

# Design Statement, Heritage Statement & Statement of Justification

## Crown & Anchor Public House, 137 Drummond Street, London



## Listed Building Consent Submission for Installation of Temporary Internal Secondary Glazing for Noise Attenuation as part of the HS2 Construction Works

May 2018

DOCUMENT REF: 2016-005-137DS-HS-01

Revision 2.0 – Issued for Listed Building Consent Submission



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Prepared by Costain Skanska Joint Venture on behalf of HS2 Limited

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2.0      Minor amendments to incorporate HS2 comments

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# 1 Introduction

## Scope of this Document

- 1.1 This document describes the heritage significance and design proposals for the installation of internal secondary glazing at the Crown & Anchor Public House at 137 Drummond Street together with an assessment of the impact of the design on the significance of the heritage asset.
- 1.2 This document does not consider the construction of the HS2 railway, which is authorised under the High Speed Rail (London – West Midlands) Act 2017 and any relevant Heritage Agreements.
- 1.3 This document only considers the following proposals which require listed building consent:
  - A. **Installation of temporary internal secondary glazing.** Installation of internal secondary glazing to five windows at second floor level for noise mitigation during construction of the HS2 railway at Euston.
- 1.4 This document fulfils the requirement of National Planning Policy Framework policy 128 which 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 sufficient to understand the potential impact of the proposal on their significance. As a minimum, the relevant historic environment record should have been consulted and the heritage asset assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation'* and London Borough of Camden's listed building application requirements.

## Works Affecting the Crown & Anchor Public House

- 1.5 The Crown & Anchor Public House, 137 Drummond Street is a grade II listed building which is not within a conservation area. Grade II buildings are of special interest and represent 91.7% of all listed buildings.
- 1.6 As a grade II listed building, The Crown & Anchor Public House is valued for its special historic and architectural interest and is under the statutory protection of the Planning (Listed Buildings and Conservation Areas) Act 1990. Under this Act, any work to a listed building that involves demolition, alteration or extension in any manner that would affect the building's character would require listed building consent. In practice, almost all work to a listed building will require consent, but in all instances the local planning authority conservation officer should be consulted.

## Context

- 1.7 The current application for listed building consent for HS2 works to 137 Drummond Street is submitted in the context of the following statutory provisions, public undertakings & assurances, and public Information Papers:
  - High Speed Rail (London – West Midlands) Act 2017
  - Phase 1: HS2 Register of Undertaking & Assurances
  - Environmental minimum requirements for HS2 Phase One
  - HS2 Phase 1 Information Paper – E23 Control of Construction Noise and Vibration

## Publications

- 1.8 The following publications have been consulted during the preparation of this document:
  - *'Camden Local Plan'*, adopted 3 July 2017
  - *'Camden Town Conservation Area Appraisal and Management Strategy'*, adopted 4 October 2007
  - *'National Planning Policy Framework'*, March 2012
  - *'Conservation, Principles, Policies and Guidance'*. Historic England. March 2015
  - *'Informed Conservation: understanding historic buildings and their landscapes for conservation'*. English Heritage now Historic England. March 2003
  - *'Managing Significance in Decision-Taking in the Historic Environment; Historic Environment Good Practice Advice in Planning: 2'*. Historic England. July 2015
  - *'The Setting of Heritage Assets; Historic Environment Good Practice Advice in Planning: 3'*. Historic England. 2<sup>nd</sup> Edition December 2017
  - *'Energy Efficiency and Historic Buildings; Secondary Glazing for Windows'*. Historic England. April 2016

Listing Descriptions

<p><b>CROWN AND ANCHOR PUBLIC HOUSE, 137, DRUMMOND STREET</b></p> <p>List entry Number: 1342086</p> <p>Grade: II</p> <p>Date first listed: 14-May-1974</p> <p>Date of most recent amendment: 11-Jan-1999</p> <p>Details</p> <p>Public house. C19 earlier, altered. Stucco with wooden C20 public house ground floor frontage. 3 storeys and cellars. 2 windows with 3 window return to Drummond Street. 2 storey 2-window extension in Drummond Street. Architraved sash windows, those on the 1st floor facing Gower Street in shallow arched recesses with a plain band at impost level. Dentil cornice and blocking course. INTERIOR: ground floor altered c1990.</p> <p>Listing NGR: TQ2933682532</p>
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## 2 Drummond Street History & Design

### The Development of Drummond Street

- 2.1 Historical research into the origins of Drummond Street has revealed limited information. At the beginning of the nineteenth century, Drummond Street was undeveloped land, probably open grass land used for grazing sheep and cattle. The land was bordered to the north by St James's Burial Ground (currently St James's Gardens), to the east by 'Charlton Street in Somers Town', to the south by 'New Road' (the present Euston Road) and to the west by a reservoir (now Tolmer's Square) and Hampstead Road (**Figure A1**, appendix 1).
- 2.2 Development on this land to the north of the New Road was probably driven by the growth of London northwards and the increased desirability of the site because of easier access to central London via the New Road. Passing business along the New Road probably made construction of a housing and a new Public House in Drummond Street a good business proposition.
- 2.3 New Road was created by Act of Parliament in 1756 following pressure by influential residents in St Marylebone, Paddington and Islington who wished to create a new route from Paddington to Smithfield Market because of congestion on existing roads through the City of Westminster and City of London. Proposals for the new road ran along the northern edge of London on open land. The Act of Parliament made provisions for a toll road to be managed by two trusts and stipulated a minimum road width of forty feet and houses could not be erected within fifty feet of the road. The road was initially built very quickly at a width of sixty feet and bordered by simple fences, hedging or ditches. The road proved to be very popular and raised a toll income of £400 in 1757 increasing to £700 in 1764. Maps from the late eighteenth and early nineteenth century indicate buildings progressively built along New Road and set back from the road. New road is now the Old Marylebone Road, Marylebone Road, Euston Road, Pentonville Road, City Road and Moorgate.
- 2.4 A map at the British Library archives, 'A Plan of the New Intended Road from Paddington to Islington', undated, but probably dating to c.1755 records the land where Drummond Street is now located as owned by the Duke of Grafton and leased to Mrs Prat.
- 2.5 An account in the Survey of London volume 24 Chapter XXVI indicates the land to the south of New Road (now Euston Road) between Southampton Place and Somers Town was a large brickfield shortly before development started in Drummond Street. It is likely that brick manufacture was also taking place on the land which was to become Drummond Street as brickmaking using clay excavated from the site increased profitability of speculative development and also served the dual purpose of creating basements and cellars for houses.

*'In the meantime gradual advances were made on the north side of the New Road (now the Euston Road), from Tottenham Court Road, and, finally, the buildings on the south side reached the line of Gower Street. Somewhat lower, and nearer to Battle Bridge, there was a long grove of stunted trees, which never seemed to thrive; and on the site of the Bedford Nursery a pavilion was erected, in which Her Royal Highness the Duchess of York gave away colours to a volunteer regiment. The interval between Southampton Place and Somers Town*

*was soon one vast brick-field. On the death of Mr. Leroux," continues the writer, "and the large property being submitted to the hammer, numbers of small houses were sold for less than £150, at rents of £20 per annum each. The value of money decreasing at this time, from thirty to forty guineas were demanded as rents for these paltry habitations; hence everybody who could obtain the means became a builder: carpenters, retired publicans, leather workers, haymakers, &c., each contrived to raise his house or houses, and every street was lengthened in its turn'.*

- 2.6 Based on map evidence, it seems likely that Drummond Street was constructed as a series of roads around 1818 with building construction commencing from around 1820. The Crown and Anchor appears to have been built c.1823.
- 2.7 A counterpart lease dated 15 December 1821 for the '4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> houses on the south side of Drummond Street, west of Cobourg Street'<sup>1</sup> records the land ownership by Dowager Lady Southampton 'with' John and Charles Drummond Esquires (presumably head leasees), to 'Miss Caroline Matilda Sandy'. The lease is for 98 years commencing in 1821 for the sum of £8. This indicates the land title passed down from the Dukes of Grafton to the younger son(s) titled Baron Southampton. The date of this land inheritance is unknown. John and Charles Drummond Esquire appear to be related to Lord and Lady Southampton<sup>2</sup>. The Dowager Lady Southampton probably appears on the lease following the death of George Ferdinand FitzRoy 2<sup>nd</sup> Baron Southampton in 1810 and his son Charles FitzRoy 3<sup>rd</sup> Baron Southampton (1804-1872) had not yet come of age.
- 2.8 Extant published research states Drummond Street was originally named Charles Street East in honour of Charles Fitzroy, 1<sup>st</sup> Baron Southampton Duke and renamed Drummond Street in 1865 after Lady Caroline Drummond, grand-daughter of the 2<sup>nd</sup> Duke of Grafton<sup>3</sup>. Evidence from numerous maps contradicts this. George Cary's map of 1822 (**Figure A3**, appendix 1), Edward Mogg's map of 1823, and C J Greenwood's map of 1830 (**Figure A5**, appendix 1) all name the present surviving section of Drummond Street as 'Drummond Street'; the short section to the west of the Crown and Anchor public house to Hampstead Road is named 'Charles Street East'. Crutchley's map of 1827 (**Figure A4**, appendix 1) and Smith's map of 1830 refer to the present Drummond Street as 'Drummond Street West'. Based on evidence in the counterpart lease it seems likely the Drummond Street was created and developed by John and Charles Drummond and named after them.
- 2.9 The earliest known evidence that 137 Drummond Street was a public house is found on the C E Goad insurance map of 1887. The map records the building as a public house and also records its height as three and two stories and construction type as brick. Visual inspection of the property suggests the building was originally created as a public house or possibly a shop, coffee house or similar.
- 2.10 Aerial bombing during World War Two caused significant damage in Drummond Street. Buildings on the north-west, north-east, south-east and south west corner of Drummond Street and Coburg Street were completely destroyed and significant damage to many other buildings requiring repair.
- 2.11 Drummond Street was originally significantly longer and extended westward to Charlton Street, which still remains. Much of the western end of Drummond Street was removed when Euston

<sup>1</sup> A photograph of the lease was kindly provided by a resident in Drummond Street

<sup>2</sup> The relationship between Dowager Southampton and John and Charles Drummond is beyond the scope of this document, however further research may reveal more information about the ownership and development of Drummond Street.

<sup>3</sup> 'Streets of St Pancras, Somer's Town & the Railway Lands'. Camden History Society. 2002. Page 16

Station was rebuilt in 1961; only a small section of the western most end of the original road survives, beyond Euston Station, and is now Doric Way.

Design & Construction

137 Drummond Street

- 2.12 The Crown and Anchor occupies the south-east corner of Drummond Street and North Gower Street and is composed of three storeys plus cellar with a smaller two storey section on Drummond Street. Historic maps suggest the building was built in a single phase in c.1823 to 1827<sup>4</sup>. Visual inspection also suggests the building was constructed as a single element; extant buildings on Drummond Street of the same construction date are two stories in height whilst buildings on North Gower Street are three stories in height.
- 2.13 The building is constructed of brick with timber floors and hipped slate roof behind a low parapet wall. The façade is relatively simple, composed of brick with render finish and moulded stucco window and door architraves. On the North Gower Street elevation, the façade is enriched with segmental window architraves rising above plain rectangular sash windows.
- 2.14 Externally the building is largely unaltered at first and second floor level. At ground level, the left hand part of the Drummond Street façade appears originally with moulded stucco window and door architraves although the stucco is now painted black. The timber shop front is a modern addition or replacement of an earlier shopfront. There is a beer cellar hatch in the pavement on Drummond Street.
- 2.15 The interior of the second floor flat appears to have been completely refitted at some point. The ceilings and walls are plain flat plaster with no corning and only a simple floor skirting. The sash windows also appear to be modern replacements with single float glass glazing, but executed to a high standard using traditional joinery practice. The quality of these windows suggests they may replicate the original window design.
- 2.16 A brief chronology is included of the development of Drummond Street. Significant local and national social history is included for context.

1756	In 1756 an act of parliament was created for the construction of 'New Road' a toll road running from Paddington to Islington providing a toll road and droving road to Smithfield Market. New road is now the Old Marylebone Road, Marylebone Road, Euston Road, Pentonville Road, City Road and Moorgate
1811	King George III declared insane and parliament approved the 'Care of King During his Illness, etc. Act 1811'. On 5 February 1811, George IV, Prince of Wales was appointed HRH The Prince Regent
1820	29 January 1820 King George III died and his son, HRH Prince Regent, George Augustus Frederick Hanover anointed <b>King George IV</b>
c.1813 to 1820	Drummond Street is laid out together with Euston Square
c.1820	Construction of houses and buildings in Drummond Street probably begins. By 1827 buildings along the southern side and most of the northern side of Drummond Street are shown on maps

1829	First horse omnibus service is created by George Shillbeer travelling along 'New Road', now Euston Road
1830	26 June 1830 King George IV dies and his brother, William Henry Hanover becomes <b>King William IV</b> until his death on 20 June 1837
1834-37	Construction of the London & Birmingham Railway from Camden Town to Euston and rail cutting is created
1837	20 June 1837 King William IV dies and Alexandrina Victoria Hanover, daughter of Prince Edward, Duke of Kent and Strathearn, the fourth son of King George III, becomes <b>Queen Victoria</b>
1837	The Euston to Boxmoor section of railway opened on 20 July 1837, and the 32 mile (52 km) line from Euston to Tring (and another section south from Birmingham) was opened in October 1837.
1838	The railway through line from London to Birmingham opened for public service on 17 September 1838.
1840	10 February 1840 Queen Victoria and Prince Albert of Saxe-Coburg and Gotha (Francis Albert Augustus Charles Emmanuel) are married.
1846	London & Birmingham Railway amalgamated with other rail companies to become London & North Western Railway (LNWR)

References

- 'Streets of Camden Town'. Camden History Society 2003
- 'Survey of London, Volume 24'. London County Council. 1949. ULAN Press reprint.

<sup>4</sup> Dated from Pigot map 1820, G Cary map 1822, E Mogg map 1823, Crutchley map 1827, C J Greenwood map 1830 (refer to appendix 1)

### 3 Statement of Significance: The Crown & Anchor Public House

#### Purpose of the Statement of Significance

- 3.1 In conservation, 'significance' encompasses a broad range of considerations about what may constitute the special value or 'interest' of a building or place; these are referred to as the 'heritage asset'. Commonly, a mix of factors may contribute to this special value, such as a building's architectural quality and association with important people or cultural events. Sometimes, these factors may not be immediately apparent, such as the use of pioneering construction technology, fine craftsmanship, or the special social or economic role a building or place has within a community.
- 3.2 A statement of significance provides a concise account of the reasons why heritage assets are valued and why they should be protected and preserved. The statement can provide a more thorough appraisal than a listing description alone. They can help clarify which items or elements have little or no value, or which actively detract from significance, to allow for exploration of opportunities for enhancement or change.
- 3.3 Within this document, significance is determined as follows in accordance with heritage values identified by Historic England in *Conservation Principles* (2008):
- **Evidential value:** the potential of a place to yield evidence about the past
  - **Historic value:** the ways in which past people, events and aspects of life can be connected through a place to the present – usually illustrative or associative
  - **Aesthetic value:** the ways in which people draw sensory and intellectual stimulation from a place
  - **Communal value:** the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory
- 3.4 The following is a guide to comparative levels of significance:
- **Exceptionally significant:** Nationally and/or internationally significant aesthetic, cultural, evidential or communal significance; exceptional, unique, and intact features of highest quality; nationally and/or internationally important associations with people or events; the setting of the heritage asset is an intrinsic part of the overall significance and is largely intact and or well preserved; unquestionable group value
  - **Highly significant:** important historic or architectural features; high quality of workmanship; potential for nationally important archaeology; largely intact and/or rare examples of a building type or technique; the setting of the heritage asset makes an important contribution to the significance, values, and legibility of the heritage asset – change and alteration to the setting may be present, but evidential, historic, aesthetic and/or communal values remain; important group value.
  - **Significant:** formal or aesthetic significance, architectural character or notable features, including areas with potential for significant enhancement; setting contributes to the heritage

asset's legibility, form and/or scale, but includes extant alterations which have altered or diminished the special interest; some positive group value

- **Low significance:** little or no architectural or heritage significance or area of lost significance; the setting of the heritage has been extensively altered to the point where it has low value and significance to the heritage asset.
- **Not significant:** of no heritage interest
- **Detrimental:** features or areas that detract from a building's special significance



**Figure 1:** The external elevations (principal façade) of The Crown & Anchor. The elevation to the right faces onto North Gower Street. The left hand elevation faces onto Drummond Street.

#### Architectural and Historic Significance

- 3.5 The Crown & Anchor public house is an original building from one of the earliest phases of building construction when Drummond Street, North Gower Street and surrounding streets were laid out from c.1818. The building is simple and functional in design and construction and probably reflects the speculative nature of the original construction and the relatively difficult economic climate in Britain during the 1820s when the country was recovering from the expenditure incurred by the Anglo-French Napoleonic wars.
- 3.6 The Crown and Anchor is an interesting architectural transition between the two storey buildings in Drummond Street and the three storey buildings in North Gower Street. It appears that construction of the public house was carried out either as part of adjacent construction work in the two streets or was coordinated with the developers of adjacent sites. The original buildings along Drummond Street were uniform in size and appearance with small scale variation in door and window design. Modern alterations to many of these buildings, including construction of



- modern replacement buildings has diminished the uniformity and scale. It is likely the original buildings were constructed in groups or blocks, probably from street to street, possibly by the freeholder, Dowager Lady Southampton, or most likely by John and Charles Drummond who appear to be the head leasees. It is likely that the building heights were controlled by the freeholder.
- 3.7 The building visually appears to be in good condition, however there are signs of roof leaks in the second floor flat and scaffold was being erected to roof level during the window site surveys for this commission.
- 3.8 The Crown and Anchor has **SIGNIFICANT** architectural, historic and aesthetic value as part of the original development of Drummond Street and North Gower Street.
- 3.9 The street scape and setting of Drummond Street has been substantially altered by later replacement buildings and external alterations to existing buildings which have had an adverse effect on the scale and character of the original street. The Crown and Anchor is a positive contribution to the street scape. Further adverse alteration and development within the setting of 137 Drummond Street could harm the significance of the heritage asset

Schedule of Significant Elements: 137 Drummond Street

- 3.10 The following schedules provide guidance on the heritage significance of the grade II listed 137 Drummond Street as a whole element and its setting and specifically, the ground floor flat. This forms the basis for the assessment of impact that follows in section 4 *Design Statement and Statement of Justification*. The schedule assesses those elements of the listed building that have Evidential, Historic, Aesthetic & Communal value and could be affected by the proposed works.

- 3.11 Since the scope and extent of the proposed work is limited, the schedule of significance has also been limited to building elements, which directly or indirectly might be considered to be impacted by the proposals.
- 3.12 The following broad grading of significance is used:
- Exceptionally significant:** Nationally and/or internationally significant aesthetic, cultural, evidential or communal significance; exceptional, unique, and intact features of highest quality; nationally and/or internationally important associations with people or events; the setting of the heritage asset is an intrinsic part of the overall significance and is largely intact and or well preserved; unquestionable group value
- Highly significant:** important historic or architectural features; high quality of workmanship; potential for nationally important archaeology; largely intact and/or rare examples of a building type or technique; the setting of the heritage asset makes an important contribution to the significance, values, and legibility of the heritage asset – change and alteration to the setting may be present, but evidential, historic, aesthetic and/or communal values remain; important group value.
- Significant:** formal or aesthetic significance, architectural character or notable features, including areas with potential for significant enhancement; setting contributes to the heritage asset’s legibility, form and/or scale, but includes extant alterations which have altered or diminished the special interest; some positive group value
- Low significance:** little or no architectural or heritage significance or area of lost significance; the setting of the heritage has been extensively altered to the point where it has low value and significance to the heritage asset.
- Not significant:** of no heritage interest
- Detrimental:** features or areas that detract from a building’s special significance

Item No.	Element	Location	Date	Heritage Values	Significance	Description and Assessment of Significance
1	The setting of the heritage asset	Drummond Street and North Gower Street	c.1823	Evidential, Historic, Aesthetic & Communal value	<b>Low significance</b>	<p>The setting of the Crown &amp; Anchor with associated streetscapes in Drummond Street and North Gower Street has been extensively altered by modifications to existing building heights with altered roof heights and styles, altered non-listed building facades and replacement of entire buildings with modern buildings of a completely different style and in some cases scale. It is unfortunate that modern development in the streets has resulted in a loss of original uniformity in building appearance and scale.</p> <p>There are only a few listed buildings in Drummond Street and North Gower Street. Listed buildings are limited to 116, 131 and 137 Drummond Street. Significance in the context of ‘the setting’ is derived by the external design and appearance of 137 Drummond Street, the road layout and by the general scale and height of buildings in Drummond Street and North Gower Street. Alterations to these elements is likely to further diminish the significance of the setting.</p> <p>Installation of external secondary glazing, even on a temporary basis for approximately 10 years would diminish the architectural appearance and provide a stark contrast to historic fenestration and glazing. Secondary glazing would give the impression of modern windows being installed and would harm the emotional experience for residents, the local community, and visitors.</p>
2	Building façade	Street facing elevations	c.1823	Evidential, Historic & Aesthetic values	<b>Significant</b>	<p>The principal façade of the Crown and Anchor facing onto Drummond Street and North Gower Street is a nice example of a small, relatively plain building, probably originally constructed for commercial purposes</p>

Item No.	Element	Location	Date	Heritage Values	Significance	Description and Assessment of Significance
						<p>either as a public house, coffee shop or shop, probably as a speculative development during the later Georgian period.</p> <p>The building façade is composed of three storeys with a small two storey section on Drummond Street. The height and format are original. The façade is relatively simple, composed of brick with render finish and moulded stucco window and door architraves. On the North Gower Street elevation, the façade is enriched with segmental window architraves rising above plain rectangular sash windows.</p> <p>Externally the building is largely unaltered at first and second floor level. At ground level, the left hand part of the Drummond Street façade appears originally with moulded stucco window and door architraves, although the stucco is now painted black. The timber shop front is a modern addition or replacement of an earlier shopfront. There is a beer cellar hatch in the pavement on Drummond Street</p>
3	External windows and doors	Street facing elevations	c.1823	Evidential, Historic & Aesthetic values	<b>Significant</b>	<p><b>Second Floor Flat</b></p> <p>The box sash windows have all been replaced with new timber sash windows which have been executed to a high standard. The windows, unusually included moulded staff beads which is assumed to replicate the original windows which have been replaced. Internally the sash windows have moulded glazing beads, cill board and architrave. The windows are single glazed in modern float glass. The condition and minimal paint covering indicates the windows are between 10 and 40 years old. Although, not original, the windows are of historic interest as they maintain the original architectural form and presentation of a late Georgian building, however they might not be facsimiles of the original windows.</p> <p>The windows are therefore considered to be significant because of their contribution to the extant original building. Their intrinsic value (i.e., their physical value in heritage terms) is considered to be 'low significance'.</p>
4	Room interiors (space, proportions, size and scale) and Internal finishes	Internal elevations	c.1843	Evidential value	<b>Low significance</b>	<p>The interior of the second floor flat appears to have been completely refitted at some point. The ceilings and walls are plain flat plaster with no cornicing and only a simple floor skirting.</p> <p>Significance is therefore simply limited to the plan form, size and shape of the rooms and is therefore considered as having 'low significance'</p>

## 4 Design Statement & Statement of Justification

- 4.1 The following section is a description of the proposed works with analysis of the impact of the proposals on the significance of the heritage asset (Impact Assessment) and justification for why the proposals should be granted listed building consent

### Noise Mitigation during Construction of HS2

- 4.2 In constructing the scheme, HS2 will take all reasonable steps to ensure that noise does not cause an adverse effect. However, there may be instances where construction noise may cause a material change in behaviour and/or attitude, e.g. avoiding certain activities during periods of intrusion; where there is no alternative ventilation, having to keep windows closed most of the time because of the noise. Potential for sleep disturbance resulting in difficulty in getting to sleep, premature awakening and difficulty in getting back to sleep. Where this occurs, noise insulation (or temporary re-housing) will be offered with the aim that noise from the construction of the Scheme does not give rise to significant adverse effects on health and quality of life. The threshold noise levels above which noise insulation would be offered to dwellings and other buildings lawfully used for residential purposes are defined within the HS2 Information Paper 'E23: Control of Construction Noise and Vibration'. This is a publicly accessible document available at <https://www.gov.uk/government/publications/hs2-information-papers-environment>
- 4.3 Initially eligibility for the scheme depends on the predicted noise level following the assessment undertaken as part of the environmental assessment. If those noise predictions indicated that a property is eligible, the offer of noise insulation or grant for noise insulation is being made and, if accepted and all necessary approvals obtained, the insulation will be installed before the start of works predicted to exceed the noise insulation criteria.

### Installation of Temporary Internal Secondary Glazing

- 4.4 Refer to design drawings:

Existing Arrangements	Proposed Details
<ul style="list-style-type: none"><li>WPI P002 NI-137DS-EX-SF-J-01</li><li>WPI P002 NI-137DS-EX-SF-J-02</li><li>WPI P002 NI-137DS-EX-SF-J-03</li><li>WPI P002 NI-137DS-EX-SF-J-04</li><li>WPI P002 NI-137DS-EX-SF-J-05</li><li>WPI P002 NI-137DS-EX-SF-J-06</li><li>WPI P002 NI-137DS-EX-SF-J-07</li><li>WPI P002 NI-137DS-EX-SF-J-08</li><li>WPI P002 NI-137DS-EX-SF-J-09</li><li>WPI P002 NI-137DS-EX-SF-J-10</li><li>WPI P002 NI-137DS-EX-SF-J-11</li></ul>	<ul style="list-style-type: none"><li>WPI P002 NI-137DS-PR-SF-J-01</li><li>WPI P002 NI-137DS-PR-SF-J-02</li><li>WPI P002 NI-137DS-PR-SF-J-03</li><li>WPI P002 NI-137DS-PR-SF-J-04</li><li>WPI P002 NI-137DS-PR-SF-J-05</li><li>WPI P002 NI-137DS-PR-SF-J-06</li><li>WPI P002 NI-137DS-PR-SF-J-07</li><li>WPI P002 NI-137DS-PR-SF-J-08</li><li>WPI P002 NI-137DS-PR-SF-J-09</li><li>WPI P002 NI-137DS-PR-SF-J-10</li><li>WPI P002 NI-137DS-PR-SF-J-11</li></ul>

<ul style="list-style-type: none"><li>WPI P002 NI-137DS-EX-SF-J-12</li><li>WPI P002 NI-137DS-EX-SF-J-13</li><li>WPI P002 NI-137DS-EX-SF-J-14</li><li>WPI P002 NI-137DS-EX-SF-J-15</li><li>WPI P002 NI-137DS-EX-SF-J-16</li><li>WPI P002 NI-137DS-EX-SF-J-17</li><li>WPI P002 NI-137DS-EX-SF-J-18</li><li>WPI P002 NI-137DS-EX-SF-J-19</li><li>WPI P002 NI-137DS-EX-SF-J-20</li></ul>	<ul style="list-style-type: none"><li>WPI P002 NI-137DS-PR-SF-J-12</li><li>WPI P002 NI-137DS-PR-SF-J-13</li><li>WPI P002 NI-137DS-PR-SF-J-14</li><li>WPI P002 NI-137DS-PR-SF-J-15</li><li>WPI P002 NI-137DS-PR-SF-J-16</li><li>WPI P002 NI-137DS-PR-SF-J-17</li><li>WPI P002 NI-137DS-PR-SF-J-18</li><li>WPI P002 NI-137DS-PR-SF-J-19</li><li>WPI P002 NI-137DS-PR-SF-J-20</li></ul>
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### Schedule of Proposed Works

- 4.5 Temporary internal secondary glazing will be installed at the following locations:
- a) **Street facing elevations – Five windows at second floor level.** Internal secondary glazing will be installed into windows serving the second floor flat. The secondary glazing will be fixed to a timber sub-frame which is screw fixed to the plaster window reveals. The existing sash windows are modern replacements executed to a high standard using traditional joinery practice. The room has been replastered.

*Refer to following elevation for secondary glazing window locations*

- 2016-005-137DS-EX-EL-01



**Figure 2:** A view of the street facing elevations of the Crown and Anchor public house. Windows where internal secondary glazing will be installed are annotated in **RED**.

### Design Proposal

*Photographs illustrating the existing windows are included at the end of this section.*

- 4.6 The proposed design for internal secondary glazing has been prepared by a specialist secondary glazing contractor in consultation with a historic buildings professional and HS2. The design is intended to meet the functional requirements of reducing noise within the residential home whilst minimising the impact on the significance of the heritage asset and minimising inconvenience to the resident. The design proposal has been agreed with the resident. The secondary glazing design includes the following aspects:
- 4.7 **Temporary installation.** Listed building consent is sought for the temporary installation of noise reducing internal secondary glazing. Secondary glazing will be removed on completion of the HS2 construction works.
- 4.8 **Noise mitigation.** Secondary glazing is a temporary installation to mitigate increased noise levels created by construction of the HS2 railway.

<sup>5</sup> **Equivalent area** is defined in the Building Regulations 2010, Approved Document F 2013 as ‘is a measure of aerodynamic performance of a ventilator. It is the area of a sharp-edged circular orifice which air would pass through at the same volume flow rate, under an identical applied pressure difference, as the opening under

- 4.9 **Window design and materials:** The secondary glazing windows will be manufactured from aluminium with a polyester powder coating or similar and be installed onto a new timber sub-frame which is fixed to the plastered window reveals. The windows will be glazed with 8.8mm laminated glass for acoustic attenuation.
- 4.10 **Minimising External Visual Impact:** Secondary glazing will be installed internally. The position of the secondary glazing frame will align with the original window frame and sash positions to minimise visual impact when viewed externally; in some instances, the secondary glazing frame sits behind the original glazing lines.
- The secondary glazing must be set back internally from the original window position (by between 100 and 150mm) to achieve the desired acoustic performance and minimise noise levels from the HS2 works. When viewed externally, the secondary glazing might be seen by a discerning person when viewed obliquely. Some reflection on the secondary glazing may also be evident from the original windows. The external visual impact on the significance of the heritage asset will be very low and is an accepted consequence of installing secondary glazing into historic buildings. This visual impact will be removed when the secondary glazing is removed at the completion of the HS2 construction works.
- 4.11 **Fixing secondary glazing to the plaster window reveals:** The secondary glazing timber sub-frame will be screw fixed to the existing plain plaster reveals using fixing screws and plug fixings. The secondary glazing will then be screw fixed to the sub-frame.
- 4.12 **Colour scheme.** The secondary glazing and new timber sub-frames will be finished in white on all visible faces.
- 4.13 **Background Ventilation.** A ‘slot ventilator’ will be installed into the new timber sub-frame of each secondary glazing unit to provide background ventilation. The slot ventilator will be acoustically baffled and will provide 5000mm<sup>2</sup> of equivalent area<sup>5</sup>. This exceeds the requirement of the Building Regulations 2010, Part F1 and the recommendations of Approved Document F 2013, Section 3 ‘Historic and Traditional Buildings’ clause 3.11. to 3.16 and Section 7 ‘Work on existing buildings’ clause 7.6 because the total amount of background ventilation is for the habitable room. This additional background ventilation has been provided in response to comments from the Camden Cutting Resident Group raising concern about solar heat build-up between the primary and secondary glazing causing heat distortion to original, historically significant windows.
- 4.14 For ease of reference, clause 3.11 to 3.16 and 7.6 of the Building Regulations requirement for background ventilation states:

#### Historic and Traditional Buildings

**3.11** As mentioned in the above paragraph 3.3a, buildings included in the schedule of monuments maintained under section 1 of the Ancient Monuments and Archaeological Areas Act 1979 are exempt from compliance with the requirements of the Building Regulations. There are other classes of buildings where special consideration may apply in deciding what is adequate provision for ventilation:

- a. Listed buildings
- b. Building in conservation areas;

*consideration*’. This means of measuring the area of a background ventilation opening is used by manufactures’ in their product data.



- c. Buildings which are of architectural and historic interest and which are referred to as a material consideration in a local authority's development plan or local development framework;
  - d. Buildings which are of architectural and historic interest within national parks, areas of outstanding natural beauty, registered historic parks and gardens, registered battlefields, the curtilages of scheduled ancient monuments, and world heritage sites; and
  - e. Buildings of traditional construction with permeable fabric that both absorbs and readily allows the evaporation of moisture
- 3.12** When undertaking work on or in connection with a building that falls within one of the classes listed above, the aim should be to provide adequate ventilation as far as is reasonable and practically possible. The work should not prejudice the character of the host building or increase the risk of long-term deterioration of the building fabric or fittings.
- 3.13** The guidance given by English Heritage<sup>6</sup> and in BS 7913 Principles of the conservation of historic buildings should be taken into account in determining appropriate ventilation strategies for building work in historic buildings.
- 3.14** In general, new extensions to historic or traditional buildings should comply with the standards of ventilation as set out in this Approved Document. The only exception would be where there is a particular need to match the external appearance of character of the extension to that of the host building.
- 3.15** Particular issues relating to work in historic buildings that warrant sympathetic treatment and where advice from others could therefore be beneficial include:
- a). restoring the historic character of a building that has been subject to previous inappropriate alteration, e.g. Replacement windows, doors and rooflights;
  - b). rebuilding a former historic building (e.g. following a fire or filling a gap site in a terrace);
  - c). making provision for the fabric of historic buildings to 'breathe' to control moisture and potential long-term decay problems.
- 3.16** In determining what is adequate ventilation in the circumstances, it is important that the **BCB**<sup>7</sup> takes into account the advice of the local authority's conservation officer. The views of the local conservation officer are particularly important where building work requires planning permission and/or listed building consent

7.6 In all cases where trickle ventilators (or an equivalent means of ventilation) are to be fitted, the new **ventilation opening** should not be smaller than originally provided, and it should be controllable. Where there was **no ventilation opening**, or where the size of the original **ventilation opening** is not known, the following minimum sizes should be adopted. Dwellings:

- **habitable rooms** – 5000mm<sup>2</sup> **equivalent area**
- kitchen, **utility room** and bathroom (with or without WC) – 2500mm<sup>2</sup> **equivalent area**

- 4.15 The original windows have some remedial draft excluders installed, but they are not air tight. In accordance with established research and the Building Regulations, the existing windows do provide existing background ventilation into the room.
- 4.16 The original joinery windows remain operable whilst the secondary glazing is installed and can be opened when the resident wishes to do so.

- 4.17 **Minimising heat distortion.** Slot ventilators are proposed to all secondary glazing units to create ventilation in the void between the original timber sash windows and the secondary glazing to minimise heat build-up between the two units. Both slot ventilators will vent to the room. This will minimise risk of distortion in the original joinery caused by excessive heat build-up.
- 4.18 **Removing the secondary glazing, making good and redecorating.** On completion of the HS2 construction works the secondary glazing will be removed from the property and recycled. Fixings will be carefully removed to prevent damage to existing building fabric and joinery.
1. Fixing holes in the existing timber joinery will be filled with a good quality wood filler and finished flush with the surrounding joinery surface. The internal face of the existing window joinery will then be redecorated to match the existing colour.
  2. Fixing holes in existing plaster window reveals will be filled with a good quality plaster filler and finished flush with the surrounding surface. The internal face of the existing window joinery and plaster reveals will then be redecorated to match the existing colour.

### Justification

- 4.19 Installation of temporary internal secondary glazing is required to reduce the impact of the HS2 construction works on the health and quality of life of building residents. This is an undertaking by HS2 to the residents of eligible properties in accordance with the HS2 Phase One Information Paper E23: Control of Construction Noise and Vibration. This is derived from undertakings and assurances by HS2 to Parliament as part of the High Speed Two railway scheme. This approach conforms to and meets the requirements of National Planning Policy Framework (NPPF) policy 123.
- 4.20 The design meets the functional requirements of reducing noise within the residential home whilst minimising the impact on the significance of the heritage asset and minimising inconvenience to the resident.
- 4.21 During the design feasibility stage whilst investigating the viability of secondary glazing 137 Drummond Street, various design options have been considered. The proposed solution has the least impact or harm on the significance, whilst seeking to balance the needs and requirements of the resident.

### Alternative Design Options

- 4.22 In arriving at the proposed solution for temporary internal secondary glazing, the following design options were considered and discounted for the reasons stated below: -
- a) **External secondary glazing.** This alternative solution was considered for all windows at second floor levels. Secondary glazing would be installed externally within the window reveal depth set back approximately 25mm from the external corner and approximately 100mm from the existing sash window. Glazing would be secured by installing fixings into the stucco and masonry window reveals.

<sup>6</sup> On 1 April 2015 'English Heritage' changed their name to 'Historic England'. The official name of Historic England is the Historic Buildings and Monuments Commission for England.

<sup>7</sup> Building Control Body



*Advantages (benefits):*

- i. The secondary glazing would not alter the internal appearance

*Disadvantages (harm):*

- ii. Design requirements for external 'secondary glazing' mean the glazing has to be designed as a window, i.e., capable of sustaining window loads and be weather resistant. This means the window frame is: (1) larger in size than a comparable internal secondary glazing unit, (2) includes weather seals to create a weather tight unit and, (3) has larger fixings to support the frame weight and window load. In practice, this means proprietary polyester powder coated aluminium window systems are used (not secondary glazing systems), which include energy efficient double glazing. This adds further weight and increases the frame size.
- iii. External secondary glazing would be visually apparent on the outside of the building. The frame is mounted in the window reveal and reduces the window reveal depth and creates the appearance and perception of a modern replacement window. This has a significant adverse impact on the external appearance and significance of the heritage asset and on the setting of the heritage asset and adjacent listed buildings.
- iv. There would be a greater physical impact. Larger fixings are placed into the masonry reveals, head and cill to support the frame size and wind load (approximately 10 x 16-18mm diameter fixings with expanding anchors). Even with well executed repair, experience demonstrates that 'repair shadows' can be visually evident. This is caused by the build-up of historic paint layers on original stucco compared with thin paint layers on repairs and subtle changes in surface texture.
- v. Access scaffolding would be required to install the windows at ground (because of the basement), first and second floor levels. At first floor level the window installer would need to work above the existing balustrade level and it is not practically feasible to install the window and provide safe and secure access using a harness system.
- vi. External secondary glazing on listed buildings has no known planning precedent and has a higher impact on the special interest of the listed building in comparison to an internal solution.
- vii. National and local planning guidance requires harm to be minimised. External secondary glazing increases harm whilst technically viable solutions are available internally and will cause less harm.
- viii. External secondary glazing doesn't conform to established technical guidance, specifically; Historic England, Georgian Group, and Victorian Society guidance.
- ix. External secondary glazing does not comply with London Borough of Camden's 'Design – CPG1' guidance.
- x. The original external window reveal depth would be lost with installation of the secondary glazing units. The units would visually appear much bulkier and would be similar in appearance to modern uPVC or powder coat aluminium windows.

*Impact on significance:*

- i. External secondary glazing would have a significant adverse impact on the building's architectural, historic and aesthetic significance because it would create the appearance of modern uPVC or powder coated aluminium glazing and would reduce the visual depth of the façade by significantly reducing the window reveal depth. This has a recognised detrimental impact on the significance of heritage assets. Refer to 'Energy Efficiency and Historic Buildings; Secondary Glazing for Windows'. Historic England 2016, 'Traditional Windows'. Historic England 2017, 'Design – CPG1' London Borough of Camden and 'Regent's Park Conservation Area Appraisal and Management Strategy', London Borough of Camden, *et al.*
- ii. External secondary glazing would have a significant adverse impact on the external appearance of the heritage asset and would cause greater harm than internal solutions. Installing external secondary glazing at second floor level would have a significant impact on the uniform visual appearance of this building.
- iii. The harm caused to the significance is not outweighed by the public benefit as set out in the National Planning Policy Framework (NPPF) and Historic England guidance:

*'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 in support of its long term conservation*

*Paragraph: 020 Reference ID: 18a-020-20140306*

*Revision date: 06 03 2014' – Government Guidance on the NPPF*

*'All grades of harm, including total destruction, minor physical harm and harm through change to the setting, can be justified on the grounds of public benefits that outweigh that harm taking account of the 'great weight' to be given to conservation and provided the justification is clear and convincing (NPPF policies 133 and 134).'*

*Public benefits in this sense will most likely be the fulfilment of one or more of the objectives of sustainable development as set out in the NPPF, provided the benefits will enure for the wider community and not just for private individuals or corporations.*

*It is very important to consider if conflict between the provision of such public benefits and heritage conservation is necessary' – Historic England English guidance on 'Justifying harm'*

- iv. Construction of the HS2 railway is an established public benefit which provides justification for the installation of noise mitigation measures to allow continued residential use of the heritage asset (optimal viable use in accordance with NPPF para 134). However; NPPF paragraph 129 also requires proposals to avoid or minimise conflict (harm). Internal secondary glazing solutions create less harm than external solutions. Internal solutions cause less physical harm because smaller fixings are used, and they also avoid additional fixings associated with access scaffolds. Internal solutions also avoid harm to the setting of the heritage asset which is caused by external solutions.
- v. Local planning policy<sup>8</sup> *'expects that development not only conserves, but also takes opportunities to enhance, or better reveal the significance of heritage assets and their settings'*.
- vi. In summary, external solutions could not be justified when there are viable internal solutions which generate less harm and ensure optimal viable use of the heritage asset.

### Impact Assessment

- 4.23 The following section provides a summary of the impact of the proposal on the significance of the heritage asset for the proposed works.
- 4.24 This section also provides a statement of the national and local planning policies which the proposal has complied with.
- 4.25 The following categories of impact (harm) are used:
- **HIGH** – Work that is expected to have a significant detrimental impact on the heritage fabric and the setting of the heritage asset, e.g. important historic or architectural features will be permanently removed and/or work will alter the character of primary architectural or historic elements and work to the building exterior which significantly alters the experience of the setting
  - **MEDIUM** – Work that will have some impact on architectural or historic details e.g. surviving decorative details may be disturbed in areas that through previous alterations have already suffered partial loss, or new work will conceal original features and reduce legibility but is potentially reversible. Work may also cause harm to the setting of the heritage asset possibly in a smaller localised way
  - **LOW** – Work in areas where, because of earlier alterations, there is little remaining fabric of historic or architectural significance or the work will be managed with minimal disruption to the existing building. Work may include small scale localised change that does not impact on the setting of the heritage asset
  - **NEGLIGIBLE** – Work to the heritage asset that has very slight change to the significance and has no impact on the setting of the heritage asset.
  - **NO CHANGE** – the proposals have no impact on the significance or setting of the heritage asset

- **ENHANCEMENT** – Work that is expected to result in significant overall enhancement to the heritage asset and/or setting of the heritage asset.

### Impact of the Proposed Design

- 4.26 Installation of temporary internal secondary glazing at second floor level in the Crown and Anchor public house has a **NEGLIGIBLE** impact on the special interest and character of the grade II listed heritage asset. There is no impact on the setting of the heritage asset for the following reasons: -
- 1) The visual impact is significantly reduced to the point of almost being unnoticeable from outside the building.
  - 2) Installation of temporary secondary glazing allows continued use of the second floor flat at the Crown and Anchor whilst noise levels are likely to increase during construction of the HS2 railway. Installation of secondary glazing takes all reasonable steps to reduce noise levels and potential harm to the health and well-being of the resident.
  - 3) The proposal is a temporary installation and is readily reversible with very low physical impact on historically significant building fabric.
  - 4) The setting of the heritage asset is not altered by the proposal.
  - 5) Installation of internal secondary glazing follows established practice and guidance contained in *'Energy Efficiency and Historic Buildings; Secondary Glazing for Windows'*. Historic England 2016, *'Traditional Windows'*. Historic England 2017, *'Design – CPG1'* London Borough of Camden and *'Regent's Park Conservation Area Appraisal and Management Strategy'*, London Borough of Camden, *et al.*
- 4.27 The proposal is compliant with:
- I. National Planning Policy Framework policies, 123, 128, 132, and 134
  - II. Camden Local Plan, adopted 2017, policies C1 *'Health and well being'*, D1 *'Design'* and D2 *'Heritage'*.

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<sup>8</sup> Paragraph 7.41, London Borough of Camden Local Plan adopted in July 2017

Second Floor Flat – Lounge Windows



**Figure 3.** Internal view of two out of three of the lounge windows. The left hand one faces North Gower Street, the right one onto Drummond Street. The room has been completely replastered; the windows are modern replaces presumably replicating the originals



**Figure 4.** The third window in the lounge facing onto North Gower Street





**Figure 5.** Detail of the existing window cill board in the lounge. The secondary glazing will sit onto this existing cill board



**Figure 6.** Detail of the existing timber window lining. The secondary glazing will fit into the window reveal and screw fix to these window linings



**Figure 7.** Detail of the existing lower sash, the glazing bars and single glazed 'float glass' in the lounge illustrating the sharp profiles and minimal paint. The windows are high quality modern replacements, presumably replicating the original window design



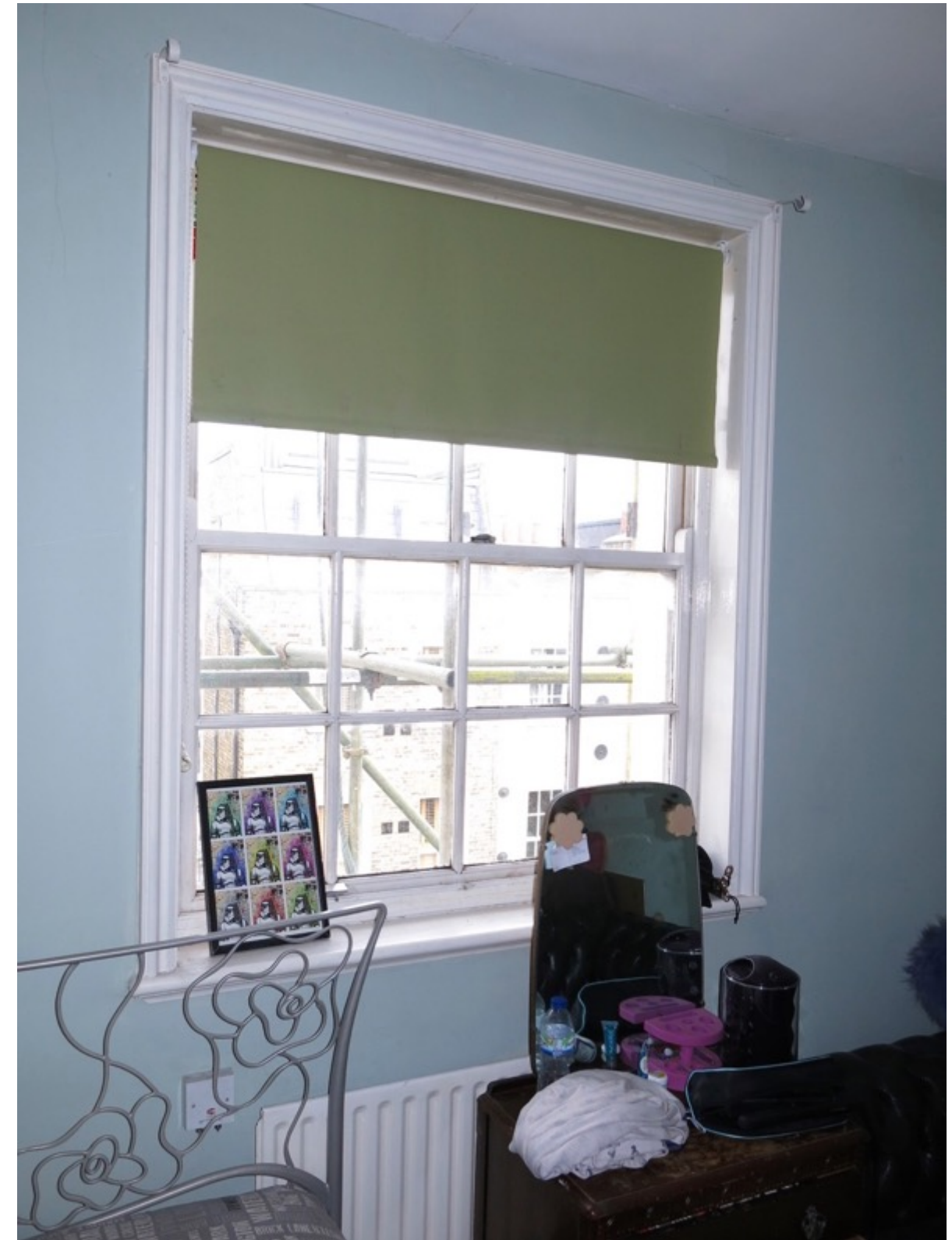
**Figure 8.** Detail of the existing upper sash, and window head in the lounge. The secondary glazing will sit within the existing window reveal depth



**Second Floor Flat - Bedroom Windows**



**Figure 9.** Existing sash window in the first bedroom facing onto Drummond Street



**Figure 10.** Existing sash window in the second bedroom facing onto Drummond Street



**Figure 11.** Detail of the window reveal to the bedroom windows. The existing window design and secondary glazing proposal is the same as the lounge



**Figure 12.** The window architrave and reveal



# Appendix 1: Historic Maps



**Figure A1:** Part of Darton's Map of London dated 1813 showing limited development to the north of the 'New Road between Hampstead Road and Somers Town'. Drummond Street is not yet shown. Copyright Mapco



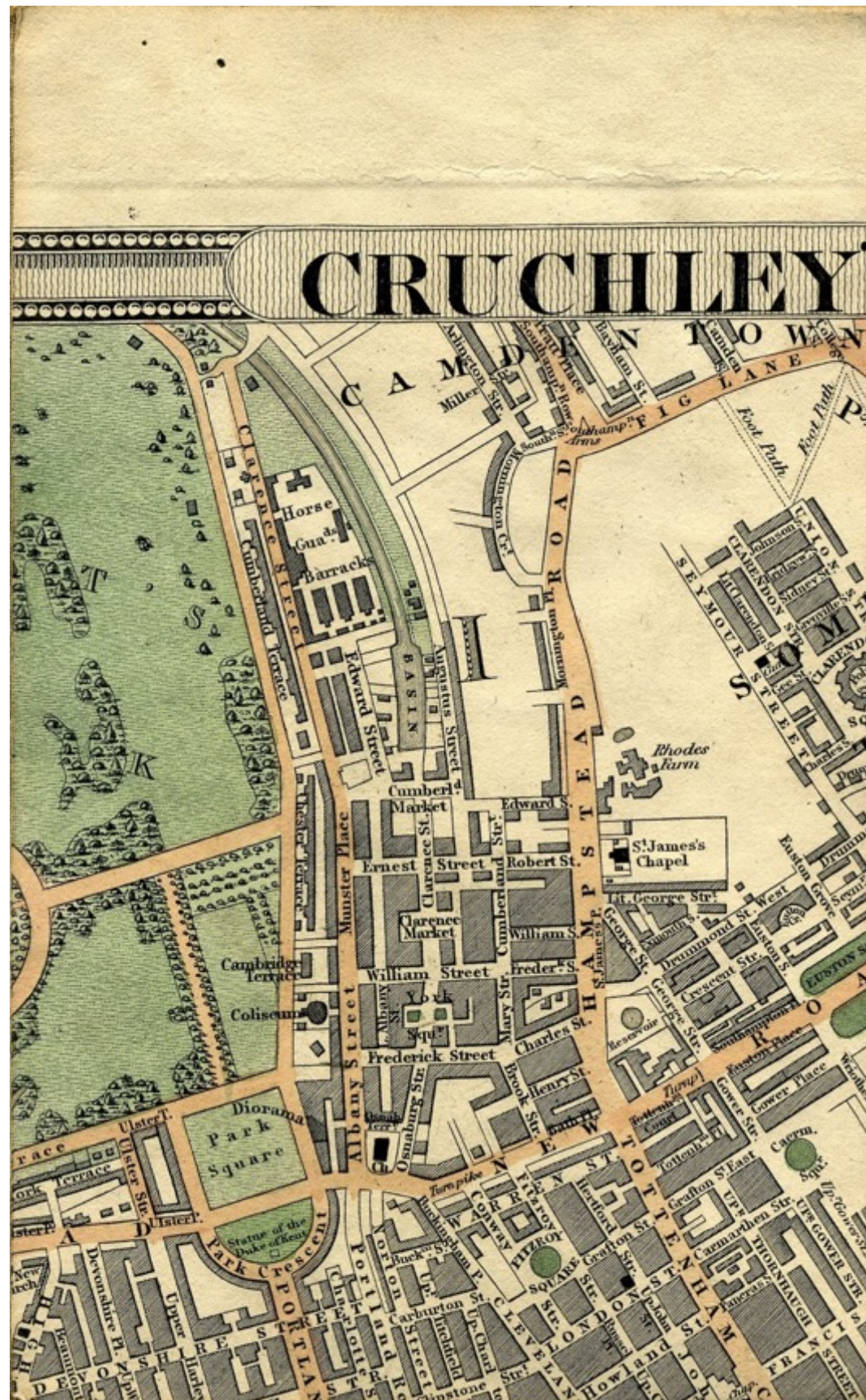


**Figure A2:** Part of Pigot's Map of London dated 1820 showing Drummond Street and surrounding streets laid out but unnamed. Some buildings are evident on some of these roads. Copyright Mapco







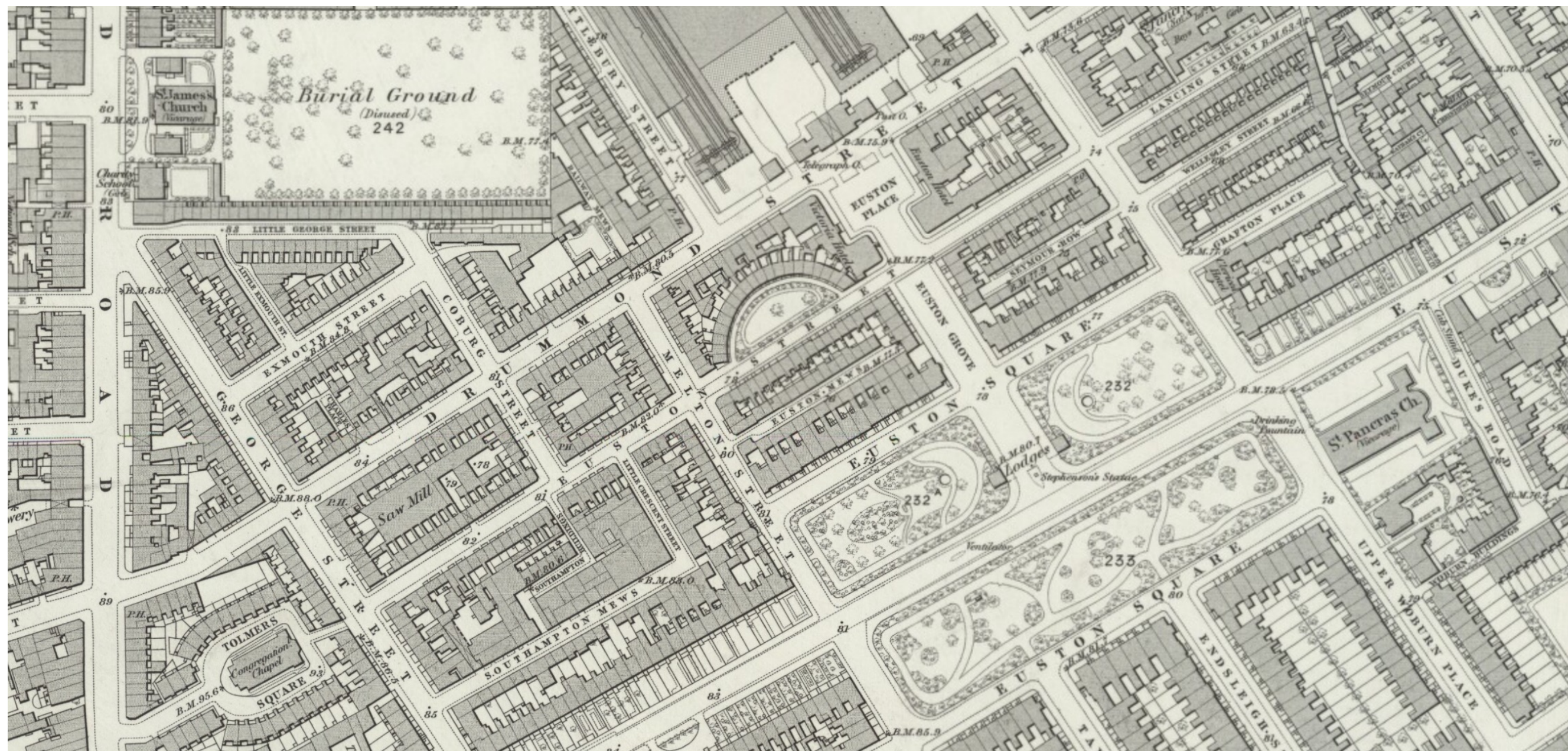


**Figure A4:** Crutchley's Map of 1827 with Drummond Street and George Street (North Gower Street) shown with a building at the location of the extant Crown & Anchor Public House Copyright British Library.



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**Figure A6** Ordnance Survey Six-inch England & Wales – London XXV – surveyed 1870. The map shows Drummond Street and surrounding streets with the buildings, their plots and the road layout in a high degree of detail. Copyright National Library of Scotland.





