the Proposals and their Impact on the Conservation Area

No.91a Regent's Park Road

The extension would be three storeys above No.91a and would abut the north west elevation of No.91 Regent's Park Road. It would be faced in stock brick, with stone detailing, lead dressings and a flat roof containing a rooflight. The extension would adjoin No.91 via a set back bay: at ground floor this bay would have a fixed bronze screen and above would be glazed, providing visual distinction between No.91 and the extension. The ground floor shopfront, with its stuccoed pilasters and corbelled brackets, would be retained and repaired, and new timber-framed shop windows and door would be introduced. Above, the façade would be faced in stock brick, it would contain three slim-profile metal windows with projecting stone architraves - recalling the detailing and proportions of No.91 adjacent. The stone parapet would line through with the sills of the third floor windows adjacent. The third floor would be set back slightly and faced in stone, with 'pilasters' dividing the three windows and stone copings to the parapet. Its north west elevation would be plainer, again faced in stock brick with openings framed in stone. Its ground floor would be obscured by the single-storey substation adjacent. At first floor level there would be a metal-framed window in the easternmost bay. At second floor there would be French doors, with a glass balustrade and a further metal-framed window to the west. There would be a stone coping and above, a set back third floor containing two metal-framed windows with glass balustrades. Again this level would be faced in stone. The north east elevation would be plainly detailed and faced in the same materials. Its north east corner would be curved, leading to a set back; again this would be faced in brick with tall metal-framed windows with open able vents.

The extension has been designed to appear as a separate building with its character derived from No.91, rather than an extension per se. The junction between No.91 and the extension would be expressed by a minimal glazed link – articulating the junction and allowing a visual break between the two. The extension would reach the fourth floor, which is deemed appropriate as it responds directly to the established datum line of the adjoining terrace. The visual impact of this level would be lessened through the stepping back of the upper floor. Through its materials, detailing, proportion and scale, the extension would respond sympathetically to No.91 and to other buildings in the street whilst remaining subordinate to No.91.

The proposed extension would require the loss of the rear elevation of No.91 Regent's Park Road. As identified in Section 1.3, the rear elevation of No.91 is much plainer than its street-facing façades and is therefore of lower significance. When seen in this context, the loss of this very much secondary elevation would cause only minor harm, which would be mitigated by good design.

Throughout the conservation area, there is a pattern of gaps between the flank elevations of buildings on principal streets and properties along the side streets. As identified in Sections 1 and 3, the gap to the rear of No.91 is unplanned and is larger than most in the area - allowing long views of the rears of No.93-109 Regent's Park Road. The proposals would result in a meaningful gap being retained and views across the rear of the terrace would be maintained over the roof of the single-storey substation adjacent to No.91a. Restricting the view of these mediocre elevations would cause minor harm, which would be mitigated by good design.

No.91 Regent's Park Road

It is proposed to undertake some alterations to the roof of No.91. These include the following:

- A modest increase in the ridge height (by 160mm). This would not be discernable as the prominent gable ends would conceal this.
- Introduce a dormer extension to the rear slope. This would be positioned centrally, inset from the parapet walls by approximately 1.2m. The dormer would contain four slim-profile metal framed windows, coloured to match the slate roof and would be clad in lapped zinc. The choice of materials and simple detailing would ensure that the visibility of the dormer would be minimal.
- Introduce two modest metal-framed ('conservation') skylights to the front slope, *again coloured to match the slate roof.*

The modest raising of the ridge height and introduction of a dormer would be barely perceptible, it would be obscured behind the gables of No.91 and the proposed extension and so the impact on the Conservation Area would be neutral. The proposed skylights on the front slope would be barely visible in street views and so their impact would be negligible.

The elevations of No.91 feature a series of patch brickwork repairs, expanses of concrete render, vents and loose untidy cabling. The proposal includes the following improvements:

- Repair of any damaged pointing to the existing brickwork with a matching lime pointed mortar to the same profile.
- Repair and repainting of stucco architraves, pediments, shopfront pilasters and corbels.
- Repainting and/or overhauling of existing timber sash windows (as required).

Carefully removing the render from the Erskine Road and Regent's Park Road to reveal the original brickwork underneath (pending further investigation). If this cannot be removed without damaging the brickwork, the concrete render will be painted to achieve a high-quality finish.

The shopfronts retain attractive stucco pilasters and decorative brackets, however the shopfront joinery and shutters are unattractive and certain elements detract. It is therefore proposed to enhance the appearance of both shopfronts in a series of improvements. At No.91a, a new matching corbel and capital would be introduced to help book-end and frame the elevation of the extension as a complete composition with No.91. The original fascia entablature of the shop front would be retained, overhauled, and made good. New timber-framed shop doors and windows would be introduced. Internal shutters would replace the present untidy external shutters.

The improvements to the shopfronts would result in a major benefit to the appearance of both buildings, which have been identified as 'shopfronts of merit' by Camden Council. The proposed repairs to the façades, including revelation of the original brickwork would similarly result in a major benefit.

4.2 Views Assessment

4.2.1 Introduction

The site lies within the Primrose Hill Conservation Area, in the London Borough of Camden. No.91 and 91a Regent's Park Road have the potential to fall within three local views as identified by Camden Council (depending on the location of the viewpoints), these include:

- Regent's Park Road: Views north into Regent's Park Road when approaching from Primrose Hill Park;
- Regent's Park Road: Views north of the railway bridge;
- Regent's Park Road: Views south of Primrose Hill.

The assessment of the visual impact has been made through the analysis of representative viewpoints. The visual impact is assessed firstly by reviewing the viewpoints identified by the photos and then taking an overall assessment of how the proposal affects the character of the Conservation Area. The visual impact will, of course, change over time as the extension weathers and the street trees mature.

The quality of the building proposed has been outlined above, however it is acknowledged that the extension would be visible in views from within the Conservation Area. Visibility alone does not render the building harmful to the significance of the conservation area *per se* and must be considered as part of the complete architectural approach to the successful development of the site. Existing policies in the London Borough of Camden Management Plan seek to protect the significant views and the effect of the proposals has been taken in consideration against these policies. The impact of the proposal building on surrounding heritage assets in the identified views is considered below:

4.2.2 The Views

Viewpoint 1: Regent's Park Road, looking north towards Erskine Road

Existing

This view looks north from Regent's Park Road towards Erskine Road. Erskine Road is a wide secondary road, planted with a mixture of young and mature street trees. The view focusses on No.91 and 91a Regent's Park Road. No.91 is a four-storey building of buff stock brick and render with prominent gables to both Regent's Park Road and Erskine Road and striking brick quoins to its corner. Its decorative shopfront, stucco window reveals and gable brackets are also dominant features on this façade. There is a strip of render to the Regent's Park Road façade and the Erskine Road façade is rendered, which spoils the character of the building to some extent. The shopfront joinery, external shutters and brick steps clutter the otherwise attractive shopfront. Adjoining its façade along Erskine Road is No.91a, a single storey commercial building with a shopfront matching No.91. Its two decorative shopfront brackets are conspicuous in this view. In front of this building is a semi-mature birch, which partially obscures the view of Leeder House beyond. No.1 Erskine Road is a single storey substation, faced in render with a pitched roof. Between this property and Leeder House is a narrow lane. The four-storey flank elevation of Leeder House would be visible in this view; however it is currently under development.

Proposed

The proposed three-storey extension is visible in this view – it sits above No.91a Regent's Park Road. The semi-mature birch would partially screen the extension. The proposed extension reduces the gap between Leeder House and No.91 and obscures part of the flank elevation of Leeder House. Although this gap is reduced, a gap is maintained and the proposal makes a positive contribution to the local townscape through good design (as explained in **Section 4.1**). The obscuring of part of the blind flank elevation of Leeder House would cause no harm. In this view, the appearance of the shopfronts is improved and the two gabled elevations of No.91 are significantly improved through the revelation of the original decorative brickwork, which reconnects the building with the adjoining terrace on Regent's Park Road (Nos.93-109). Overall, the proposal would have a townscape impact, which would cause no harm to the character and appearance of the conservation area.



View 1 Regent's Park Road, looking to Erskine Road - Existing



View 1 Regent's Park Road, looking to Erskine Road - Proposed

Viewpoint 2: Erskine Road, looking south east towards Regent's Park Road

Existing

This view looks south east along Erskine Road to the rear of Nos.91-109 Regent's Park Road. Erskine Road is a wide secondary road, planted with a mixture of young and mature street trees. In the foreground on the left is Leeder House, which is currently under scaffold. There is a narrow entrance to the site behind Leeder House (behind hoarding), then No.1 Erskine Road - a single storey rendered building with a concealed pitched roof. In front of this building is a semi-mature birch. Adjoining this to the south east is No.91a, a single storey commercial building with a stuccoed shopfront matching No.91 adjacent. The rear elevation of No.91 is barely visible (screened by trees), though part of the rear of No.93 can be seen – this is of buff stock brick with timber sashes. The flank elevation of No.91 (which faces Erskine Road) has a decorative shopfront, with stucco pilasters and brackets, the remainder of the façade is mostly obscured by the birch tree. The view terminates in part of a front elevation of a mid- to late-19th century commercial building on Regent's Park Road. The building is of four storeys, with a concealed roof. There is a ground floor shopfront and the upper floor is of buff stock brick, with arched windows enlivened with stucco and red brick lintel courses.

Proposed

The proposed three-storey extension is visible in this view – it sits above No.91a Regent's Park Road and obscures the rear elevation of No.91 Regent's Park Road. The semi-mature birch largely screens the north west elevation and upper storey of the extension. The proposal would see the replacement of an elevation which makes a modest positive contribution with an extension which makes a positive contribution through good design (as explained in **Section 4.1**). A sliver of the dormer on No.91 is visible in this view, but its impact would be negligible. The appearance of the shopfronts is improved and the flank elevation of No.91 is significantly improved through the revelation of the original decorative brickwork, which reconnects the building with the attractive terraces along Regent's Park Road (Nos.152-156). The extension partially obscures the rear elevations of the terraces fronting Regent's Park Road (No.93-95) and reduces the gap between Leeder House and No.91, however a gap would be retained and views of these altered rear façades would be replaced by an extension which would enhance this view. Overall, the proposal would have a townscape impact, which would cause no harm to the character and appearance of the conservation area.



View 2 Erskine Road, looking north east - Existing



View 2 Erskine Road, looking north east - Proposed

Viewpoint 3 Regent's Park Road, looking north west along Erskine Road

Existing

This view looks north west from Regent's Park Road along Erskine Road and terminates in Ainger Road. Erskine Road is a wide secondary road, planted with a mixture of young and mature street trees. In the foreground on the south side of the street is the flank elevation of No.89 Regent's Park Road, which is stuccoed with a prominent chimneystack. Its flank elevation is largely blind and adjacent to this on Erskine Road are three young street trees, which obscure the single storey extension to No.89. Then there is a terrace of four-storey mid-19th century houses, faced in modern stock yellow or red brick with Juliette balconies at first floor and stucco dressings to the windows which create a pleasing rhythm across the façade. They have deep stucco parapets, which undulate and have been altered at the western end. The blind flank elevation of No.89a is prominent in this view. In the foreground on the north side of the road is No.91 Regent's Park Road, a four-storey building of buff stock brick and render with prominent gables to both Regent's Park Road and Erskine Road. Its decorative shopfront, stucco window reveals and gable brackets are also dominant features on this façade. Adjoining its façade along Erskine Road is No.91a, a single storey commercial building with a shopfront matching No.91. Its two decorative shopfront brackets are conspicuous in this view. In front of this building is a semi-mature birch, which obscures the view of Leeder House beyond. The view terminates in the buff brick rear elevation of No.31 King Henry's Road and the prominent chimneystacks beyond. Mature trees set within private gardens largely obscure this façade.

Proposed

The front elevation of the extension would be visible in this view - it would sit above No.91a Regent's Park Road. The buff brick façade and stone-framed windows responds positively to No.91 and other buildings on the street, particularly the mid-19th century terrace opposite through its materiality, its fenestration pattern and proportions. Its set-back upper storey is visible, but is not harmful. The appearance of the shopfronts is improved and the flank elevation of No.91 is significantly improved through the revelation of the original decorative brickwork, which reconnects the building with the attractive terraces along Regent's Park Road (Nos.93-109). Overall, the proposal would have a townscape impact, which would cause no harm to the character and appearance of the conservation area.



View 3 Regent's Park Road, looking to Erskine Road - Existing



View 3 Regent's Park Road, looking to Erskine Road 2 - Proposed

Viewpoint 4: Regent's Park Road, looking north

Existing

This view looks north along Regent's Park Road outside No.89 Regent's Park Road. The view focusses on the Victorian shopping parade containing Nos.91-109 Regent's Park Road. In the foreground on the west hand side of the view is the two-storey wing of No.89 Regent's Park Road – with its stuccoed façade, modern timber shopfront and arcaded sashes at first floor level. The tarmacked road occupies most of the foreground and a large part of the right hand side of the view (east). Also on this side of the view are street trees. Erskine Road lies between No.89 and No.91 and a gap can be seen between them. The prominent four-storey No.91 Regent's Park Road occupies the middle ground on the west wide of this view and the remainder of the terrace continues in a gentle curve away from the viewer. These buildings are four-storey, faced in buff stock brick with shopfronts and prominent stucco windows surround which create a regular rhythm along the terrace. The prominent blind flank wall of No.117-119 Regent's Park Road is visible in the background.

Proposed

A small portion of the proposed three-storey extension is visible in this view - its glazed link and a sliver of the buff-brick and stone façade, which would respect the flank elevation of No.91. The extension is barely visible, but would remove the gap between No.89 and No.90. The appearance of the shopfronts is improved and the flank elevation of No.91 is significantly improved through the revelation of the original decorative brickwork, which reconnects the building with the attractive terraces along Regent's Park Road (Nos.93-109). Overall, the proposal would have a significant townscape impact, which would cause no harm to the character and appearance of the conservation area.



View 4 Regent's Park Road, looking north - Existing



View 4 Regent's Park Road, looking north - Proposed

4.2.2 Summary Conclusion of the Views Analysis

The previous section has demonstrated the following:

- The proposed extension would be visible in a number of views from within the Conservation Area;
- The extension would obscure the rear of No.91, would reduce the visibility of the rear elevations of Nos.93-95 Regent's Park Road. These rear elevations make only a modest positive contribution to the Conservation Area, whilst the proposed extension would provide an enhancement through good design;
- The extension would reduce the unplanned gap between Leeder House and No.91 and would remove the gap between No.89 and 90 when seen in specific views along Regent's Park Road.
- Its set back upper storey would lessen the appearance of height and it would be screened to some extent by the semi-mature tree outside No.91a;
- The proposed extension would maximise the potential of this site whilst responding sympathetically to No.91 and to other buildings in the Conservation Area and remaining subordinate to No.91 Regent's Park Road;
- Improvements to the shopfronts and the repairs to the upper floors would significantly enhance the Conservation Area.

4.3 Justification of the Proposals

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision making on applications that relate to the historic environment. Section 72 of the Act imposes a statutory duty upon local planning authorities to consider the impact of proposals upon conservation areas and to pay special attention to the desirability of preserving or enhancing their character and appearance. As a minimum, therefore, the impact of development on the heritage assets (in this case the Primrose Hill Conservation Area) should be neutral to not engage the presumption within the Act against the grant of planning permission. The NPPF advises that when determining an application regarding non-designated assets, a balanced judgement must be made (NPPF, Paragraph 135). Nos.91-109 Regent's Park Road, No.89 Regent's Park Road and No.1-4 Erskine Road (Leeder House) are all considered to be non-designated assets.

National Planning Policy Guidance on Design, which supports Section 7 of the NPPF, states that local planning authorities are required to take design into consideration and should give great weight to outstanding or innovative designs which help to raise the standard of design more generally in the area:

"Planning permission should not be refused for buildings and infrastructure that promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits" (NPPF, Ref 1-6, paragraph 4).

This report concludes that where minor harm has been identified – in this instance in the loss of rear façade of No.91 (a **non-designated asset**), the reduction in gap between Leeder House and No.91, removal of the gap

between No.89 and 90 (when seen in specific views) and the reduction in view of the rear façades of Nos.93-109 Regent's Park Road would be mitigated by good design. As explained in **Section 4.2**, a meaningful gap between the properties would be maintained, which would allow views of the rear of the rear of the terrace. The series of repairs proposed to No.91 and the improvements to both shopfronts would result in significant enhancement to the non-designated heritage asset and in turn the Conservation Area; aligning with Camden's policies (D1 on Design and DP30 on shopfront design). This proposal would not only 'optimise the potential of the site to accommodate development' but also 'respond to local character and history' as required by the National Planning Policy Framework (NPPF 58, 60) and by Camden's policies (CS13, CS14 and CS17). Therefore, overall, the character and appearance of the Primrose Hill Conservation Area would be preserved.

The NPPF has crystallised previous policy approaches to the historic environment and draws focus to the 'desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; and 'the desirability of new development making a positive contribution to local character and distinctiveness'. It has given strong emphasis to the need to weigh up the pros and cons of proposals which impact on heritage assets. In particular policy now states that benefits arising from proposals which affect the historic environment, and in particular public benefits, including securing the 'optimum viable use' of a heritage asset, should be part of the 'weighing up' process. The extent of 'public benefits required to balance any potential 'harm' to a heritage asset is dependent on whether the 'harm is 'substantial' or 'less than substantial' (Paragraphs 133 and 134).

Whilst this report concludes that overall no harm is caused to any of the heritage assets, it is also useful to outline the benefits of the proposed scheme; they are outlined below:

- The heritage benefit of reinstating the original appearance of No.91 Regent's Park Road through the removal of render and repointing of the brickwork.
- The heritage benefit of removing detracting elements from the façade of No.91, including surface-mounted services and cabling.
- The wider public benefit of providing additional homes within the borough.

The proposed extension would respond architecturally to nearby buildings, and would sit comfortably within Conservation Area through its materials, detailing, proportion and scale. The improvements to the façades of No.91 and 91a would significantly enhance their appearance and would bolster the positive contribution which they already make. This would follow the guidance set out in the NPPF on good design (NPPF 58, Requiring good design, responding to character and history). The views analysis shows that overall the proposed building represents an improvement. The quality of the design, moreover, 'goes far beyond aesthetic considerations' and addresses the 'the integration of new development into the existing environment' as required by the NPPF (NPPF, paragraph 61). The policy tests relevant to design, heritage and setting contained in the NPPF are, therefore, satisfied.

4.4 Conclusion

The proposals have been assessed against relevant national and local planning policies and guidance and the impact on the Conservation Area has been analysed. The proposed new extension demonstrates a commitment to design quality and would sit comfortably within the local townscape. The proposals would enhance the Conservation Area and overall no harm would be caused to it. As such it would meet the tests for sustainable development as set out within the NPPF.

Appendix I - 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 pre—serving the building or its setting or any features of special architectural or historic interest which it possesses.

Similarly, section 72(l) 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.

Where a proposed development will lead to 'substantial harm' to or total loss of significance of a designated heritage asset paragraph 133 of the NPPF states that:

...local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and

- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

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 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.

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.

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 Practice 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 everyday 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 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.

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 39: What are non-designated heritage assets and how important are they?

Local planning authorities may identify non-designated heritage assets. These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as 'locally listed'.

A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage interest for their significance to be a material consideration in the planning process.

Paragraph 41: How are non-designated heritage assets identified?

When considering development proposals, local planning authorities should establish if any potential non-designated heritage asset meets the definition in the National Planning Policy Framework at an early stage in the process. Ideally, in the case of buildings, their significance should be judged against published criteria, which may be generated as part of the process of producing a local list.

Historic England: Historic Environment Good Practice Advice in Planning (March 2015)

The purpose of the Good Practice Advice note is to provide information on good practice to assist in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the National Planning Practice Guide (NPPG).

Note 2 'Managing Significance in Decision-Taking'

This note provides information on:

- assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.

It states that:

The advice in this document, in accordance with the NPPF, emphasises that the information required in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve or investigate the asset needs to be proportionate to the significance of the heritage assets affected and the impact on that significance.

In their general advice on decision-taking, this note advises that:

Development proposals that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect. The first step for all applicants is to understand the significance of any affected heritage asset and, if relevant, the contribution of its setting to its significance. The significance of a heritage asset is the sum of its archaeological, architectural, historic, and artistic interest.

Paragraph 6 highlights the NPPF and NPPG's promotion of early engagement and pre-application discussion, and the early consideration of significance of the heritage asset in order to ensure that any issues can be properly identified and addressed. Furthermore, the note advises that:

As part of this process, these discussions and subsequent applications usually benefit from a structured approach to the assembly and analysis of relevant information. The stages below indicate the order in which this process can be approached – it is good practice to check individual stages of this list but they may not be appropriate in all cases and the level of detail applied should be proportionate.

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

The Assessment of Significance as part of the Application Process

Paragraph 7 emphasises the need to properly assess the nature, extent and importance of the significance of a heritage asset and the contribution of its setting early in the process, in order to form a successful development, and in order for the local planning authority to make decisions in line with legal objectives and the objectives of the development plan and the policy requirements of the NPPF.

8. Understanding the nature of the significance is important to understanding the need for and best means of conservation. For example, a modern building of high architectural interest will have quite different sensitivities from an archaeological site where the interest arises from the possibility of gaining new understanding of the past.
9. Understanding the extent of that significance is also important because this can, among other things, lead to a better understanding of how adaptable the asset may be and therefore improve viability and the prospects for long term conservation.
10. Understanding the level of significance is important as it provides the essential guide to how the policies should be applied. This is intrinsic to decision-taking where there is unavoidable conflict with other planning objectives.
11. To accord with the NPPF, an applicant will need to undertake an assessment of significance to inform the application process to an extent necessary to understand the potential impact (positive or negative) of the proposal and to a level of thoroughness proportionate to the relative importance of the asset whose fabric or setting is affected.

Cumulative Impact

28. The cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change. Where the significance of a heritage asset has been compromised in the past by unsympathetic development to the asset itself or its setting, consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset in order to accord with NPPF policies. Negative change could include severing the last link to part of the history of an asset or between the asset and its original setting. Conversely, positive change could include the restoration of a building's plan form or an original designed landscape.

Opportunities to Enhance Assets, their Settings and Local Distinctiveness

52. Sustainable development can involve seeking positive improvements in the quality of the historic environment. There will not always be opportunities to enhance the significance or improve a heritage asset but the larger the asset the more likely there will be. Most conservation areas, for example, will have sites within them that could add to the character and value of the area through development, while listed buildings may often have extensions or other alterations that have a negative impact on the significance. Similarly, the setting of all heritage assets will frequently have elements that detract from the significance of the asset or hamper its appreciation.

Design and Local Distinctiveness

53. Both the NPPF (section 7) and PPG (section ID26) contain detail on why good design is important and how it can be achieved. In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:
- The history of the place
 - The relationship of the proposal to its specific site
 - The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept
 - The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size
 - The size and density of the proposal related to that of the existing and neighbouring uses
 - Landmarks and other built or landscape features which are key to a sense of place
 - The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces
 - The topography
 - Views into, through and from the site and its surroundings
 - Landscape design
 - The current and historic uses in the area and the urban grain
 - The quality of the materials

Note 3 'The Setting of Heritage Assets'

This note provides guidance on the setting of heritage assets, which is separate to issues of curtilage, character or context.

The Extent of Setting

4. The setting of a heritage asset is the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset.

The setting of a heritage asset may reflect the character of the wider townscape or landscape in which it is situated, or be quite distinct from it. Extensive heritage assets can include many heritage assets and their nested and overlapping settings, as well as having a setting of their own. I.e. A conservation area will include the settings of listed buildings and have its own setting.

Views and Setting

5. The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, including a variety of views of, across, or including that asset, and views of the surroundings from or through the asset, and may intersect with, and incorporate the settings of numerous heritage assets.
6. Views which contribute more to understanding the significance of the heritage asset include:
 - those where relationships between the asset and other historic assets or places or natural features are particularly relevant;
 - those with historical associations, including viewing points and the topography of battlefields;
 - those where the composition within the view was a fundamental aspect of the design or function of the heritage asset; and
 - those between heritage assets and natural or topographic features, or phenomena such as solar and lunar events.

Even if recent unsympathetic development has affected the setting or views of a heritage asset, consideration will still be given to whether developments would further detract or enhance the significance of the asset.

Setting and the Significance of Heritage Assets

9. Setting is not a heritage asset, nor a heritage designation, though land within a setting may itself be designated. Its importance lies in what it contributes to the significance of the heritage asset. This depends on a wide range of physical elements within, as well as perceptual and associational attributes pertaining to, the heritage asset's surroundings. The following paragraphs examine some more general considerations relating to setting and significance.

Cumulative Change

Where the significance of a heritage asset has been compromised in the past by unsympathetic development affecting its setting, to accord with NPPF policies, consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset. Negative change could include severing the last link between an asset and its original setting; positive change could include the restoration of a building's original designed landscape or the removal of structures impairing views of a building.

Change over time

Settings of heritage assets change over time. Understanding this history of change will help to determine how further development within the asset's setting is likely to affect the contribution made by setting to the significance of the heritage asset. Settings of heritage assets which

closely resemble the setting in which the asset was constructed are likely to contribute to significance but settings which have changed may also themselves enhance significance, for instance where townscape character has been shaped by cycles of change and creation over the long term.

Appreciating setting

Because setting does not depend on public rights or ability to access it, significance is not dependent on numbers of people visiting it; this would downplay such qualitative issues as the importance of quiet and tranquillity as an attribute of setting, constraints on access such as remoteness or challenging terrain, and the importance of the setting to a local community who may be few in number. The potential for appreciation of the asset's significance may increase once it is interpreted or mediated in some way, or if access to currently inaccessible land becomes possible.

Buried assets and setting

Heritage assets that comprise only buried remains may not be readily appreciated by a casual observer, they nonetheless retain a presence in the landscape and, like other heritage assets, have a setting.

Designed settings

Many heritage assets have settings that have been designed to enhance their presence and visual interest or to create experiences of drama or surprise and these designed settings may also be regarded as heritage assets in their own right. Furthermore they may, themselves, have a wider setting: a park may form the immediate surroundings of a great house, while having its own setting that includes lines-of-sight to more distant heritage assets or natural features beyond the park boundary. Given that the designated area is often restricted to the 'core' elements, such as a formal park, it is important that the extended and remote elements of design are included in the evaluation of the setting of a designed landscape.

Setting and urban design

The numbers and proximity of heritage assets in urban areas mean that the protection and enhancement of setting is intimately linked to townscape and urban design considerations, and often relate to townscape attributes such as lighting, trees, and verges, or the treatments of boundaries or street surfaces.

Setting and economic and social viability

Sustainable development under the NPPF can have important positive impacts on heritage and their settings, for example by bringing an abandoned building back into use or giving a heritage asset further life. However, the economic and social viability of a heritage asset can be diminished if accessibility from or to its setting is reduced by badly designed or insensitively located development.

A staged approach to proportionate decision-taking

10. All heritage assets have significance, some of which have particular significance and are designated and the contribution made by their setting to their significance also varies. And, though many settings may be enhanced by development, not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset. This capacity may vary

between designated assets of the same grade or of the same type or according to the nature of the change. It can also depend on the location of the asset: an elevated or overlooked location; a riverbank, coastal or island location; or a location within an extensive tract of flat land may increase the sensitivity of the setting (ie the capacity of the setting to accommodate change without harm to the heritage asset's significance). This requires the implications of development affecting the setting of heritage assets to be considered on a case-by-case basis.

11. Protection of the setting of heritage assets need not prevent change; indeed change may be positive, for instance where the setting has been compromised by poor development. Many places are within the setting of a heritage asset and are subject to some degree of change over time. NPPF policies, together with the guidance on their implementation in the Planning Policy Guidance (PPG), provide the framework for the consideration of change affecting the setting of undesignated and designated heritage assets as part of the decision-taking process (NPPF, Paragraphs 131-135 and 137).
12. Amongst the Government's planning objectives for the historic environment is that conservation decisions are based on the nature, extent and level of a heritage asset's significance and are investigated to a proportionate degree.

Historic England: Conservation Principles and Assessment (2008)

Conservation Principles (2008) explores, on a more philosophical level, the reason why society places a value on heritage assets beyond their mere utility. It identifies four types of heritage value that an asset may hold: aesthetic, communal, historic and evidential value. This is simply another way of analysing its significance. These values can help shape the most efficient and effective way of managing the heritage asset so as to sustain its overall value to society.

Evidential Value

- 35 Evidential value derives from the potential of a place to yield evidence about past human activity.
- 36 Physical remains of past human activity are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them. These remains are part of a record of the past that begins with traces of early humans and continues to be created and destroyed. Their evidential value is proportionate to their potential to contribute to people's understanding of the past.
- 37 In the absence of written records, the material record, particularly archaeological deposits, provides the only source of evidence about the distant past. Age is therefore a strong indicator of relative evidential value, but is not paramount, since the material record is the primary source of evidence about poorly documented aspects of any period. Geology, landforms, species and habitats similarly have value as sources of information about the evolution of the planet and life upon it.

- 38 Evidential value derives from the physical remains or genetic lines that have been inherited from the past. The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement.

Historical Value

- 39 Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative.
- 40 The idea of illustrating aspects of history or prehistory – the perception of a place as a link between past and present people – is different from purely evidential value. Illustration depends on visibility in a way that evidential value (for example, of buried remains) does not. Places with illustrative value will normally also have evidential value, but it may be of a different order of importance. An historic building that is one of many similar examples may provide little unique evidence about the past, although each illustrates the intentions of its creators equally well. However, their distribution, like that of planned landscapes, may be of considerable evidential value, as well as demonstrating, for instance, the distinctiveness of regions and aspects of their social organisation.
- 41 Illustrative value has the power to aid interpretation of the past through making connections with, and providing insights into, past communities and their activities through shared experience of a place. The illustrative value of places tends to be greater if they incorporate the first, or only surviving, example of an innovation of consequence, whether related to design, technology or social organisation. The concept is similarly applicable to the natural heritage values of a place, for example geological strata visible in an exposure, the survival of veteran trees, or the observable interdependence of species in a particular habitat. Illustrative value is often described in relation to the subject illustrated, for example, a structural system or a machine might be said to have ‘technological value’.
- 42 Association with a notable family, person, event, or movement gives historical value a particular resonance. Being at the place where something momentous happened can increase and intensify understanding through linking historical accounts of events with the place where they happened – provided, of course, that the place still retains some semblance of its appearance at the time. The way in which an individual built or furnished their house, or made a garden, often provides insight into their personality, or demonstrates their political or cultural affiliations. It can suggest aspects of their character and motivation that extend, or even contradict, what they or others wrote, or are recorded as having said, at the time, and so also provide evidential value.
- 43 Many buildings and landscapes are associated with the development of other aspects of cultural heritage, such as literature, art, music or film. Recognition of such associative values tends in turn to inform people’s responses to these places. Associative value also attaches to places closely connected with the work of people who have made important discoveries or advances in thought about the natural world.

- 44 The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value.
- 45 The use and appropriate management of a place for its original purpose, for example as a place of recreation or worship, or, like a watermill, as a machine, illustrates the relationship between design and function, and so may make a major contribution to its historical values. If so, cessation of that activity will diminish those values and, in the case of some specialised landscapes and buildings, may essentially destroy them. Conversely, abandonment, as of, for example, a medieval village site, may illustrate important historical events.

Aesthetic Value

- 46 Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place.
- 47 Aesthetic values can be the result of the conscious design of a place, including artistic endeavour. Equally, they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time. Many places combine these two aspects – for example, where the qualities of an already attractive landscape have been reinforced by artifice – while others may inspire awe or fear. Aesthetic values tend to be specific to a time and cultural context, but appreciation of them is not culturally exclusive.
- 48 Design value relates primarily to the aesthetic qualities generated by the conscious design of a building, structure or landscape as a whole. It embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship. It may extend to an intellectual programme governing the design (for example, a building as an expression of the Holy Trinity), and the choice or influence of sources from which it was derived. It may be attributed to a known patron, architect, designer, gardener or craftsman (and so have associational value), or be a mature product of a vernacular tradition of building or land management. Strong indicators of importance are quality of design and execution, and innovation, particularly if influential.
- 49 Sustaining design value tends to depend on appropriate stewardship to maintain the integrity of a designed concept, be it landscape, architecture, or structure.
- 50 It can be useful to draw a distinction between design created through detailed instructions (such as architectural drawings) and the direct creation of a work of art by a designer who is also in significant part the craftsman. The value of the artwork is proportionate to the extent that it remains the actual product of the artist's hand. While the difference between design and

'artistic' value can be clearcut, for example statues on pedestals (artistic value) in a formal garden (design value), it is often far less so, as with repetitive ornament on a medieval building.

- 51 Some aesthetic values are not substantially the product of formal design, but develop more or less fortuitously over time, as the result of a succession of responses within a particular cultural framework. They include, for example, the seemingly organic form of an urban or rural landscape; the relationship of vernacular buildings and structures and their materials to their setting; or a harmonious, expressive or dramatic quality in the juxtaposition of vernacular or industrial buildings and spaces. Design in accordance with Picturesque theory is best considered a design value.
- 52 Aesthetic value resulting from the action of nature on human works, particularly the enhancement of the appearance of a place by the passage of time ('the patina of age'), may overlie the values of a conscious design. It may simply add to the range and depth of values, the significance, of the whole; but on occasion may be in conflict with some of them, for example, when physical damage is caused by vegetation charmingly rooting in masonry. 53 While aesthetic values may be related to the age of a place, they may also (apart from artistic value) be amenable to restoration and enhancement. This reality is reflected both in the definition of conservation areas (areas whose 'character or appearance it is desirable to preserve or enhance') and in current practice in the conservation of historic landscapes.

Communal Value

54. Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional and specific aspects.
55. Commemorative and symbolic values reflect the meanings of a place for those who draw part of their identity from it, or have emotional links to it. The most obvious examples are war and other memorials raised by community effort, which consciously evoke past lives and events, but some buildings and places, such as the Palace of Westminster, can symbolise wider values. Such values tend to change over time, and are not always affirmative. Some places may be important for reminding us of uncomfortable events, attitudes or periods in England's history. They are important aspects of collective memory and identity, places of remembrance whose meanings should not be forgotten. In some cases, that meaning can only be understood through information and interpretation, whereas, in others, the character of the place itself tells most of the story.
56. Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence. Some may be comparatively modest, acquiring communal significance through the passage of time as a result of a collective memory of stories linked to them. They tend to gain value through the resonance of past events in the present, providing reference points for a community's identity or sense of itself. They may have fulfilled a community function that

has generated a deeper attachment, or shaped some aspect of community behaviour or attitudes. Social value can also be expressed on a large scale, with great time-depth, through regional and national identity.

57. The social values of places are not always clearly recognised by those who share them, and may only be articulated when the future of a place is threatened. They may relate to an activity that is associated with the place, rather than with its physical fabric. The social value of a place may indeed have no direct relationship to any formal historical or aesthetic values that may have been ascribed to it.
58. Compared with other heritage values, social values tend to be less dependent on the survival of historic fabric. They may survive the replacement of the original physical structure, so long as its key social and cultural characteristics are maintained; and can be the popular driving force for the re-creation of lost (and often deliberately destroyed or desecrated) places with high symbolic value, although this is rare in England.
59. Spiritual value attached to places can emanate from the beliefs and teachings of an organised religion, or reflect past or present-day perceptions of the spirit of place. It includes the sense of inspiration and wonder that can arise from personal contact with places long revered, or newly revealed.
60. Spiritual value is often associated with places sanctified by longstanding veneration or worship, or wild places with few obvious signs of modern life. Their value is generally dependent on the perceived survival of the historic fabric or character of the place, and can be extremely sensitive to modest changes to that character, particularly to the activities that happen there.

Regional Policy

The London Plan Policies (Further Alterations to the London Plan (FALP) 2016)

In March 2016, the Mayor published (i.e. adopted) the Further Alterations to the London Plan (FALP). From this date, the FALP are operative as formal alterations to the London Plan (the Mayor's spatial development strategy) and form part of the development plan for Greater London.

The London Plan has been updated to incorporate the Further Alterations. It also incorporates the Revised Early Minor Alterations to the London Plan (REMA), which were published in October 2013 and March 2015.

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

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.

London Borough of Camden

The local plan was adopted by the Council on 3 July and has replaced the Core Strategy and Camden Development Policies documents as the basis for planning decisions and future development in the borough.

The following policies are relevant to the proposals outlined in this report:

Design

- 7.1** Good design is essential to creating places, buildings, or spaces that work well for everyone, look good, last well and will adapt to the needs of future generations. The National Planning Policy Framework establishes that planning should always seek to secure high quality design and that good design is indivisible from good planning.

Policy D1 Design

The Council will seek to secure high quality design in development. The Council will require that development:

- a. respects local context and character;
- b. preserves or enhances the historic environment and heritage assets in accordance with "Policy D2 Heritage";
- c. is sustainable in design and construction, incorporating best practice in resource management and climate change mitigation and adaptation;
- d. is of sustainable and durable construction and adaptable to different activities and land uses;
- e. comprises details and materials that are of high quality and complement the local character;
- f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;
- g. is inclusive and accessible for all;
- h. promotes health;
- i. is secure and designed to minimise crime and antisocial behaviour;
- j. responds to natural features and preserves gardens and other open space;
- k. incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of trees and other soft landscaping,
- l. incorporates outdoor amenity space;
- m. preserves strategic and local views;
- n. for housing, provides a high standard of accommodation;
- and o. carefully integrates building services equipment.

The Council will resist development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Excellence in design

The Council expects excellence in architecture and design. We will seek to ensure that the significant growth planned for under "Policy G1 Delivery and location of growth" will be provided through high quality contextual design.

Local context and character

- 7.2 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:
- character, setting, context and the form and scale of neighbouring buildings;
 - the character and proportions of the existing building, where alterations and extensions are proposed;

- the prevailing pattern, density and scale of surrounding development;
- the impact on existing rhythms, symmetries and uniformities in the townscape;
- the composition of elevations;
- the suitability of the proposed design to its intended use;
- inclusive design and accessibility;
- its contribution to public realm and its impact on views and vistas; and
- the wider historic environment and buildings, spaces and features of local historic value.

- 7.3 The Council will welcome high quality contemporary design which responds to its context, however there are some places of homogenous architectural style (for example Georgian Squares) where it is important to retain it.
- 7.4 Good design takes account of its surroundings and preserves what is distinctive and valued about the local area. Careful consideration of the characteristics of a site, features of local distinctiveness and the wider context is needed in order to achieve high quality development which integrates into its surroundings. Character is about people and communities as well as the physical components. How places have evolved historically and the functions they support are key to understanding character. It is important to understand how places are perceived, experienced and valued by all sections of the community. People may value places for different reasons, often reflecting the services or benefits they provide for them. In addition, memory and association are also a component of how people understand a place. All of these values and experiences are part of understanding the character of a place. Planning applications should include a Design and Access Statement which assesses how the development has been informed by and responds to local context and character.
- 7.5 Design should respond creatively to its site and its context including the pattern of built form and urban grain, open spaces, gardens and streets in the surrounding area. Where townscape is particularly uniform attention should be paid to responding closely to the prevailing scale, form and proportions and materials.
- 7.6 The Council has two sets of documents which describe the character and appearance of areas and set out how we will preserve or enhance them. Each conservation area has a Conservation Area Statement or Appraisal and Management Strategy. These detailed documents have been developed with the relevant Conservation Area Advisory Committee and are adopted supplementary planning documents. For areas outside of conservation areas the Council commissioned the Camden Character Study to identify and record their character. This is not a formal supplementary planning document. These documents can help developers to inform their understanding of the specific character of the area in which their proposals are located. "Policy D2 Heritage" provides further guidance on the preservation and enhancement of the historic environment. When assessing design, we will also take into account guidance contained

within supplementary planning document Camden Planning Guidance on design. For areas where Neighbourhood Plans are being prepared, these documents will form a valuable source of information on the character of the local area.

Details and materials

- 7.9 Architectural detailing should be carefully integrated into a building. In new development, detailing should be carefully considered so that it conveys quality of design and creates an attractive and interesting building. Architectural features on existing buildings should be retained wherever possible, as their loss can harm the appearance of a building by eroding its detailing. The insensitive replacement of windows and doors can spoil the appearance of buildings and can be particularly damaging if the building forms part of a uniform group.
- 7.10 Schemes should incorporate materials of a high quality. The durability and visual attractiveness of materials will be carefully considered along with their texture, colour, tone and compatibility with existing materials. Alterations and extensions should be carried out in materials that match the original or neighbouring buildings, or, where appropriate, in materials that complement or enhance a building or area.

Street frontages and legibility

- 7.11 Building facades should be designed to provide active frontages and respond positively to the street. Active frontages are building facades that allow people on the street to see inside the building. A more active type of frontage is one where the use opens out to the street, like a shop with a window display and entrance, or a use like a café or restaurant with outdoor dining. Active frontages add interest and vitality to public spaces. Views into buildings provide interest to passers-by and views out of buildings provide safety through passive surveillance or 'eyes on the street'. Positive factors for frontages are entrances, shop fronts and windows. Negative factors include long blank facades, high boundary walls, solid roller shutters and service entrances and yards.
- 7.12 Buildings and spaces should also allow people to easily navigate their way around an area – a quality known as legibility. Designs should provide recognisable routes and be easy to understand. Buildings and spaces should be permeable by providing clear and direct routes between places. Routes should be direct, safe and attractive for walking and cycling.
- 7.13 Ground floors in new developments should have a storey height appropriate to their use. In mixed use schemes where a commercial use is provided on the ground floor this should typically have a more generous storey height (of approximately 4.5m). Further information on the design of retail spaces is in "Policy TC2 Camden's centres and other shopping areas".

Views

- 7.26 A number of London's most famous and valued views originate in, or extend into, Camden. These are:
- views of St Paul's Cathedral from Kenwood, Parliament Hill and Primrose Hill;
 - views of the Palace of Westminster from Primrose and Parliament Hills; and

- background views of St Paul's from Greenwich and Blackheath.

- 7.27 The Council will protect these views in accordance with London-wide policy and will resist proposals that would harm them. Where existing buildings that affect a view are redeveloped it is expected that any replacement building will be of a height that does not harm the view. The current framework for protecting these views is set by the London Plan (policies 7.11 and 7.12) and the Mayor's London View Management Framework supplementary planning guidance.
- 7.28 The Council will also consider the impact of a scheme, in terms of the townscape, landscape and skyline, on the whole extent of a view ('panorama'), not just the area in the view corridor. Developments should not detract from the panorama as a whole and should fit in with the prevailing pattern of buildings and spaces. They should seek to avoid buildings that tightly define the edges of the viewing corridors and not create a crowding effect around the landmark.
- 7.29 The Council will also seek to protect locally important views that contribute to the interest and character of the borough. These include:
- views of and from large public parks and open spaces, such as Hampstead Heath, Kenwood Estate, Primrose Hill and Regent's Park, including panoramic views, as well as views of London Squares and historic parks and gardens;
 - views relating to Regent's Canal;
 - views into and from conservation areas; and
 - views of listed and landmark buildings, monuments and statues (for example, Centrepoint, St Stephen's, Rosslyn Hill and St George's, Bloomsbury).
- 7.30 The Council will seek to ensure that development is compatible with such views in terms of setting, scale and massing and will resist proposals that we consider would cause harm to them. Development will not generally be acceptable if it obstructs important views or skylines, appears too close or too high in relation to a landmark or impairs outlines that form part of the view. Further guidance on important local views is set out in our supplementary planning documents, for example in individual conservation area statements, appraisals and management strategies.
- 7.31 The Council recognises that neighbouring boroughs have identified views for protection in supplementary planning documents and that development on some sites within Camden could affect these views. The Council will take into consideration these protected views of neighbouring authorities when deciding planning applications

Camden's heritage

- 7.39 Camden has a rich architectural heritage with many special places and buildings from throughout Camden's history (see "Map 4: Heritage and Archaeological Sites" on page 210). 39 areas, covering much of the borough, are designated as conservation areas, recognising their special architectural or historic interest and their character and appearance. We have prepared conservation area statements, appraisals and management

strategies that provide further guidance on the character of these areas. We will take these documents into account as material considerations when we assess applications for planning permission in these areas.

- 7.40 Over 5,600 buildings and structures in Camden are nationally listed for their special historical or architectural interest and 53 of the borough's squares are protected by the London Squares Preservation Act 1931. In addition, 14 open spaces in Camden are on Historic England's Register of Parks and Gardens. The Council also maintains a local list of over 400 non-designated heritage assets. Camden also has a generally well-preserved archaeological heritage, with 13 identified archaeological priority areas, although this can be vulnerable to development and changes in land use.
- 7.41 The Council places great importance on preserving the historic environment. Under the Planning (Listed Buildings and Conservation Areas) Act the Council has a responsibility to have special regard to preserving listed buildings and must pay special attention to preserving or enhancing the character or appearance of conservation areas. The National Planning Policy Framework states that in decision making local authorities should give great weight to conservation of designated heritage assets in a manner appropriate to their significance. The Council expects that development not only conserves, but also takes opportunities to enhance, or better reveal the significance of heritage assets and their settings.

Policy D2 Heritage

The Council will preserve and, where appropriate, enhance 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 and locally listed heritage assets.

Conservation areas

Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas. The Council will:

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;
- f. resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;
- g. resist development outside of a conservation area that causes harm to the character or appearance of that conservation area; and
- h. preserve trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for Camden's architectural heritage.

Other heritage assets and non-designated heritage assets

The Council will seek to protect other heritage assets including nondesignated heritage assets (including those on and off the local list), Registered Parks and Gardens and London Squares. The effect of a proposal on the significance of a non-designated heritage asset will be weighed against the public benefits of the proposal, balancing the scale of any harm or loss and the significance of the heritage asset.

Enhancing the historic environment

- 7.42 The Council has a proactive approach to conserving heritage assets. In addition to the application of Local Plan policies the Council protects the historic environment through the following areas of work:
- Conservation Area Management Strategies: The Council works with the Conservation Area Advisory Committees to update and support the implementation of the strategies.
 - Heritage at Risk: The Council identifies buildings and structures at risk and proactively seeks to conserve and where required put them back into viable use, including identifying sources of funding.
 - Local list of undesignated heritage assets: The Council introduced the local list in 2015 and it will be updated annually.
 - Guidance: The Council has adopted detailed guidance for the preservation of heritage assets in the supplementary planning document Camden Planning Guidance on design, and Retrofitting Planning Guidance (for sustainability measures in historic buildings). The Council updates planning guidance as required.
 - Area based work: Conservation and enhancement of the historic environment is a key objective of area action plans and the Site Allocations. The Fitzrovia Area Action Plan for example sets principles for developing key sites which retain and enhance the setting of listed buildings.
- 7.43 The Council recognises that development can make a positive contribution to, or better reveal the significance of, heritage assets and will encourage this where appropriate. Responding appropriately to the significance of heritage assets and its setting can greatly enhance development schemes (for example, King's Cross Central)

Designated heritage assets

- 7.44 Designated heritage assets include listed buildings and structures, registered parks and gardens and conservation areas. The Council will apply the policies above and will not permit harm to a designated heritage asset unless the public benefits of the proposal outweigh the harm. Further guidance on public benefits is set out in National Planning Practice Guidance (Paragraph: 020 Reference ID: 18a-020-20140306). Any harm to or loss of a designated heritage asset will require clear and convincing justification which must be provided by the applicant to the Council. In decision making the Council will take into consideration the scale of the harm and the significance of the asset.

- 7.45 In accordance with the National Planning Policy Framework the Council will only permit development resulting in substantial harm to or loss to a grade II listed building, park or garden in exceptional circumstances and will only permit development resulting in substantial harm to or loss to a grade I and II* listed building, grade I and II* registered park or garden in wholly exceptional circumstances.

Conservation areas

- 7.46 In order to preserve or enhance important elements of local character, we need to recognise and understand the factors that create that character. The Council has prepared a series of conservation area statements, appraisals and management plans that assess and analyse the character and appearance of each of our conservation areas and set out how we consider they can be preserved or enhanced. We will take these into account when assessing planning applications for development in conservation areas. We will seek to manage change in a way that retains the distinctive characters of our conservation areas and will expect new development to contribute positively to this. The Council will therefore only grant planning permission for development in Camden's conservation areas that preserves or enhances the special character or appearance of the area.
- 7.47 The character of conservation areas derive from the combination of a number of factors, including scale, density, pattern of development, landscape, topography, open space, materials, architectural detailing and uses. These elements should be identified and responded to in the design of new development. Design and Access Statements should include an assessment of local context and character and set out how the development has been informed by it and responds to it
- 7.48 Due to the largely dense urban nature of Camden, the character or appearance of our conservation areas can also be affected by development which is outside of conservation areas, but visible from within them. This includes high or bulky buildings, which can have an impact on areas some distance away, as well as adjacent premises. The Council will therefore not permit development in locations outside conservation areas that it considers would cause harm to the character, appearance or setting of such an area.

Non designated heritage assets

- 7.69 The borough also has many attractive, historic, locally significant buildings and features which contribute to the distinctiveness of local areas, but which are not formally designated. The National Planning Policy Framework identifies these features as non-designated heritage assets. Non-designated heritage assets may either be identified as part of the planning process or on Camden's Local List. Camden's Local List identifies historic buildings and features that are valued by the local community and that help give Camden its distinctive identity but are not already designated in another way (for example a listed building). When planning permission is required for any proposal that directly or indirectly affects the significance of a non-designated heritage asset (either on the Local List or not) then the Council will treat the significance of that asset as a material consideration when determining the application. The Local List is available at www.camden.gov.uk/locallist.

Shopfronts

7.70 Shopfronts contribute greatly to the character of centres and their distinctiveness. Most of Camden's town and neighbourhood centres date back to the 19th Century and earlier, having developed from commercial activities that first took place within dwellings, although there are some significant 20th Century shopping parades.

7.71 Please refer to "Policy TC2 Camden's centres and other shopping areas" for policy on the design of new retail spaces. Policy D3 Shopfronts The Council will expect a high standard of design in new and altered shopfronts, canopies, blinds, security measures and other features. When determining proposals for shopfront development the Council will consider:

- a. the design of the shopfront or feature, including its details and materials;
- b. the existing character, architectural and historic merit and design of the building and its shopfront;
- c. the relationship between the shopfront and the upper floors of the building and surrounding properties, including the relationship between the shopfront and any forecourt or lightwell;
- d. the general characteristics of shopfronts in the area;
- e. community safety and the contribution made by shopfronts to natural surveillance; and
- f. the degree of accessibility.

The Council will resist the removal of shop windows without a suitable replacement and will ensure that where shop, service, food, drink and entertainment uses are lost, a shop window and visual display is maintained. Where an original shopfront of architectural or historic value survives, in whole or in substantial part, there will be a presumption in favour of its retention. Where a new shopfront forms part of a group where original shop fronts survive, its design should complement their quality and character.

Design of new shopfronts

7.74 The quality of shopfronts and the way in which they relate to their surroundings make an important contribution to the character and attractiveness of an area. The Council will therefore seek to ensure that new shopfronts are of a high quality and are sensitive to the area in which they are located. Transparent shopfronts will be sought for units containing shops and other town centre uses, due to the contribution that they make to the vitality and attraction of centres.

7.75 The Council considers that the attractiveness of shopfronts can usually best be maintained by taking inspiration from the architecture of the building and neighbouring premises and reflecting the general scale and pattern of shopfront widths in the area. New shopfronts should contribute towards the maintenance of a cohesive streetscape appearance, retain a consistent building line and contribute to the character and attractiveness of the centre they are located in. As shopfronts are seen at close quarters, the detailing, type and quality of materials, execution

and finishes are very important. Contemporary shopfront designs will be supported in appropriate locations. All new and altered shopfronts should be designed to be fully accessible for all.

Policy A2 Open Space

Protection of other undeveloped areas including gardens

6.38 We will seek the retention of important views and glimpses of green space where these have been identified in a conservation area appraisal or development brief, particularly where schemes are unable to meet the requirement to provide public open space on-site, to enhance the amenity of residents and occupants. Spaces above rooflines, gaps between buildings and even small, sometimes isolated pockets of amenity space, can be vital in supporting the notion of openness, provide visual interest, soften the built environment and contribute to wellbeing. These views may also help to define the significance of heritage assets.

Primrose Hill Conservation Area Statement (January 2001)

The Primrose Hill Conservation Area was designated on 1st October 1971 and extended to include the north part of Erskine Road on the 18th June 1985. The character of the area is made up of a series of well laid out Victorian terrace and is residential in character although there are a number of local industries and shopping areas.

The study site of 91 Regent's Park Road is located in sub-area 3: Regent's Park Road North. This sub area is located to the north of the Primrose Hill Conservation Area. The southern part of the area slopes steeply from east to west, towards Primrose Hill. The north boundary is defined by the railway line and the west boundary follows the former St Pancras boundary.

Regent's Park Road is a principal road and curves along the entire length of this sub area. The road is commercial in character and is a designated Neighbourhood Shopping Centre. Many of the terraces along Regent's Park Road were designed to accommodate retail use on the lower floors with residential accommodation above. The commercial buildings within Regent's Park Road vary in character.

The Primrose Hill Conservation Area Statement identifies 91 Regent's Park Road as a building of unlisted merit, which makes a positive contribution to the character and appearance of the conservation area. It is also identified as a shopfront of merit.

The building is one of two prominent corner buildings which define the entrance to Erskine Road. The other is 89 Regent's Park Road, which is the former Chalk Farm Tavern. The statement describes 91 Regent's Park Road as an end of terrace property of four storeys with prominent gable features to the front and side elevations.

91 Regent's Park Road also belongs to one of three dominant terrace groups within the northern part of Regent's Park Road. 91-109 Regent's Park Road is a group constructed in London yellow stock brick with multi-coloured brickwork string courses, classical detailing to first and second floor windows, and projecting eaves to some properties.

The Conservation Area Statement identifies the roads radiating north of Regent's Park Road. Regarding Erskine Road, it states:

Erskine Road provides a link across the old St. Pancras Borough Boundary to Ainger Road and is subsequently more lively in character than the neighbouring cul-de-sacs. The road is fairly wide and contains a few street trees, mainly Silver Birch with some smaller species. On the south side of the road is a terrace of typical mid-19th century buildings with rusticated ground floors. Some properties have been converted for commercial uses with the addition of later shopfronts. Access is also provided to the redeveloped Erskine Mews, via an archway. On the north side of the road is an access alleyway to the works at the rear of Nos.91-109 Regent's Park Road and a large industrial style building with an ornate symmetrical stucco façade.

Camden Council identifies a number of views as significant and making a positive contribution to the Primrose Hill Conservation Area. Amongst these are the following which are relevant to the proposals outlined in this report:

- Regent's Park Road: Views north into Regent's Park Road when approaching from Primrose Hill Park
- Regent's Park Road: Views north of the railway bridge
- Regent's Park Road: Views south of Primrose Hill

The conservation area statement addresses the following policies which are relevant to this report:

Rear Extensions/Conservatories

- PH25 Extensions and conservatories can alter the balance and harmony of a property or of a group of properties by insensitive scale, design or inappropriate materials. Some rear extensions, although not widely visible, so adversely affect the architectural integrity of the building to which they are attached that the character of the Conservation Area is prejudiced.
- PH26 Rear extensions should be as unobtrusive as possible and should not adversely affect the character of the building or the Conservation Area. In most cases such extensions should be no more than one storey in height, but its general effect on neighbouring properties and Conservation Area will be the basis of its suitability.
- PH27 Extensions should be in harmony with the original form and character of the house and the historic pattern of extensions within the terrace or group of buildings. The acceptability of larger extensions depends on the particular site and circumstances.
- PH28 Rear extensions will not be acceptable where they would spoil an uniformed rear elevation of an unspoilt terrace or group of buildings.
- PH29 Side extensions will not be acceptable where they are unduly prominent, unbalance the composition of a building group, or where they compromise gaps between buildings through which views are afforded of other properties, rear gardens, mature trees, or the Regent's Canal.
- PH30 Conservatories, as with extensions, should be small in scale and subordinate to the original building and at ground floor level only. The design, scale and materials should be sensitive to the special qualities of the property and not undermine the features of original building.

Appendix II - List of Plates and Endnotes

List of Plates

1. J. Thompson, Map of St Pancras, 1801, Camden Archives
2. Detail showing Chalk Farm Tavern from J.Thompson's Map of St Pancras, 1801, Camden Archives
3. Map of St Pancras, 1834, Camden Archives
4. Plan of the Southampton Estate in the vicinity of The Regent's Park, 1841, British Librarys Maps Collection
5. Map of St Pancras, 1860, Camden Archives
6. Ordnance Survey Map, 1870, Camden Archives
7. Ordnance Survey Map, 1894, Camden Archives
8. Charles Goad, Fire Insurance Map, 1900, British Library Maps Collection
9. London County Council Bomb Damage Map, 1939-45
10. Detail from Map of St Pancras showing the Chalk Farm Tavern, 1834, Camden Archives
11. Detail of study site from Plan of the Estate in the vicinity of TThe Regent's Park, 1844, British Library Maps Collection
12. Detail from Map of St Pancras, 1860, Camden Archives
13. Map of St Pancras, 1868, Camden Archives
14. Detail from Ordnance Survey Map, 1870, Camden Archives
15. Ordnance Survey Map, 1894, Camden Archives
16. Basement Drainage Plan, 91 Regent's Park Road, 1910, Camden Archives
17. Proposed Elevation of shop extension, 91 Regent's Park Road, 1920, Camden Archives
18. Basement, No.91 Regent's Park Road, 1920, Camden Archives
19. Ground Floor, No.91 Regent's Park Road, 1920, Camden Archives
20. Detail of 91 Regent's Park Road, Ordnance Survey Map, 1934, Camden Archives
21. Second Floor, No.91 Regent's Park Road, 1940, Camden Archives
22. London County Council Bomb Damage Map, 1939-45
23. Detail of No.91 Regent's Park Road, Ordnance Survey Map, 1952, Camden Archives
24. Nos.91-109a Regent's Park Road, 1975, London Metropolitan Archives
25. No.91 Regent's Park Road, side elevation to Erskine Road, 1975, London Metropolitan Archives
26. Proposed alterations to ground floor rear extension at 91 Regent's Park Road, 1987, Camden Planning Archives
27. Existing Erskine Road Elevation, 1987, Camden Planning Archives
28. Regent's Park Road, looking north
29. Nos.91-109 Regent's Park Road
30. Nos.146-172 Regent's Park Road
31. Nos.120-142 Regent's Park Road
32. Regent's Park Road, looking north

33. Nos.196-174 Regent's Park Road
34. Regent's Park Road, looking south
35. Regent's Park Road, looking south
36. Erskine Road, from Regent's Park Road
37. South side of Erskine Road
38. View of rear of 91-99 Regent's Park Road, from Erskine Road
39. Front elevation of No.91 Regent's Park Road
40. Flank elevation of No.91 Regent's Park Road and No.91a Regent's Park Road
41. Front elevation of No.91a Regent's Park Road
42. Rear elevation of No.91 Regent's Park Road

Endnotes

- 1 Edward Walford, 'Primrose Hill and Chalk Farm', in *Old and New London: Volume 5* (London, 1878), pp. 287-300. *British History Online* <http://www.british-history.ac.uk/old-new-london/vol5/pp287-300> [accessed 6 July 2017].
- 2 Kelly's Occupancy Records, 1870, Camden Archives
- 3 Kelly's Occupancy Records, 1870, Camden Archives
- 4 Kelly's Occupancy Records, 1900, Camden Archives
- 5 See Kelly's Occupancy Records for 1910, 1920, 1930, 1940, 1950 and 1959
- 6 See Camden Planning Application Ref: TP870329R1
- 7 London Borough of Camden, 2001, p19

