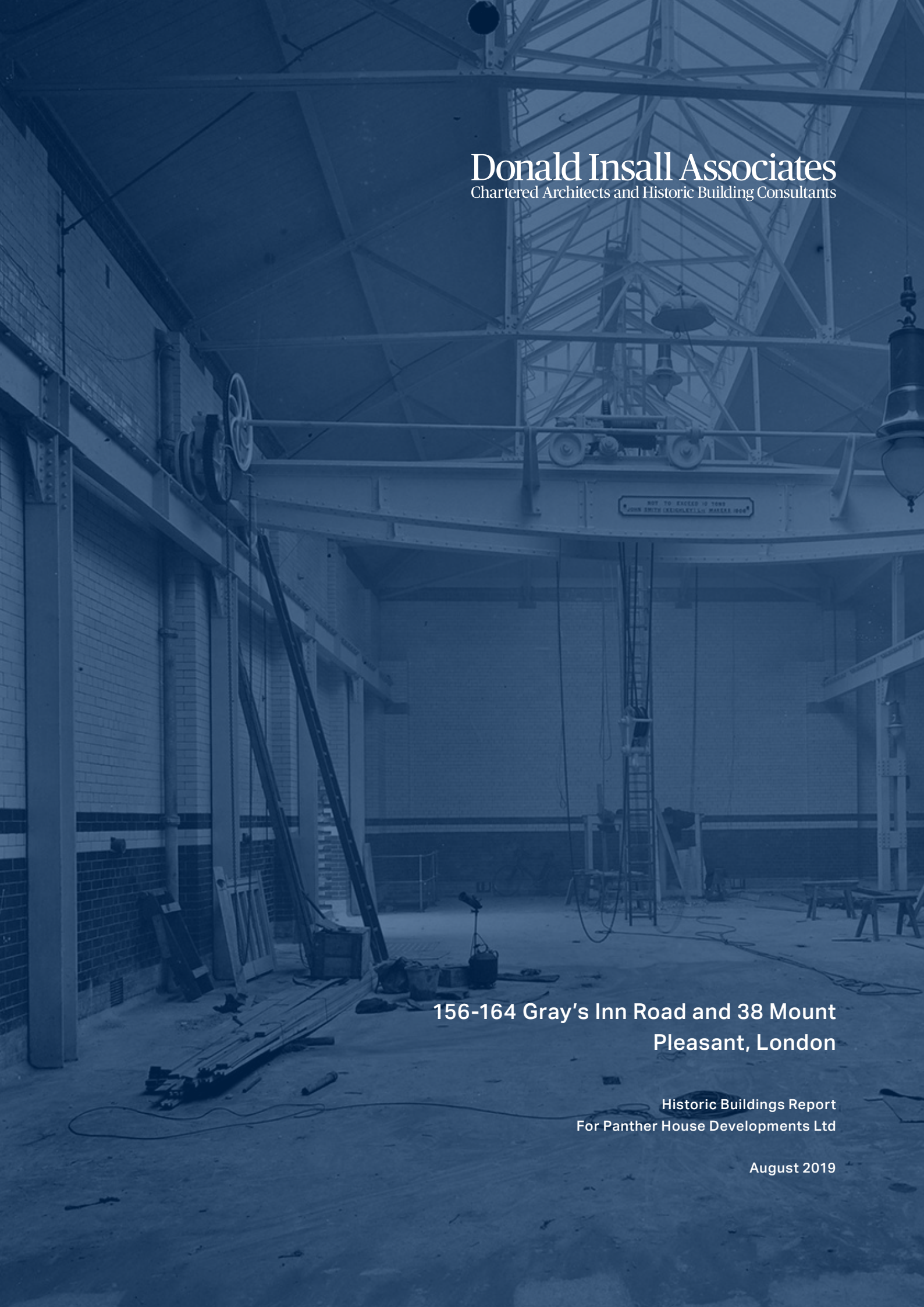
Panther House and 156-164 Grays Inn Road

Panther House Developments Limited

Heritage Townscape Assessment

August 2019



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156-164 Gray's Inn Road and 38 Mount Pleasant, London

Historic Buildings Report
For Panther House Developments Ltd

August 2019

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Study site

Bloomsbury Conservation Area boundary

Hatton Garden Conservation Area boundary

1.0 Summary of Historic Buildings Report

1.1 Introduction

Donald Insall Associates was commissioned by Panther House Developments Ltd in July 2018 to assist them in the preparation of proposals for 156-164 Gray's Inn Road and 38 Mount Pleasant, London, WC1X 8ED.

The investigation has comprised historical research, using both archival and secondary material, and a site inspection. An illustrated history of the site and buildings, 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, which is set out below. This understanding has informed the development of proposals for change to the buildings, by Estudio Cano Lasso and Veretec and Section 4 provides a justification of the scheme according to the relevant planning policy and guidance.

1.2 The Buildings and their Legal Status

156-164 Gray's Inn Road and 38 Mount Pleasant are buildings located in the Hatton Garden Conservation Area in the London Borough of Camden and are considered by the local authority to be buildings of merit. In addition, Nos.160-162 Gray's Inn Road has been identified within the *Hatton Garden Conservation Area Appraisal and Management Strategy* (August 2017) as having 'shopfronts of merit'. The buildings are in the setting of several Grade II listed buildings, including a series of Georgian terraces (Nos.75-81 Gray's Inn Road, Nos.63-69 Gray's Inn Road, 55 Gray's Inn Road) and the Yorkshire Grey Public House at the corner of Gray's Inn Road and Theobalds Road. The buildings are also in the setting of several buildings considered positive contributors to the Hatton Garden Conservation Area and the Bloomsbury Conservation Area. These include Dulverton Mansions and Dawlish Mansions on Gray's Inn Road, Holsworthy Square on Elm Street, Gray's Inn Buildings on Rosebery Avenue and Nos.52-54 Mount Pleasant. Also on Gray's Inn Road, but within the Bloomsbury Conservation Area are Nos.37, 39, 41, 45, 57, 57a, 59, 61, 71 and 73 Gray's Inn Road.

Development in conservation areas requires planning permission and, for consent to be granted, the impact on the historic environment should be considered. The statutory list descriptions of the buildings within the setting of the site are included in Appendix I and a summary of the conservation area statement provided by the local planning authority is in Appendix II, 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 have 'special regard to the desirability of preserving listed buildings, their settings or any features

of special architectural or historic interest which they possess' and 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 2019. 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 states that heritage assets are 'an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'. The Glossary to the National Planning Policy Framework defines a heritage asset as:

> *A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).*

The Framework, in paragraph 189, 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 193, requires that:

> *When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*

The Framework goes on to state at paragraph 194 that:

> *Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) 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 195, 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:*
> *a) the nature of the heritage asset prevents all reasonable uses of the site; and*
> *b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
> *c) conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
> *d) 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 196, that:

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

The Framework also requires that 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, the Framework states, in paragraph 197, 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 within the setting of heritage assets to enhance or better reveal their significance. Paragraph 200 states that:

> *Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.*

Concerning conservation areas it states, in paragraph 201, that:

> *Not all elements of a Conservation Area ... will necessarily contribute to its significance. 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 195 or less than substantial harm under paragraph 196, 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.*

The *Hatton Garden Conservation Area Appraisal and Management Strategy* document proposes a series of guidelines to provide a framework for development proposals. The following guidelines are of relevance to this report:

Materials and Maintenance

9.3 All materials and features characteristic of the Conservation Area should be retained and kept in good repair, or replaced like-for-like when there is no alternative. Characteristic materials include red brick, London stock brick and Portland stone, with slate for roofs. Features may include ornamental door and window surrounds, porches, ironwork (window cills, railings), timber sash windows, metal casement windows, doors, roof tiles and slates, finials, brickwork and boundary walls. Where possible, missing features should be carefully restored. Brickwork and stone should not be painted, rendered or clad unless this was their original treatment.

Development, design and plot widths

9.9 New development will generally be subject to planning permission. It should be seen as an opportunity to enhance the Conservation Area through high quality design that respects the historic built form and character of the area and local views. Important considerations will include the building lines, roof lines and bay rhythm of adjacent properties. The prevailing heights are generally of 3-6 storeys, which will be considered the appropriate height for new development. Plot widths are also particularly important. In the past, these have often been amalgamated into larger plots, damaging the 'urban grain' and character of the Area. Therefore, new development should preserve the visual distinction of existing plot widths and, where possible, reinstate some sense of the visual distinction of lost plot widths.

9.10 Planning permission is required for alterations to the external form of a roof, including extensions and terraces. Because of the varied design of roofs in the Conservation Area it will be necessary to assess proposals on an individual basis with regard to the design of the building, the nature of the roof type, the adjoining properties and the streetscape. The formation of roof terraces or gardens provides valuable amenity and can have a positive effect. However, care should be given to locating terraces so that they are not unduly prominent and do not create problems of overlooking. Roof extensions and terraces are unlikely to be acceptable where:

- *They would detract from the form and character of the existing building*
- *The property forms part of a group or terrace with a unified, designed roofscape*
- *The roof is prominent in the townscape or in long views.*

1.3 Assessment of Significance

The site comprises 38 Mount Pleasant, 156-158, and 160-164 Gray's Inn Road, which were developed in a piecemeal manner in the early-20th century for a mixture of commercial and transport uses.

38 Mount Pleasant

This three-block complex of industrial buildings was built in c.1901 for the lithographers Malby & Sons. The 3-, 4- and 6-storey blocks were arranged around a courtyard accessed from Mount Pleasant; Blocks A

and C were connected and Blocks C and B were later (1919) linked by a high-level bridge. Each block was built using a structure of steel columns and concrete floors, and due to the high risk of fire, protective iron fire doors were used between the blocks. The buildings were faced in a mixture of flettons and engineering brick, with camber-headed Crittall awning casements and flat roofs with pitched rooflights. Loading bays were included on Blocks A and B, with winches mounted at roof level presumably to lift the lithographer's stone blocks. The interiors are unlikely to have had much embellishment and it seems likely that only certain parts of the buildings had parquet floor finishes. The buildings changed use to the publishing firm World Service Limited in 1928 and other commercial / light-industrial enterprises joined the complex from the early-1930s.

Lever Optics Limited purchased the building in the early-1940s and occupied various parts of the complex alongside other companies which led to a variety of internal alterations and WC upgrades. It appears that the buildings were damaged during the Second World War, for the top floors of Blocks A and B have been partially rebuilt and some of the accommodation has been lost. During the 1970s, the complex was converted into a series of studios / craft workshops which saw the insertions of numerous breezeblock walls, as well as alterations to the roofs (it appears that the glazed roofs have been re-glazed). The majority of the metal awning casements to the elevations survive, though some have been replaced. The buildings are currently in multi-occupancy under the control of a property guardianship enterprise.

Despite later alterations, externally the essential character and appearance of the complex remains and whilst it is limited in terms of any particular architectural flair or panache, it contributes very positively to the character and appearance of the conservation area. It has architectural interest for its use of materials, inherent industrial character, courtyard arrangement, and powerfully vertiginous townscape presence on Mount Pleasant. The buildings no longer contain the machinery associated with their original or even their later uses, though there are remnants of interesting fabric which hint at the building's industrial past including its four-panelled iron doors, cranes and winches; these are also of interest. The complex also has historic interest as one of the numerous light-industries, specifically printers, who operated in this area in the early-20th century.

156-158 Gray's Inn Road

This group of former transport buildings are arranged off a cobbled passage known now as 'Brain Yard', with 156 fronting Gray's Inn Road and a former sub-station set back and hemmed in by Panther House and 160-164 Gray's Inn Road.

158 Gray's Inn Road was built as a tram sub-station to support the London County Council (LCC) tram network in 1906-07, presumably to designs by the LCC's in-house architect's department. The single storey structure was given utilitarian yellow stock and engineering brick elevations and a steel-framed pitched roof with a central rooflight - necessarily plain (in comparison to contemporary sub-stations such as Rivington Street, Grade II) given its hemmed in location. Its interior was finished in brown and cream glazed bricks – which became emblematic of the LCC Tramways - with a travelling crane and power generating equipment supported by steel columns and concrete floors. Although mostly arranged over a single level, it contained a mezzanine level, housing a switch room as well as a basement. Adjoining the west façade of the

sub-station was a single storey wing containing a store and mess for the sub-station staff, with access from both the sub-station and the foreman's house. This wing was faced in yellow stock brick with an engineering brick base matching that of the sub-station, with a flat roof and rooflight.

156 Gray's Inn Road was built concurrently with the sub-station as a dwelling for the foreman. It was also designed by the LCC Architects Department, in a subdued, domestic Arts and Crafts style - with a rendered central bay and deep overhanging eaves cornice – quite atypical of what was by this time a relatively large-scale commercial high street. The ground floor was presumably used for the foreman's office, with a store to the rear and an entrance hall and stair to the upper floors which contained a dwelling.

The London Passenger Transport Board (LPTB) took over the tram network in 1933 and by 1952 trams had been replaced by buses, leaving the sub-station and ancillary buildings defunct. The LPTB maintained ownership of the buildings, converting**158 Gray's Inn Road** for use as a depot in the 1960s. This building was later converted for light-industrial and office use and the once open mezzanine level was infilled, extended and subdivided for this purpose. The basement too was subdivided with numerous partitions and new staircases introduced to both the basement and mezzanine. Externally, a lobby was introduced to an exit over the roof of the single storey mess wing. The subsequent use of **156 Gray's Inn Road** is uncertain, however, since its upper floors have retained their domestic character it is presumed that it has remained in this use. The rear of the ground floor has been altered to form part-store, part-residential accommodation and the once open storage space has been infilled. Fronting Gray's Inn Road, one entrance has been blocked (to the presumed office) and the other to the entrance hall has lost its door joinery and fanlight.

Together, these buildings have some historic interest in their association with the development of the LCC's tram infrastructure. 158 Gray's Inn Road is purely utilitarian and though glimpsed views of the industrial yard add to the character of the area, its set back location means that its contribution to the character and appearance of the conservation area, while positive, is limited. Despite later alterations and the removal of its power generating machinery, the interior of the sub-station is perhaps its most interesting aspect, with robust and characterful glazed bricks, as well as steel roof trusses and remnants of the travelling crane which hint at its former use. 156 Gray's Inn Road is not wildly exciting architecturally, though it does reflect the progressive spirit of the LCC Architect's Department in the early-20th century and its materials and detailing complement the prevailing character of the conservation area. That being said, its domestic Arts and Crafts design and scale place it at odds with Gray's Inn Road in townscape terms and its part-blocked ground floor frontage deadens the streetscene. Overall, it makes a modest positive contribution to the Hatton Garden Conservation Area.

160-164 Gray's Inn Road

160-164 Gray's Inn Road was built fronting Gray's Inn Road in 1924-26 as shops and workshops to designs by Scottish architects North, Robin & Wilsdon, the principal designers for the C&A Group, a clothing business. Designed in a mildly Classical Moderne style, its flat roof, steel structure and concrete floors were tempered by its traditional facing of red brick and stone dressings. The three ground floor shop units have remained in commercial use since the building's construction, with No.164 as a

restaurant since the late-1920s. Its shopfront appears to have been updated in the 1950s, with the introduction of a mosaic-encrusted stallriser and since the 1970s, this unit has been occupied by 'Andrew's' – something of an institution for those who live or work in the area. The upper floor was designed as an open plan space and has been used as a snooker hall, showrooms and is now occupied as shared working spaces and contains a number of later partitions.

Internally, there is little of note. Externally, its design is not remarkable and it is at odds with the prevailing heights along this side of Gray's Inn Road. It does however make a modest positive contribution contribute to the conservation area in terms of materials and detailing which complement its colossal late-19th century neighbours – Dulverton and Tiverton Mansions. The shopfront pilasters remain between each unit and at No.160 there is a combination of Interwar (shopfront joinery) and Postwar elements (mosaic stallriser), No.162 retains its original door but little else. Whilst both have been identified by the conservation area audit as 'shopfronts of merit', they are of only limited interest in a wider context.

Hatton Garden Conservation Area

The Hatton Garden Conservation Area is not dominated by a particular style or period of architecture but instead the townscape reflects the area's rich history, from its beginnings as the Bishop of Ely's London palace and gardens through speculative development of townhouses in the 17th and 18th centuries, and then the rapid commercial development for industrial and office uses in the 19th and 20th centuries. From the 1870s Hatton Garden became the centre of London's wholesale trade in diamonds and, to this day, shops and showrooms selling jewellery and precious stones define the area's character.

The study site lies within 'Sub-area 1: Rosebery Avenue', which is in the northern part of the conservation area. This area has a distinctive and dense pattern of short, narrow, hilly streets (many medieval), overlaid with a framework of three major 19th century thoroughfares: Gray's Inn Road, Rosebery Avenue and Clerkenwell Road. This street pattern, with angular or curving plot boundaries, combines with surprising changes in level and areas of large open space or broad tree-lined roads which transition into confined canyon-like alleyways to create surprising vistas in the townscape that are integral to its character.

The conservation area has a varied townscape which includes a mediaeval church, Georgian terraced houses, Victorian offices, early social housing, 19th century industrial buildings as well as neo-classical 20th century offices and post-war developments. Overall, the prevailing building heights are low- or medium-rise, though there are exceptions which include vast developments of offices, warehouses or housing, both Victorian and 20th century, which pepper the otherwise finely-grained streets. Examples of large-scale housing can be found for example on Gray's Inn Road and Clerkenwell Road, the latter being more decorative with red brick and stucco or terracotta ornament. There are also several large industrial buildings, including Panther House, grouped around a secluded courtyard off Mount Pleasant and Herbal House, which both contribute positively to the conservation area. The irregular street pattern is highly characterful, in some cases resulting in some spectacular corner buildings. As a result the overall architectural character is diverse yet robust and strongly articulated, though not highly decorative. Materials are predominantly brick but there is also the use of stone, concrete, faience and terracotta (both for architectural details and for whole facades).

The quality of the public realm is mixed, with some pedestrianized areas and a lively street market on Leather Lane, wide pavements and trees to Hatton Garden, and the industrial enclave of Panther House and Brain Yard and broad tree-lined streets of Rosebery Avenue and Gray's Inn Road providing some relief from what are otherwise traffic-choked streets.

Bloomsbury Conservation Area

Bloomsbury Conservation Area covers approximately 150 hectares, extending from Euston Road in the north to High Holborn and Lincoln's Inn Fields in the south and from Tottenham Court Road in the west to King's Cross Road in the east. The boundary of the Bloomsbury Conservation Area (Sub-Area 10) runs along Gray's Inn Road and borders the Hatton Garden Conservation Area.

The area is widely considered to be an internationally significant example of town planning. The significance of this conservation area derives from its Georgian and Victorian townhouses, which were laid out on a number of estates, including the Bedford Estate, in formal squares and terraces in three distinct periods: Bloomsbury Square was the first in 1660; the main phase of development was that of the Bedford Estate in the 18th century; Argyle Square was part of the last phase of development, around 1840. Slotted into the formal grid of the Georgian street plan are larger footprint buildings – including the British Museum, the buildings of the University of London, and University College Hospital – which emerged as a result of the decline in popularity of the residential areas during the 19th century and the rise of Bloomsbury as an institutional and cultural centre. Lining the main arterial routes of the conservation area are 19th and 20th century developments which sprung up as the area developed into a transport hub. The character of Sub-Area 10, the closest to the study site comprises terraces of four-storey Georgian terraced lining Gray's Inn Road, with low-scale mews building to the rear. Beyond these to the west, is a series of regularly-laid out 18th and early-19th century terraced houses.

1.4 Summary of the Proposals and Justification

The Proposals

The proposals are described in the Veretec Design and Access Statement and planning drawings which form the application for planning permission and are outlined in detail in section 4 below. In summary, the proposals are for a mixed-use development comprising offices, retail premises and residential accommodation.

The proposals are to demolish all the buildings fronting Gray's Inn Road and replace them with a development comprising retail accommodation, offices and seven residential units. The proposal includes the retention of the existing tramshed building, to be refurbished into a meeting place for small businesses. The three blocks which form Panther House would be refurbished and extended at roof level, with a new external lift shaft on Block A. From Gray's Inn Road access through to Brain Yard and the tramshed would be retained as an external passageway, within the ground floor plane of the building.

The new building on Gray's Inn Road is proposed to a height of ground plus six storeys comprising retail accommodation on the ground floor, two storeys of offices on the first and second floors and residential accommodation above. The building elevations would be composed of an

irregular grid of windows, balconies and planters, in which it is proposed to grow expansive greenery, which it is hoped will define the building as much as its formal architecture.

The proposed elevations for the Gray's Inn Road building would be composed of panels of glass, concrete and metal, coloured in a range of shades of terracotta which reflect the red-brick and terracotta palette of the surrounding terraced houses and mansion blocks. The idea is to present a mosaic of materials, textures and elements to create a finely-grained and interesting façade, which complements the surrounding streetscape.

The existing facades of Panther House would be refurbished and repaired. The existing roofs would be removed and replaced with new floors of office accommodation. The lower of these new floors on each block would compromise a double glazed framed curtain walling system of sheer glass. The upper floors (one additional floor on the street-facing Block C and two on Block A) would deploy a similar curtain wall system but would include sets of Corten perforated panels. The darker tones of glazing and panels has been selected to complement the warm brick and painted windows of the historic buildings.

There would also be new hard landscaping to Brain Yard, which would become an enclosed, internal space, and the courtyard of Panther House, which would remain outdoor and open.

Justification of the Proposals

If granted planning permission, the proposals would have an impact on the historic environment. The demolition of 156 and 160-164 Gray's Inn Road would have an impact on the Hatton Garden Conservation Area and, to a lesser extent, the Bloomsbury Conservation Area and on the setting of the listed buildings on Gray's Inn Road. The alterations and extensions to Panther House would have an impact on the Hatton Garden Conservation Area. This impact affects unlisted buildings which make only a modest positive contribution to the character and appearance of the conservation areas and have negligible intrinsic significance. This impact should be therefore be treated as 'less than substantial' harm, to use the terminology of the NPPF.

The proposed new building on Gray's Inn Road has been designed to make a positive contribution to the character and appearance of the Hatton Garden Conservation Area. This has been achieved through the following measures:

- Careful consideration of the form, height, bulk and mass of the new building on Gray's Inn Road and the extensions to Panther House. The scale of the development has been designed to fit within the prevailing townscape, taking cues for its height and other features from the neighbouring buildings. The tallest part of the proposed development – the three storey extension to Block A – is in the centre of the site and so is not visible from the public realm. The appropriateness of the scale of the proposed development is illustrated in the verified townscape views which accompany this application.
- Attention to the materials proposed. The Gray's Inn Road façade is proposed in a palette of colours which responds to the rich red brick and terracotta which can be found elsewhere in the conservation area, and in particular in the mansion block buildings which dominate

this stretch of the western side of Gray's Inn Road. The façade would be made up of a small number of different coloured and textured materials – concrete, metal and glass – so as to achieve the same combination of architectural quality with robust utility presented by the neighbouring mansion blocks.

- On the Gray's Inn Road elevation, architectural features – in this case the balconies and planters – are designed to provide visual interest to the façade in the same way the bay windows do in the Edwardian development. Similarly, the roofscape of the new development would be varied and interesting, like that of its neighbours, maintaining the finely-grain skyline of the street.
- The composition of the façade, with small shops at ground floor level and a mixture of offices and residences above, would match the prevailing uses of buildings in the conservation area, and as a result the fine grain of the streetscape would be maintained and enhanced by the proposed new building on Gray's Inn Road.
- On Mount Pleasant, the roof top extensions and the new lift would be clad in materials which reflect the industrial character of the original buildings. The extensions are of a scale that reflects but does not overpower the original buildings and there is a storey of sheer glazing between the historic and new construction, making the distinction clear and giving the impression that the new extensions 'hover' above the old.
- Views into Brain Yard and the courtyard of Panther House from the surrounding streetscape would be preserved.
- Views of the Gillette sign, while obscured, would still be possible from the street and the sign would make a special feature in the staircase to the residences.
- The tramshed would be given a new use and access to Brain Yard would be open, allowing more people to appreciate its special character. Both these spaces would be landscaped in a manner which enhances their industrial character.

As a result, the impact of the development on the Hatton Garden Conservation Area, the Bloomsbury Conservation Area and the setting of surrounding listed buildings would, overall, be beneficial. The proposed development would therefore preserve and enhance the character and appearance of the conservation areas.

Any 'less than substantial harm' to the significance of the conservation areas and the setting of the nearby listed buildings would be outweighed by public benefits. These include benefits to the historic environment, to the wider built environment, and to the local economy. These are:

- Repair, refurbishment and beneficial reuse of the three blocks which form Panther House.
- Repair, refurbishment and beneficial reuse of the tramshed. The use of the tramshed as a meeting space would also increase people's appreciation of this historic building, which has been closed off for many years.
- New shops and an animated townscape on Gray's Inn Road.
- Good quality office accommodation, to support businesses and the local economy.

- Seven new residences.
- Environmental benefits in terms of energy efficiency, in the new building.
- Overall, a development which would deliver the full range of architectural, environmental, land use, heritage and regenerative benefits for this important location.

These public benefits should be considered to be sufficient to outweigh any harm to the significance of the buildings or the conservation area which might be found to arise from the proposals.

1.5 Existing Planning Permission

There is an existing planning consent for the site (reference: 2015/6955/P), granted in 2017. This proposed the redevelopment of the existing buildings behind retained facades on the street-facing elevations, with a new part-four-storey and part-seven-storey mixed-use building. The implementation of this consent would see the loss of the tramshed in its entirety, and all but the facades of the three blocks of Panther House. The facades of 160-164 Gray's Inn Road would be retained, but the rest of the buildings demolished and redeveloped at a larger scale. Brain Yard and the courtyard of Panther House would be lost.

The approach of the consented scheme was to retain all the facades of the historic buildings but otherwise to demolish them and redevelop at an enlarged scale which is out of keeping with the conservation area. The approach of the proposed scheme is to retain the majority of the historic buildings on the site and refurbish and extend them so that they continue in beneficial use; and to redevelop entirely the less interesting of the historic buildings with high quality new architecture. The proposed scheme has powerful and profound advantages over the consented scheme in terms of historic building conservation philosophy and practice.

1.6 Conclusion

The proposals aim to support the sustainable development of the conservation area by providing new architecture which responds to its historical context alongside refurbished and extended historic buildings. The proposals would bring significant investment to the buildings and provide public benefits in the form of new shops, office and residences in a preserved historical setting. The proposals are a significant improvement – in terms of impact on the historic environment – over the existing consented scheme and, in their own right, are deserving of planning permission.

2.0 Historical Background

2.1 Area history

2.1.1 Early history

Holborn takes its name from 'Holbourne', given to the part of the River Fleet running down to the Thames along the valley west of the City.[1] Large suburban houses were built along Holborn from the Middle Ages, a number of them becoming lawyer's colleges, whilst land to the north of Holborn remained open countryside. In 1294, Sir Reginald de Grey, justiciar of Cheshire leased a manor house here from the Dean and Chapter of St Pauls. This became an Inn of Court in the second half of the 14th century and by the mid-16th century consisted of a single courtyard and walled garden surrounded by farmland. The road to the east of the Inn was later named 'Graies Inn Lane' – as shown in the Augustine Ryther's *Map of the Cittie of London* (1633) **[Plate 1]**. Graies or Gray's Inn Lane was renamed Gray's Inn Road in the mid-19th century.[2]

To the west of Gray's Inn Road, was the Bishop of Ely's London mansion, which was passed over by order of Queen Elizabeth I to Sir Christopher Hatton in 1576. In 1659, a thoroughfare named 'Hatton Gardens' was laid out through the grounds of Ely House. The surrounding area was subsequently developed, taking its lead from Covent Garden, with good quality, large houses which were inhabited by the gentry.[3] William Morgan's 1682 *Map of London* shows the dense arrangement of streets and buildings between Gray's Inn Road and Hatton Gardens **[Plate 2]**. To the west, Bloomsbury followed the fashionable approach of introducing formal squares and grid patterned streets, exemplified by Red Lion Square and Queen Square, designed by the speculator Nicholas Barbon in the 1680s.

2.1.2 18th and early-19th century residential development

In 1719, residential development expanded north-east of Gray's Inn when lawyer Walter Baynes and banker John Warner purchased and developed land on Mount Pleasant belonging to St Mary's nunnery. Some of these houses survive at 47-57 Mount Pleasant (Grade II, c.1720). Gray's Inn Road was developed with a series of terraced houses; those on the west side had formal rear gardens and mews properties to the rear, whilst those on the east appear to be more modest and were constrained by earlier development. Survivors on the west side include 55 Gray's Inn Road (Grade II, c.1714). Meanwhile to the south-east, Leather Lane and Saffron Hill were developed with narrow timber-framed houses (none of which survive). To the northwest of Gray's Inn Road was the Foundling Hospital and its grounds, laid out on open land in 1742 (now Coram's Fields). In 1794, Coldbath Fields Prison was built north-east of *Mount Pleasant on*

1 Pevsner, N. & Bridget. C. The Buildings of England, London 4: North (London, 2002) p249

2 A map regression exercise reveals that Gray's Inn Road is still referred to as 'Gray's Inn Lane' in the revised copy of Horwood's map 1812. An 1875 Ordnance Survey map refers to the road as 'Gray's Inn Road', indicating that it changed around the mid-19th century

3 London Borough of Camden: Bloomsbury Conservation Area Appraisal and Management Strategy (2011)

1. Augstine Ryther's Map of the Cittie of London, 1633 (The British Library)

2. Morgan's Map of the Whole of London, 1682 (British History Online)

3. Horwood's Plan of the Cities of London and Westminster, 1792-99 (The British Library)

Baynes Row, it is labelled 'House of Correction' on Horwood's Plan of the Cities of London and Westminster the Borough of Southwark, and parts adjoining Shewing every House (1792-99). This map also shows Gray's Inn Road fully developed up to and a little beyond the parish boundary around Elm Street, the Foundling Hospital, and beyond open ground and farmland **[Plate 3]**.

At the end of the 18th century, land owned by the Dukes of Bedford was developed to form Brunswick and Mecklenburgh Squares to designs by S.P. Cockerell, whilst nearby grids of streets were planned by James Burton.[4] Wren Street and Calthorpe Street, to the north of Gray's Inn Road were planned by the Cubitt Brothers in 1816 and developed in 1850, expanding across previously undeveloped land. Several terraced houses were built to the south on Doughty and John streets, a number of which survive today.[5]

2.1.3 19th century development: Industry and 'Improvement'

The status and character of the area declined during the 19th century, when it became fashionable to move to the West End, Belgravia or Knightsbridge. Hatton Gardens and the surrounding area subsequently became occupied by jewellers and associated trades. The first record of this activity was in 1822, when the jeweller and gold refiner Charles Johnson was recorded at No.11 Hatton Garden, whilst his nephew Percival Johnson occupied No.79. Percival was an Assayer and Practical Mineralogist and was influential in the development of the area as a jewellery quarter. The houses in the area, now devoid of their wealthy inhabitants, were adapted to light industrial uses with basement workshops, ground floor shops and living quarters above.[6]

Other industries which developed in the area included watch-making, printing, engraving, technical manufacturing, metal production, chemicals, medicine and brewing. Purpose-built workshops and factories sprung up, including a large printing works - St James's House - which was built on Laystall Street in 1891 for Charles Johnson & Co. Immigration during the 19th century brought skilled tradesmen, especially Jewish jewellery merchants, and Italian craftsmen and makers of optical instruments. Hatton Garden became known as 'Little Italy', and to support its inhabitants, an Italian language school was founded in 1841 by writer and nationalist Giuseppe Mazzini and later St Peter's Italian Church was built on Clerkenwell Road (1862-3, Grade II*).

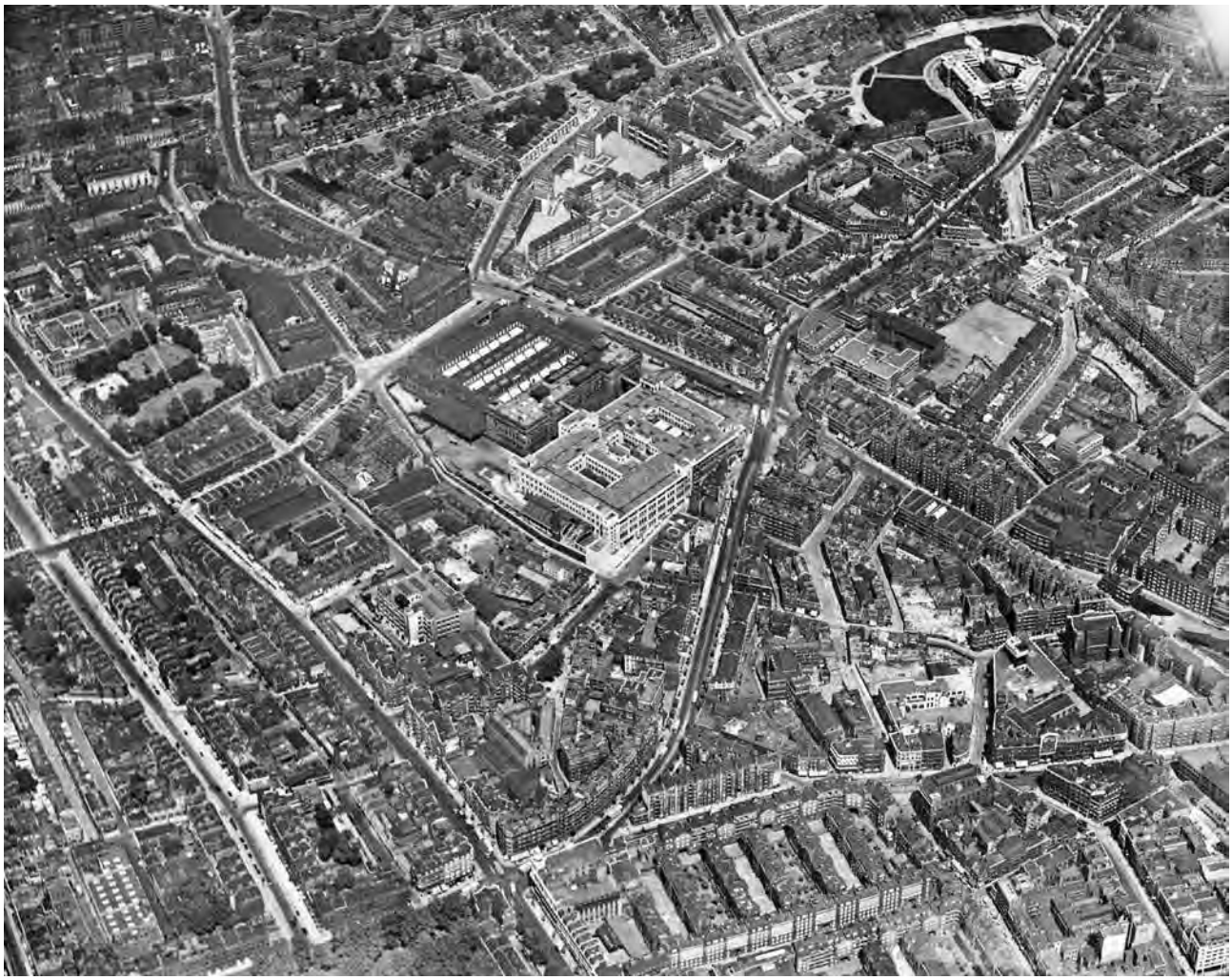
During the second half of the 19th century, the area was transformed through a series of Metropolitan Board of Works schemes which sought to clear slums and improve connectivity. Between 1841 and 1856, the River Fleet was culverted and Farringdon Road was constructed over it. In 1863 Holborn Road was widened and the Holborn Viaduct was constructed to the south of Chancery Lane. In 1874-78, Clerkenwell Road / Theobald's Road was laid out, creating an arterial road linking the West and East ends. Slums to the north were cleared, displacing 1,445 people, to create Rosebery Avenue in 1887-92. This boulevard-like street was defined by its London plane trees, municipal buildings and model dwellings. Gray's Inn Road was widened in the 1880s, which involved the demolition of buildings

4 Ibid.

5 Pevsner, N. & Bridget. C. The Buildings of England, London 4: North (London, 2002) p249

6 London Borough of Camden: Hatton Garden Conservation Area Appraisal and Management Strategy (2017)

4. Ordnance Survey map, 1896 (National Library of Scotland)



5. General aerial view of the site and surrounding area, 1934 (Britain from Above)

along its east side. Part of the statutory requirement of slum clearance was the provision of new housing, supposedly for displaced residents. The east side of Gray's Inn Road and surrounding area was developed with late-19th century mansion blocks and tenements. One of the principal developers of this area was James Hartnoll, who designed and built a series of high end mansion blocks including Cavendish Mansions (1880-81), Churston, Dawlish, Dulverton and Tiverton Mansions (1889-90) and Rosebery Square (1890-91). Other perhaps more egalitarian housing schemes include the model dwellings Gray's Inn Buildings (1887-78) by the Artizans', Labourers' and General Dwellings Company and Holsworthy Square (1889-90) also by James Hartnoll. The result of this wide scale redevelopment can be seen in the 1896 Ordnance Survey map **[Plate 4]**.

2.1.4 20th century development: industry, housing and transport infrastructure

The beginning of the 20th century saw the industrial, commercial and infrastructural development of the area. In 1900, The London County Tramways (Electrical Power) Act was passed, allowing the construction of electrical tramway lines and the retirement of horse-drawn trams. A tramline was laid along Gray's Inn Road, which linked to Holborn, and was powered by an electricity sub-station at 156-158 Gray's Inn Road. By 1909, the London County Council (LCC) operated a 113 mile tram network. A large generating station at Greenwich was opened in two stages in 1906 and 1910 and electrification of the lines was complete by 1912. In 1933, the LCC's undertakings were transferred to the London Passenger Transport Board and in 1950 it was announced that the tram service was to be replaced with diesel trolley buses.

The commercial development of the area quickly gathered pace alongside these transport improvements, with shops introduced to the ground floors of terraced houses and purpose-built premises becoming more commonplace. Thomas Morson, the world's first scientific pharmacist, moved his headquarters from Bloomsbury to Elm Street in 1900, which included large offices and warehouses. The site of the former Coldbath Fields Prison (1794-1877) was redeveloped as the Mount Pleasant Mail Sorting Office (1926) which, at seven acres, was the largest mail sorting-office in Europe.

Municipal housing schemes continued in the area, with the Bourne Estate (Grade II, 1901-3) built on site of the former Griffin Brewery fronting Clerkenwell Road. This scheme was one of three key estates built by the LCC which provided an international model for public housing.[7] The houses surrounding Gray's Inn (Grade II* listed Park and Garden) to the south were converted into offices and barristers chambers.

The inter-war period saw the demolition of terraced houses and the amalgamation of their plots for industrial use. An aerial photograph taken in 1934 shows a cityscape with wide arterial roads fronted by a mixture of mansion blocks, narrow terrace houses and municipal buildings, with industrial complexes laid out on irregular plots dominating the hinterlands; the vast General Post Office complex lies at the centre of the view **[Plate 5]**. Shortly after this photograph was taken, Little Gray's Inn Lane was renamed Mount Pleasant.

7 Historic England. National Heritage List Register: The Bourne Estate (see Appendix I)

Holborn was extensively bomb-damaged during the Second World War, and approximately one seventh of its buildings were destroyed. The London County Council Bomb Damage Maps 1939-1945 show the extent of damage caused to the buildings surrounding Gray's Inn Road and particularly the post office building at Mount Pleasant **[Plate 6]**. Large swathes of buildings to the south were damaged beyond repair (highlighted purple) whilst buildings to the north suffered blast damage (highlighted orange) or were marked for clearance (highlighted blue).

This led to piecemeal redevelopment of the area after the War, with new municipal housing estates including Laystall Court and Mullen Tower. Subsequent developments have included large office blocks by renowned architects, such as The New Printing House Square for The Times by Richard Seifert and Partners (1972-6) and No. 200 Gray's Inn Road (1989-92), which was Foster and Partners' first major commercial building in London.

2.2 Development of the site

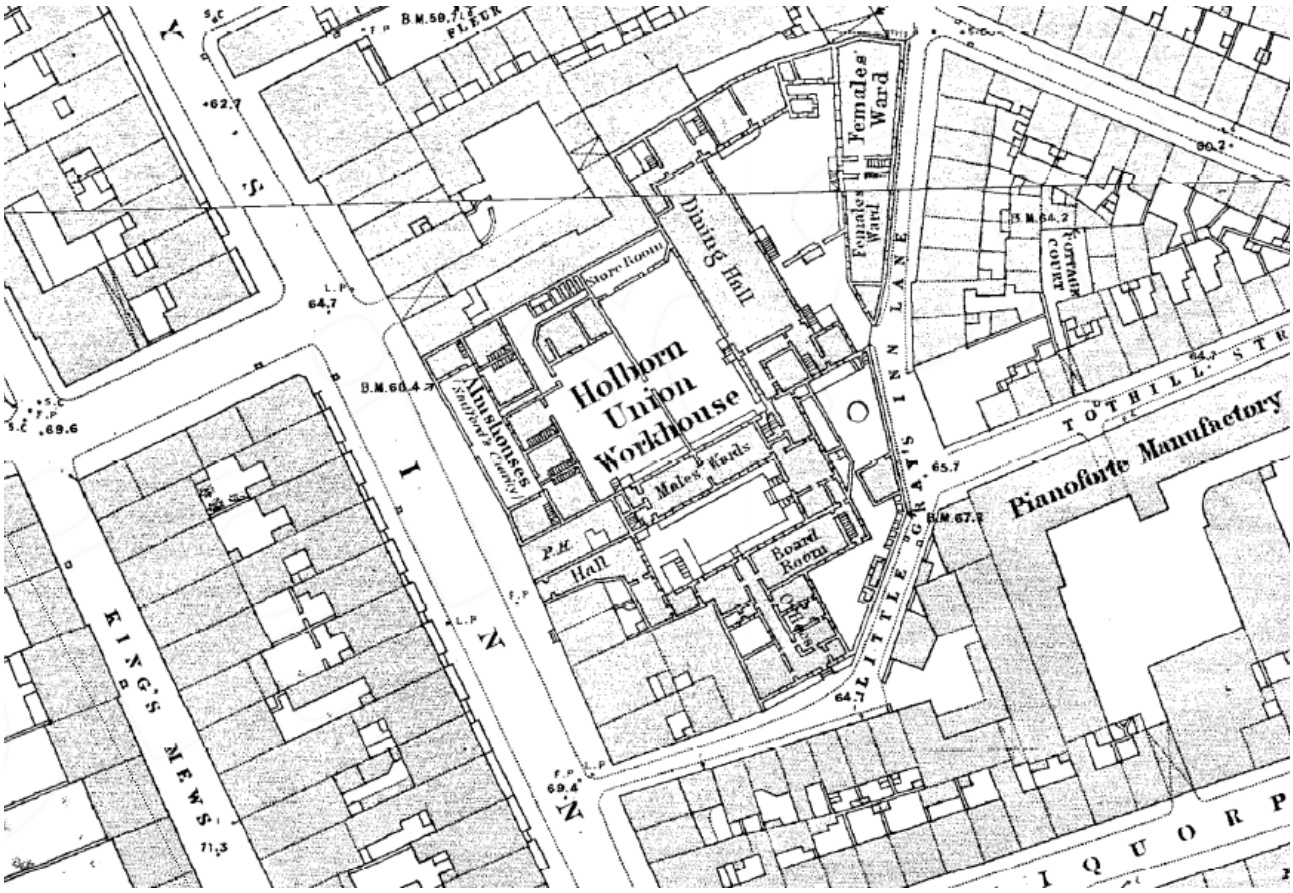
Gray's Inn Road is shown on maps as early as the 16th century. By the end of the 17th-century, it is shown built up as far as the present Elm Street (refer to Plate 2). In William Morgan's map of 1682, the study site is shown with a series of buildings fronting Gray's Inn Road, with stables and yards to the rear. To the south is a small cranked lane which resembles the present-day route of Mount Pleasant. The area surrounding Gray's Inn Road, to the north of Gray's Inn, was developed towards the end of the 16th century and beginning of the 17th century. Horwood's 1799 map shows the west side of Gray's Inn Road containing a combination of terraces interspersed with the landscaped gardens of Gray's Inn, whereas the east side was fully developed with terraced houses, mews properties and large industrial sites (refer to Plate 3). From c.1650, the study site was occupied by Stafford's Almshouses – which fronted Gray's Inn Road and the St Andrew's and St George Parish Workhouse – which fronted Little Gray's Inn Lane; this is the cranked lane noted previously (Mount Pleasant).

The almshouses served as the parish workhouse and were rebuilt to the designs of Robert Leave in 1813, and enlarged in 1838 for £9,000 following its takeover by the Holborn Union.[8] The 1875 Ordnance Survey map shows the site in detail **[Plate 7]**. The area between the almshouses and workhouse formed a yard with storerooms, to the south of this were the male wards, a yard and a board room, to the west lay the dining room and female wards. J. P. Emslie sketched the almshouses in 1874, the U-shaped block was set back from Gray's Inn Road behind a wall with railings, and the main workhouse stood behind, beyond the central yard **[Plate 8]**. Emslie was assigned to record 'buildings recently either doomed or demolished' for the Topographical Society of London and it is likely that the almshouses fell into this category, as the site was cleared by the time of the 1896 Ordnance Survey (refer to Plate 4). This map also shows the site flanked by large mansion blocks and tenements built by James Hartnoll: Dulverton Mansions (1889-90) and Holsworthy Square (1888-90) to the north and Tiverton Mansions (1889-90) to the south.

Charles Goad's Fire Insurance Plan of London (1901) shows Holborn Workhouse buildings as: 'vacant November 1900' **[Plate 9]**. In 1902 the Holborn Union demolished the buildings on the south part of the site and erected new Casual Wards, to designs by Messrs Smith & Coggin (these

8 Higginbotham, P. The Workhouse: Holborn, Middlesex, London. Online. http://www.workhouses.org.uk/Holborn/ (accessed July 2018)

6a and b. London County Council's Bomb Damage Map of London 1939-1945



7. Ordnance Survey map, 1875 (Landmark Information Group)

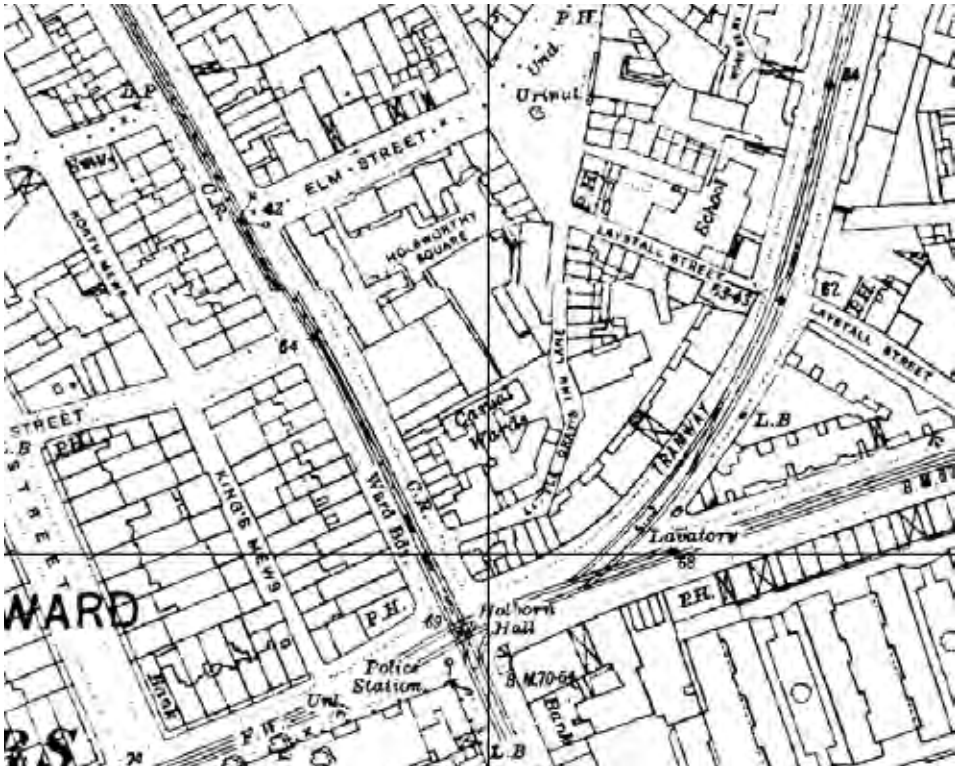
8. J. P. Emslie's Sketch of Stafford's Almshouses, 1874 (Denford, 2010)

survive, albeit much altered).[9] The northern part of the site was sold to the Artizan's Dwelling Company in 1903, however in the same year, John Walter Malby (of Malby & Sons, lithographers) purchased the site for £10,000.[10] The three remaining workhouse buildings were demolished and replaced shortly after with new premises for Malby & Sons, on largely the same footprint. The site to the west of this complex, where the almshouses and workhouse yard once lay, is shown in Goad's plan as vacant **[Plate 9]**. The London County Council purchased an L-shaped section of this site and erected an electricity sub-station for the new electric tram lines. This sub-station, built 1906-1908, ran roughly north-south and was set back from Gray's Inn Road, with a narrow access lane from Gray's Inn Road **[Plate 10]**. A foreman's house was built fronting Gray's Inn Road and a single storey mess and store connected the two buildings. The rest of the site fronting Gray's Inn Road was not developed until 1924-6, when 160-164 Gray's Inn Road were built as shops and a workshop.

9 Islington Gazette, 2nd January 1903 p5

10 Islington Daily Gazette and North London Tribune, 30th April 1903 p5; The Western Daily Press, Bristol, 3rd February 1905 p7

9. Goad's Insurance Plan of London North District Vol. D sheet 3, 1901 (The British Library)



10. Ordnance Survey map detail showing the site, 1916 (Landmark Information Group)

2.3 Panther House, 38 Mount Pleasant

2.3.1 Lithography Works

Malby & Sons were globe makers and printers of maps, who specialised in lithographic printing at the end of the 19th century. It is most likely that John Walter Malby purchased the site, now named Panther House, in 1903 to construct purpose-built printing works for the company. In 1907, 'Malby & Sons, lithographers', are recorded at 'No. 3 Little Gray's Inn Lane' (now 38 Mount Pleasant) and the east wall of their newly-built premises can be seen on the left hand side of a 1906 photograph taken from the sub-station site **[Plate 11]**.

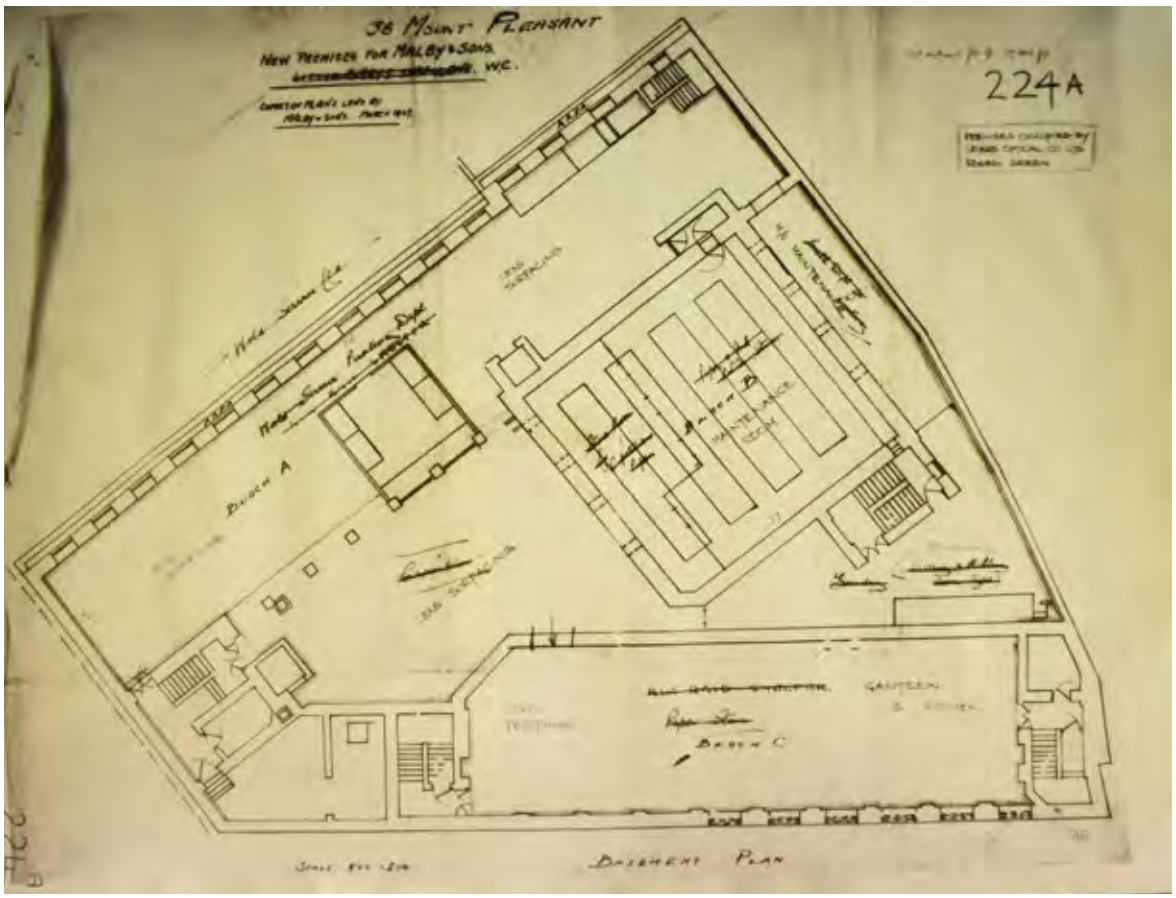
11. Holborn substation during construction showing the west wall of Malby & Sons new premises, 1906 (Collage)

The 1916 Ordnance Survey map shows the complex, which followed the same footprint as the former workhouse (refer to Plate 10). It is unclear how much of the old workhouse was demolished but it seems likely, given the similar footprint of the new buildings, that the foundations of the former workhouse were reused. On-site investigations and historic photographs show that the lower part of the north wall of the site is very similar to the boundary wall of the former workhouse. Note the two porthole windows flanking a camber-arched window above, which is partly visible today **[Plates 12 & 13]**.

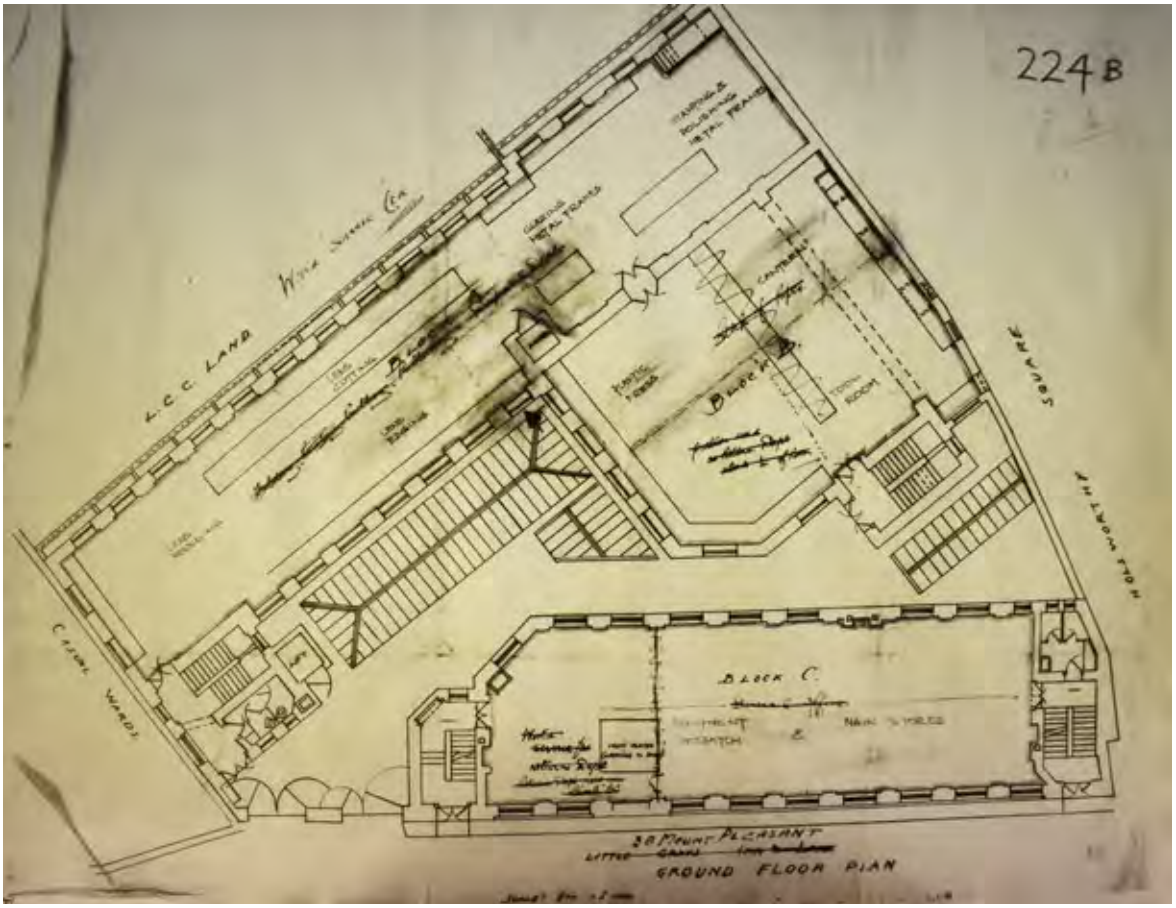
Malby & Sons occupied the premises probably until the end of the 1920s, when the site went into multiple occupation. A series of undated plans deposited at Camden Archives, labelled 'New Premises for Malby & Sons' provide the earliest set of drawings of the complex. Notes on the drawings indicate that the plans were 'lent by Malby & Sons, March 1927', which suggests that they vacated the premises around this time **[Plates 14-19]**. These annotations also indicate later alterations and uses of certain parts of the buildings by World Services Limited and subsequently Levers Optical Ltd, which are outlined in Section 2.3.2.

12. Holborn Union Workhouse showing the north exterior wall between the site and the newly built Holsworthy Square ,c.1888(Camden Archives)

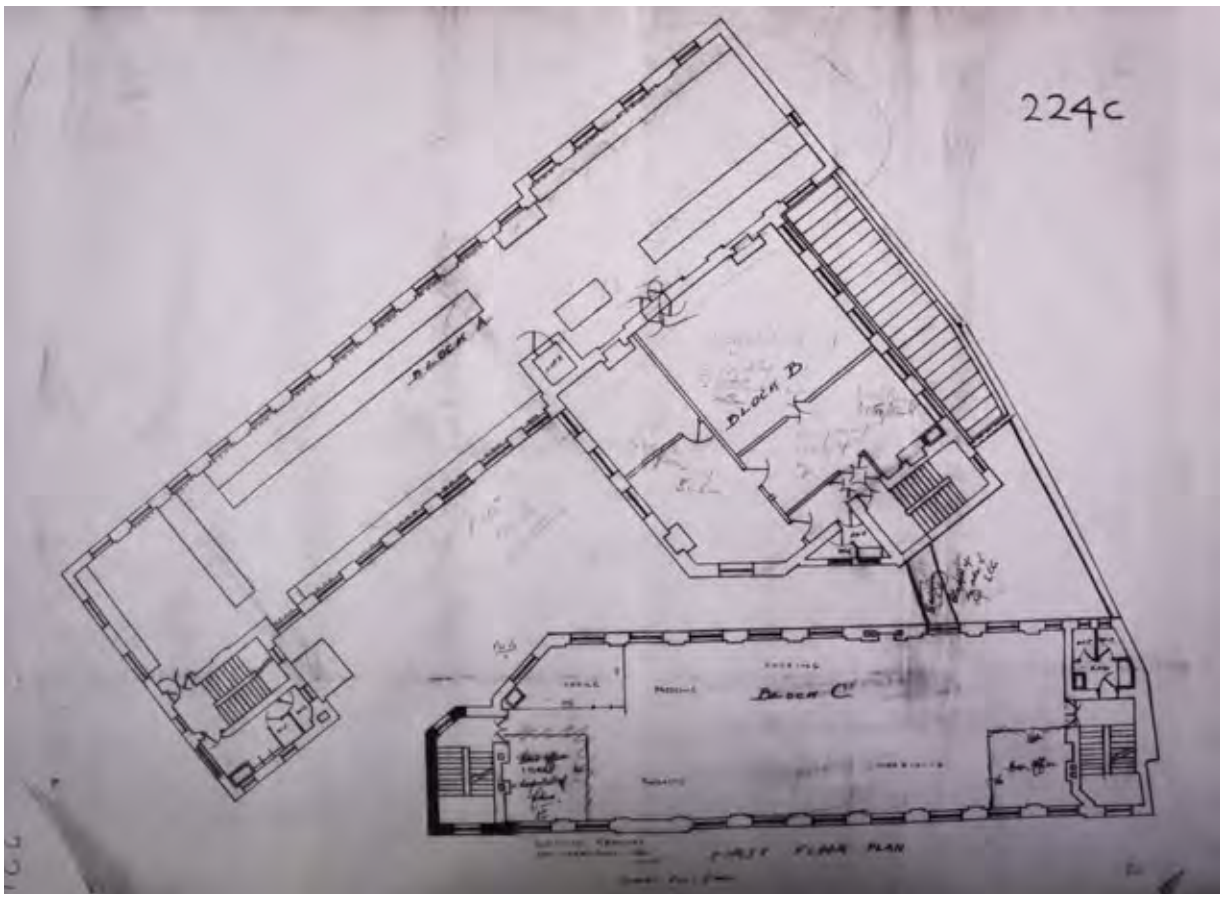
13. North exterior wall ofPanther House with porthole and cambered arched window in the same place as Plate 12 (Insall, 2018)



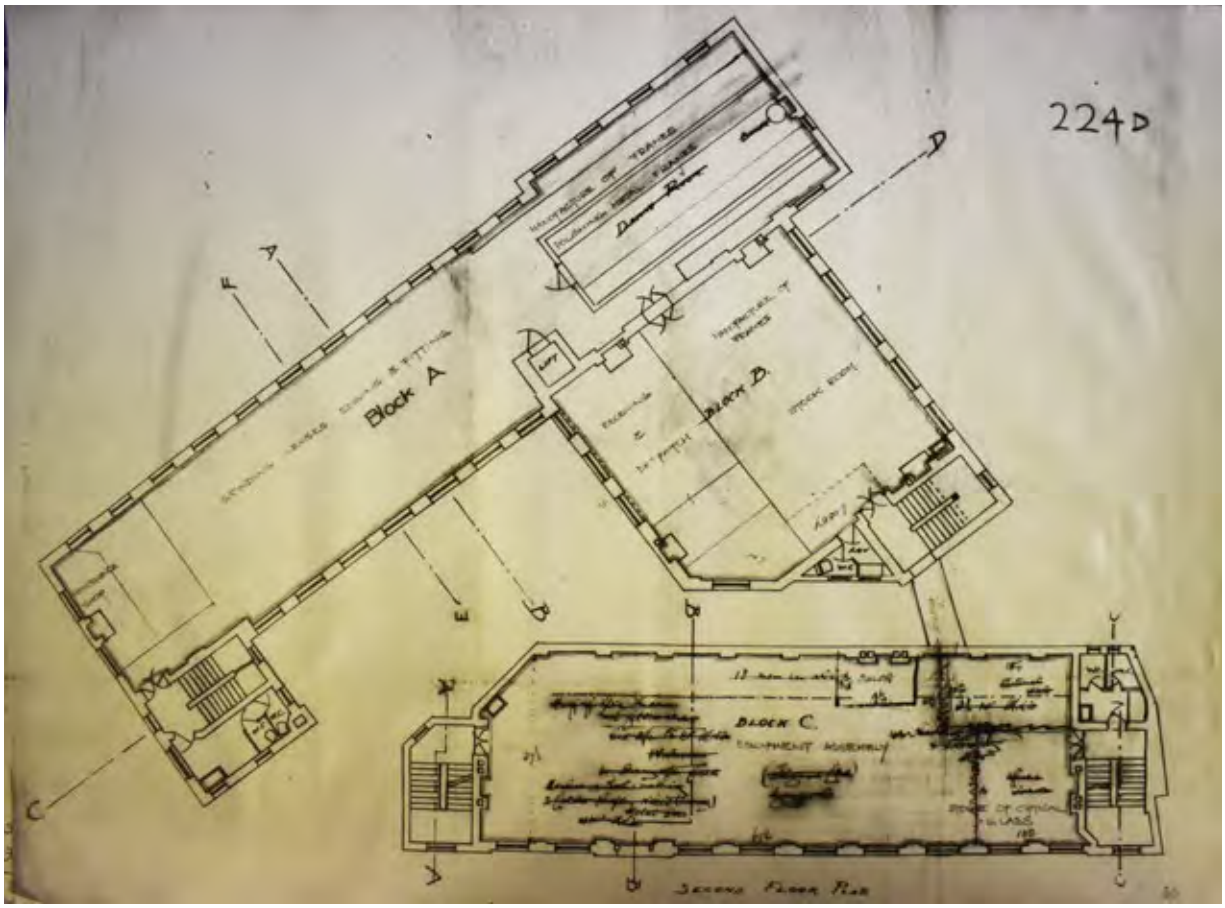
14. Basement plan of Panther House, undated (Camden Archives)



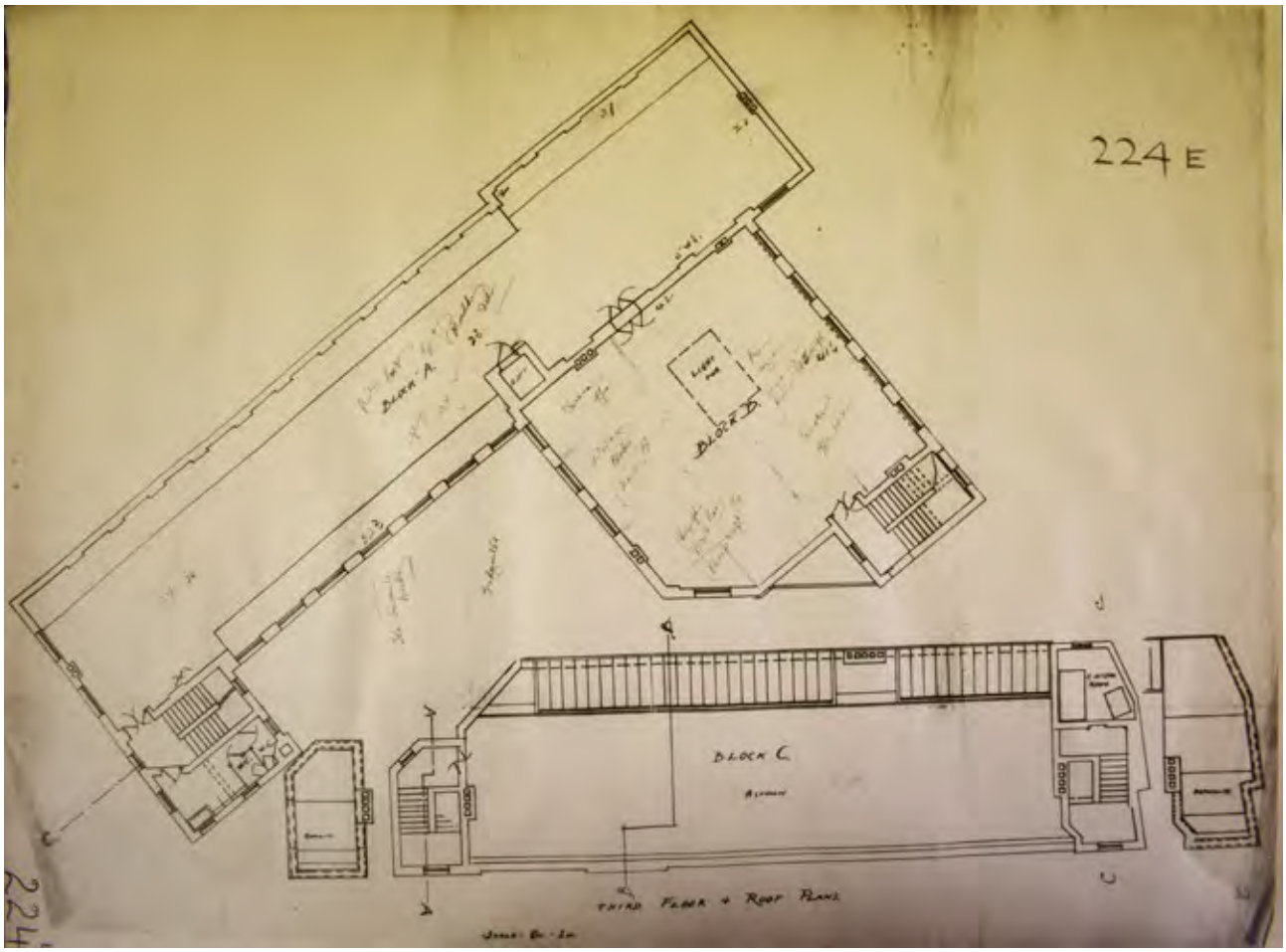
15. Ground floor plan of Panther House, undated (Camden Archives)



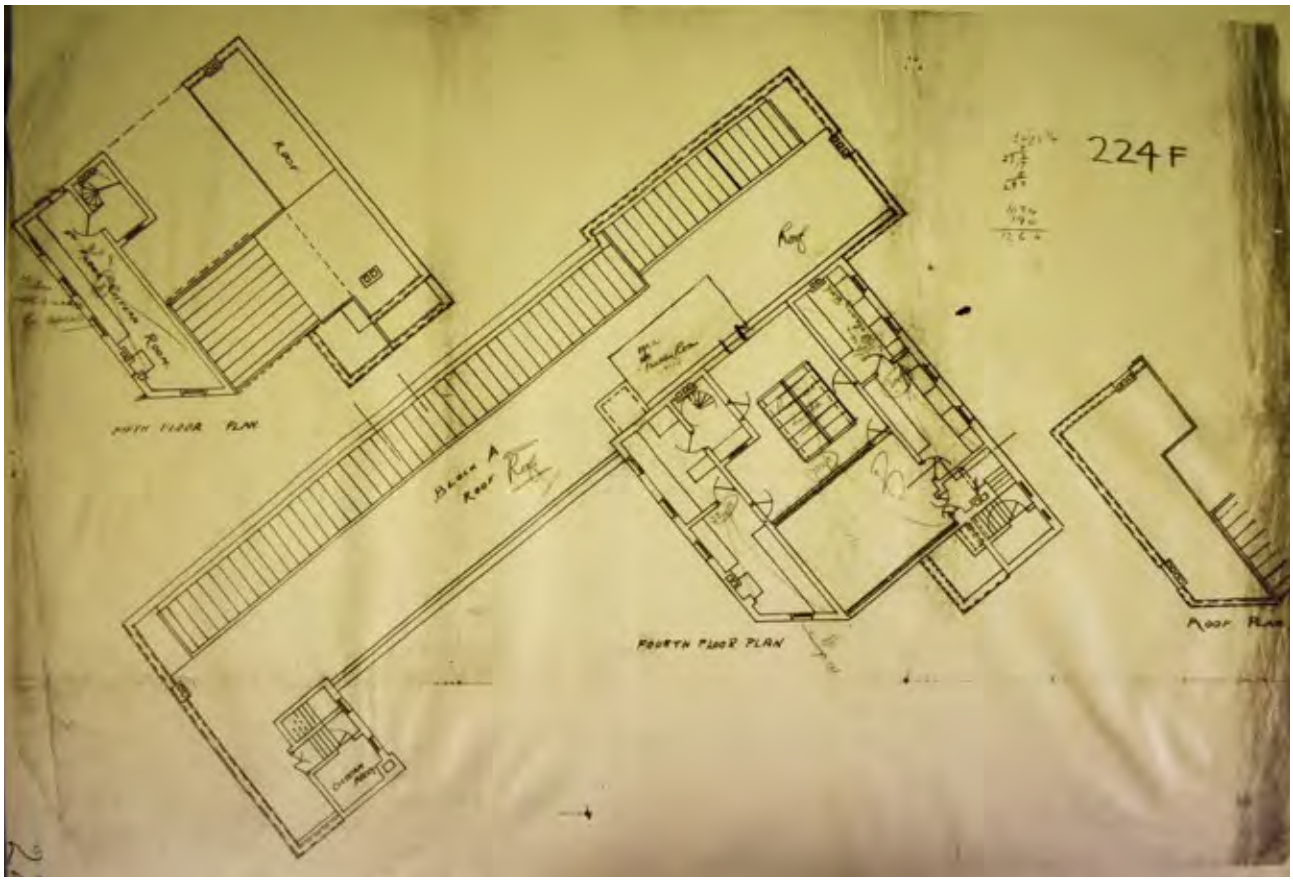
16. First floor plan of Panther House, undated (Camden Archives)



17. Second floor plan of Panther House, undated (Camden Archives)



18. Third floor and roof plan of Panther House, undated (Camden Archives)



19. Fourth floor and roof plan of Panther House, undated (Camden Archives)

As built, the complex comprised Blocks 'A, B and C', arranged roughly in a triangular formation around a central courtyard. All blocks were constructed using steel columns and beams and concrete floors. They were faced in flettons, with engineering brick bases and dressings, Crittall-style casement windows, stone and reconstituted stone cills and copings and flat asphalted roofs with roof lanterns.

Block A was of four storeys and ran NW - SE, with a stair core at its south east angle, two lift shafts, and a flat roof with lean-to roof lantern along its western edge. It was linked to Block B at its north east end. **Block B** was of six storeys and roughly square in plan, with single storey glazed section to the north, a stair core at its east end and a flat roof with a small central rooflight at fourth floor and a lean-to glazed roof at fifth floor level. **Block C** ran NE – SW along Mount Pleasant, this block was originally only linked to the others at basement level. It was of three storeys, rectangular with an angled south west corner, stair cores to its north and south ends, with a flat asphalted roof and lean-to roof lantern along its western edge. At basement level, the three blocks were connected and formed a roughly trapezoidal plan. A series of pitched roof lights covered parts of the central yard, illuminating this area of the basement. Although the original layout and use of the spaces is unclear, the buildings appear to have been laid out as follows: Blocks A and C probably contained the main lithography presses and associated machinery, with stair cores and adjacent WCs at each end of Block C and one at the end of Block A. These cores contained chimney stacks and fireplaces, and offices are likely to have been placed adjacent. The loading bays with hoists and internal gantries would have enabled the staff to handle the large lithography stones. Block B probably contained a series of offices, with a series of fireplaces to its perimeter and a stair core to the east. It is likely that the artist's drawing rooms were located on the upper floors, illuminated by rooflights. Its fourth floor contained two narrow sections of accommodation to the north and south, with a flat roof and roof lantern at the centre. In the southern portion was a cast iron spiral stair leading to a cistern room at fifth floor level. The internal finishes are largely unknown, however remnants of parquet floors and simple timber panelled doors have been found in the ground and first floors of Blocks A and B, and the spaces would in any case have been relatively plain and functional. As fire safety precaution, two-layer iron fire doors were placed at stair cores and at links with the other blocks to compartmentalise the buildings.

2.3.2 Later occupants and alterations

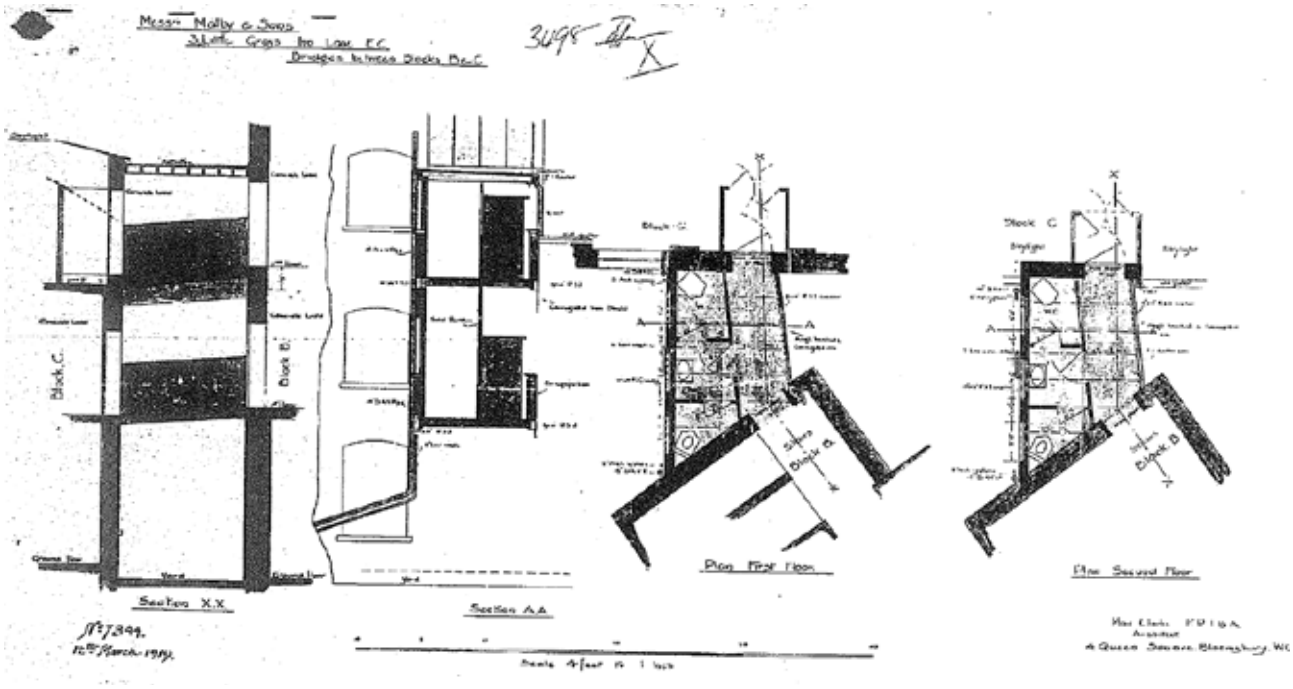
In 1919, an application was submitted by architect Max Clarke, FRIBA for Malby & Sons for the addition of a covered bridge between Blocks B and C at first and second floor level **[Plate 19a]**.

Malby & Son's vacated the building at some point in the 1920s; the 1923 Post Office Directory entry is the last to record their occupancy on the site. The buildings then went into multiple occupancy in around 1927 and the subsequent occupants are listed in Section 2.6. They included World Service Limited, a publishing firm, who occupied the building from 1928 until February 1941, when they went into liquidation.[11] From 1927-1941, additional toilets and cloakrooms were added and existing toilets were altered to the south stairwell of Block A on all floors, the stairwell of Block B on the ground and second to fourth floors and the ground floor of Block C.

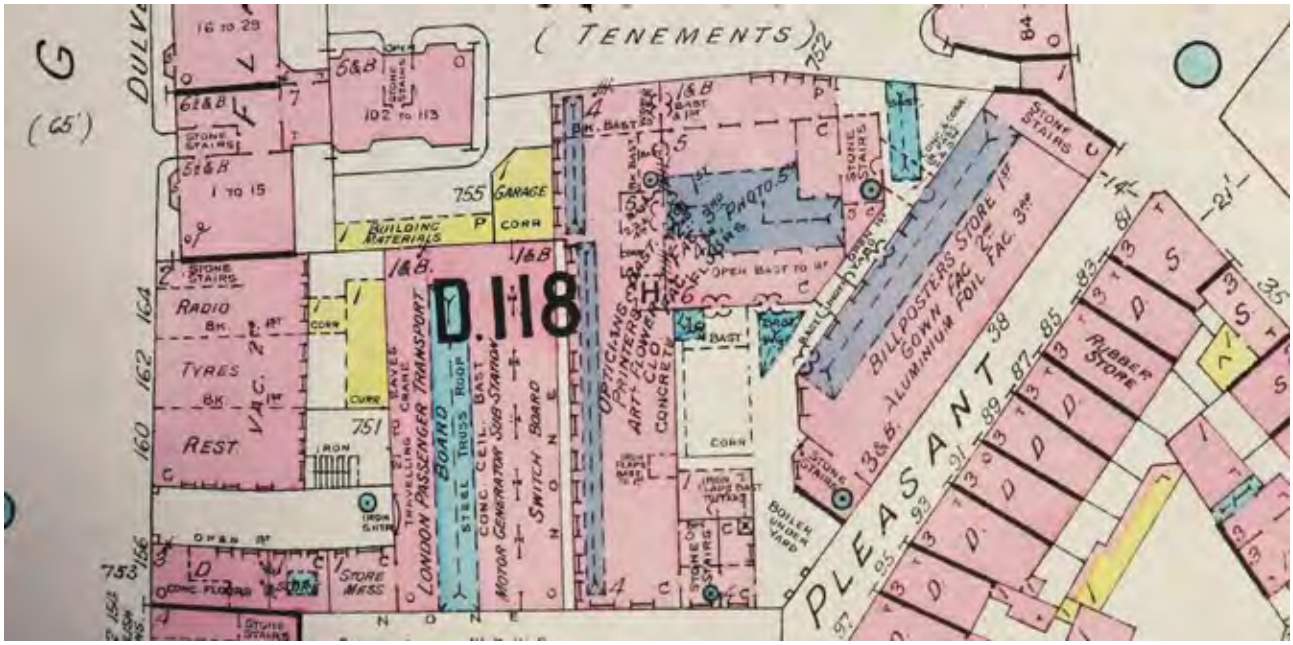
The annotated plans referred to in the previous section are undated, however, they show layouts and alterations for World Service Ltd and later Levers Optical Company Limited, who occupied the building from the early-1940s to c.1980. The annotations indicate that within the basements of Blocks A and C there were air raid shelters, presumably set up during the Second World War. They also show a small roof-top extension to Block A, on its north side which is labelled 'Printing Room' suggesting that this was added during the occupation of World Service Ltd **[see Plate 19]**.

The 1941 *Goad Fire Insurance Plan* shows the complex in multiple occupancy: Blocks A and B were occupied by an opticians (presumably Lever Optical Ltd) at basement to first floor, a printers on the second floor, an artificial flower factory on the third floor, a clothes factory on the fourth and a photographers on the fifth floor. Block C was occupied by a billposters store at first floor, a gown factory on the second and an aluminium foil factory at third floor **[Plate 20]**. The buildings are recorded as ranging between 1 and 5 storeys over a basement with several roof lights at different levels. All blocks had stone stairs, concrete floors and asphalt roofs apart from the single storey extension to the north which had a patent roof. The plan does not show the second lift adjacent to the stair core of Block A, suggesting it had been removed by this time. Although no bomb damage was recorded on the *LCC Bomb Damage Maps*, the site survey has revealed that the top floors of Blocks A and B have been rebuilt and part of the top floor of Block A now forms only a screen wall (complete with dummy windows), supported by a series of metal props.

11 The London Gazette, 14th February 1941



19a. Plan of Panther House showing proposed bridge between Blocks B and C, 1919 (Camden Archives)



20. Goad's Insurance Plan of London North District Vol. D sheet 3, 1941 (The British Library)

In 1946, Levers Optical Co. Ltd submitted plans for a proposed canteen within the basement of Block C. In 1950, an application was submitted for the erection of an electric hoist on the roof of Block A **[Plate 21]**. This involved inserting doors into the window openings of the entire bay below the electric hoist, though this appears to have only been implemented on the ground and third floors. The elevation still shows the pitched glazed roof at ground floor level.

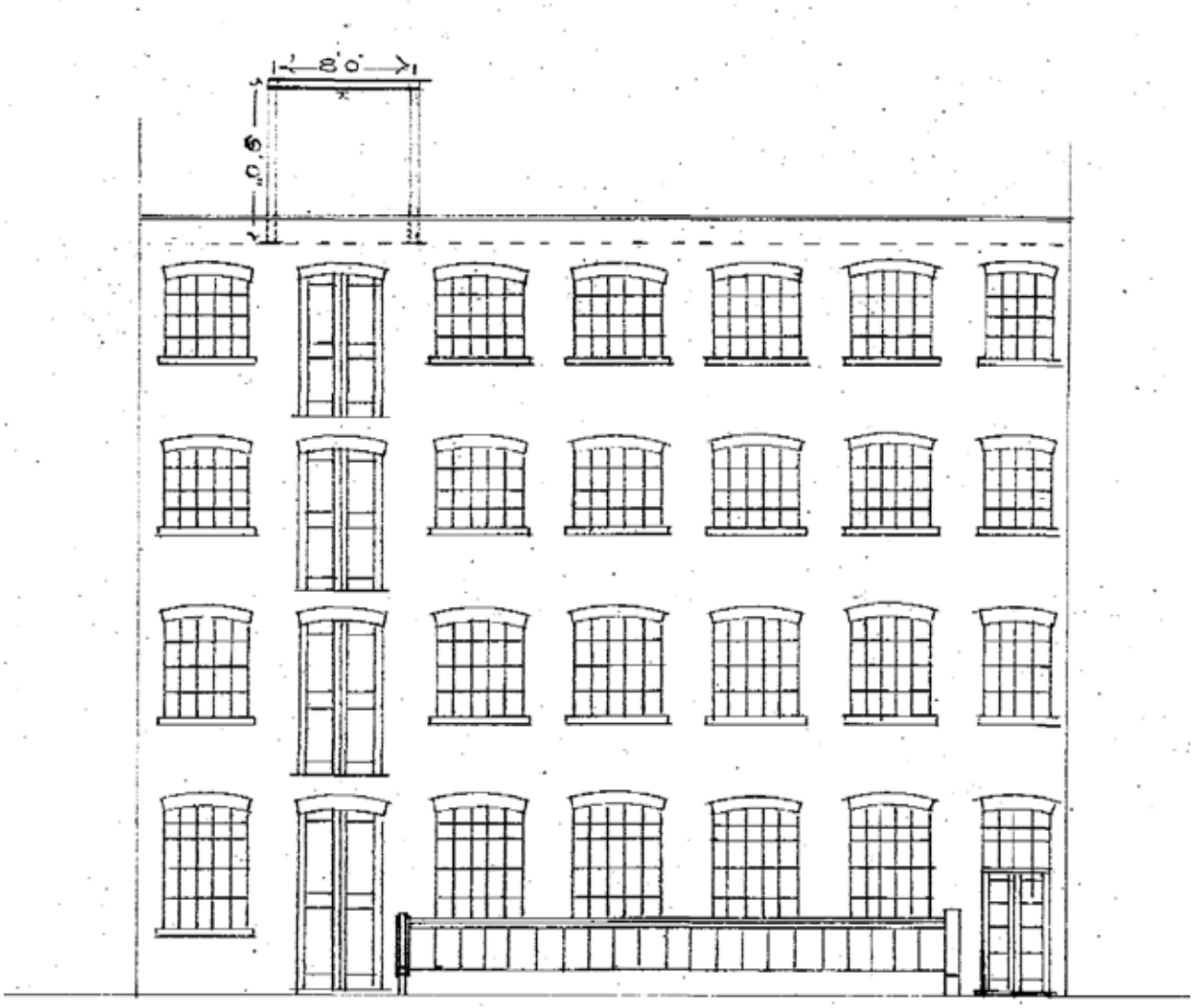
In 1972, Andrew Perloff, a commercial property agent, and his associates acquired control of Lever Optical Company Ltd and their premises at 38 Mount Pleasant. Thereafter, the company operated both as an optical business and property investment business. In 1979, the Lever Optical Co Ltd proposed a series of internal alterations to convert the buildings for light industrial and office uses and also to erect an extension to Block A to provide ancillary office accommodation. Whilst the extension appears not to have been constructed, the subdivision of the internal spaces was undertaken **[Plates 22-28]**. Few changes were proposed at basement level other than the encasing of structural steel in fire-rated material and fire-rated doors. At ground floor level, internal partitions were inserted within Block C (labelled Block A) to create a corridor linking to the north and south stairwells with a series of small rooms either side. In Block B partitions were introduced to form a dog-legged corridor and a series of separate rooms, as well as a new goods entrance in the south wall. Two partitions were inserted in Block A to separate the block into three large spaces. At first floor level, corridors and partitions were inserted in blocks labelled A (C) and B and in Block C (A), partitions were either upgraded or new ones inserted off a central spine corridor. The upper floors appear to have been open plan and were to remain as existing, apart from the fourth floor of Block B which was subdivided into workspaces. The glazed roof over the centre was still extant. The very narrow fifth floor of this block was accessed via a spiral stair. The roof plan shows the small roof-top extension to Block A, suggesting that this was in place at this time **[see Plate 28]**.

Lever Optical Company Ltd continued in its dual purpose until 1980 when the optical business was sold. The company retained the Mount Pleasant building and changed the company's name to Panther Securities Ltd, focussing solely on property investment.[12]

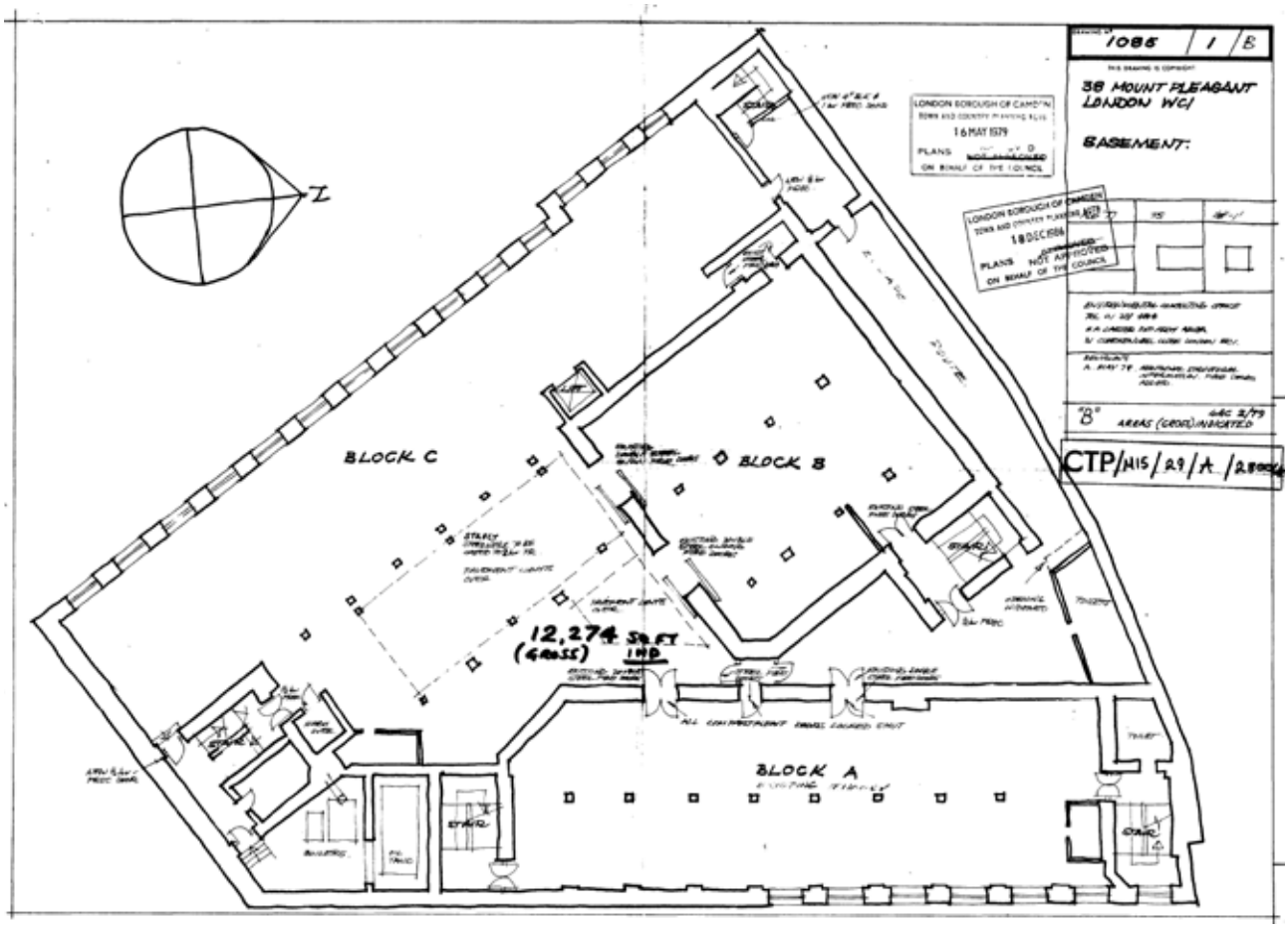
In 1997, permission was granted for the refurbishment and extension of the existing buildings including a new entrance, third floor extension to Block C and fourth and fifth floor additions to Block A. Despite the approval of details of this scheme in 2002, it appears that this scheme was not implemented. In 2004, Panther Securities sold the property on Mount Pleasant for £8.8m.[13] The building is currently in use as a mixture of retail, office, residential and workshop space. Existing plans show that building has remained largely unchanged in terms of layout since the alterations made in 1979.

12 Panther Securities Plc. Company History. Online. http://www.pantherplc.com/about-us/company-history/?doing_wp_cron=1532377307.2241690158843994140625 (accessed July 2018)

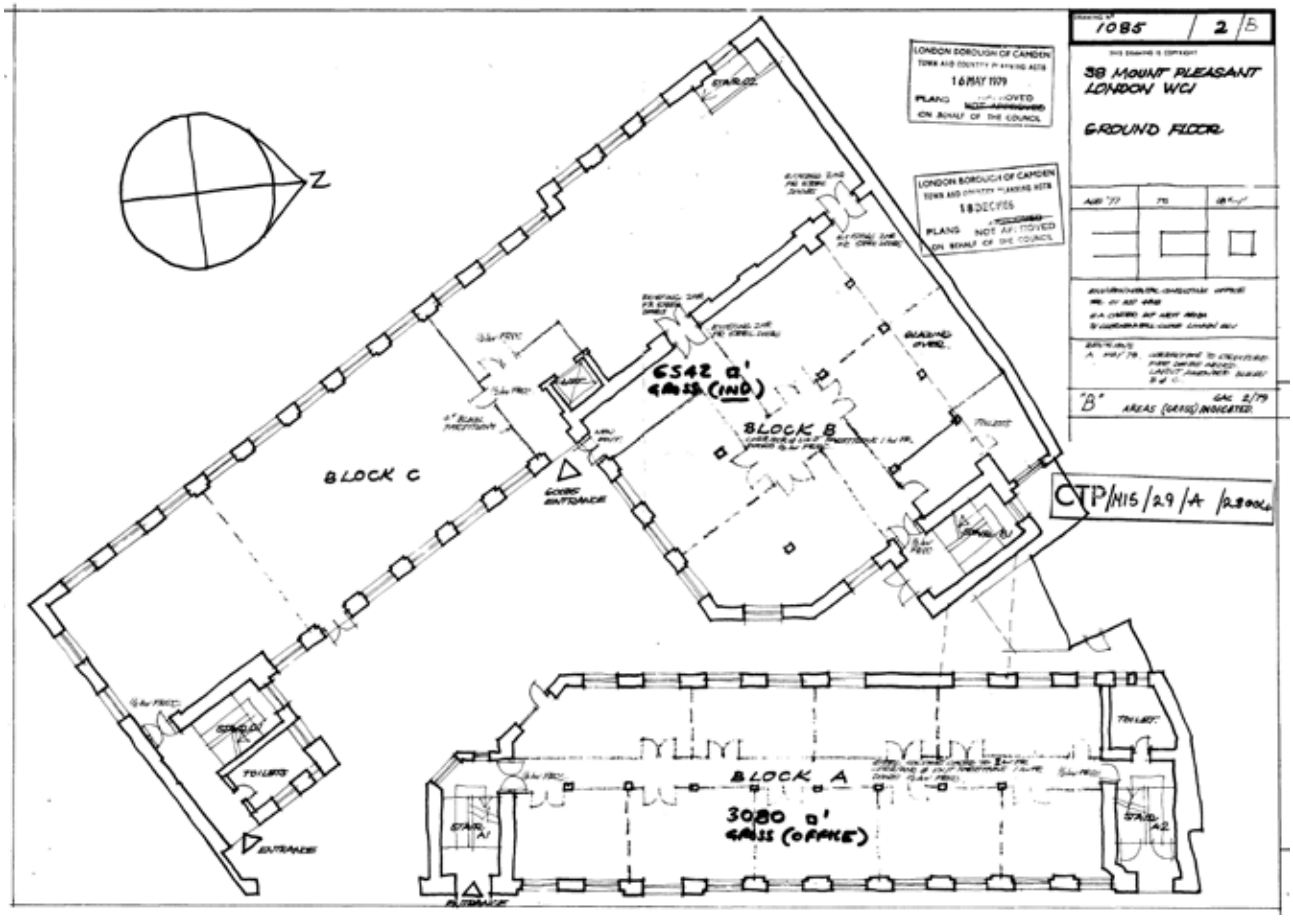
13 Ibid.



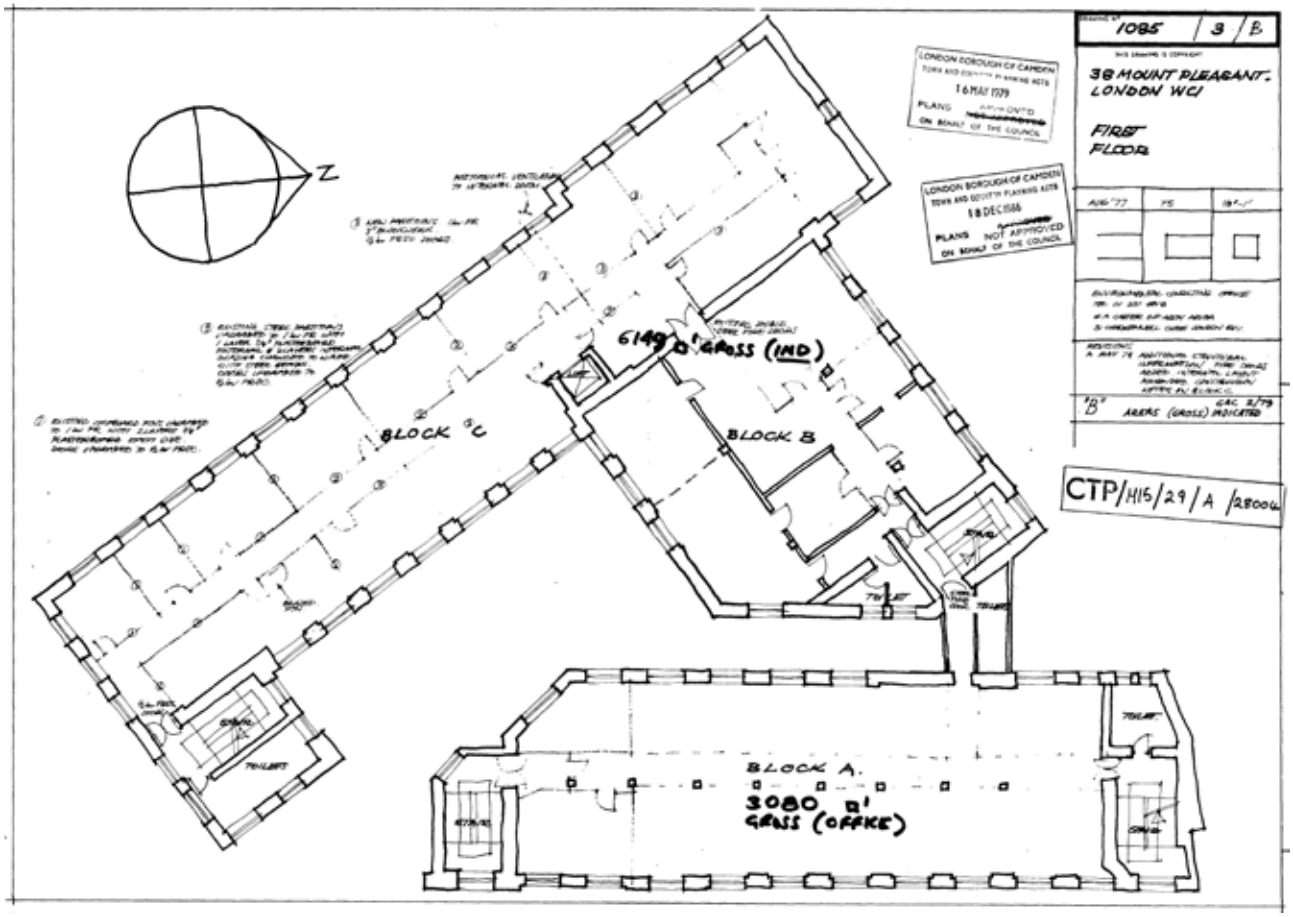
21. East elevation, Block A, Panther House showing proposed electric hoist for Levers Optical Co Ltd, 1950 (Camden Planning Online)



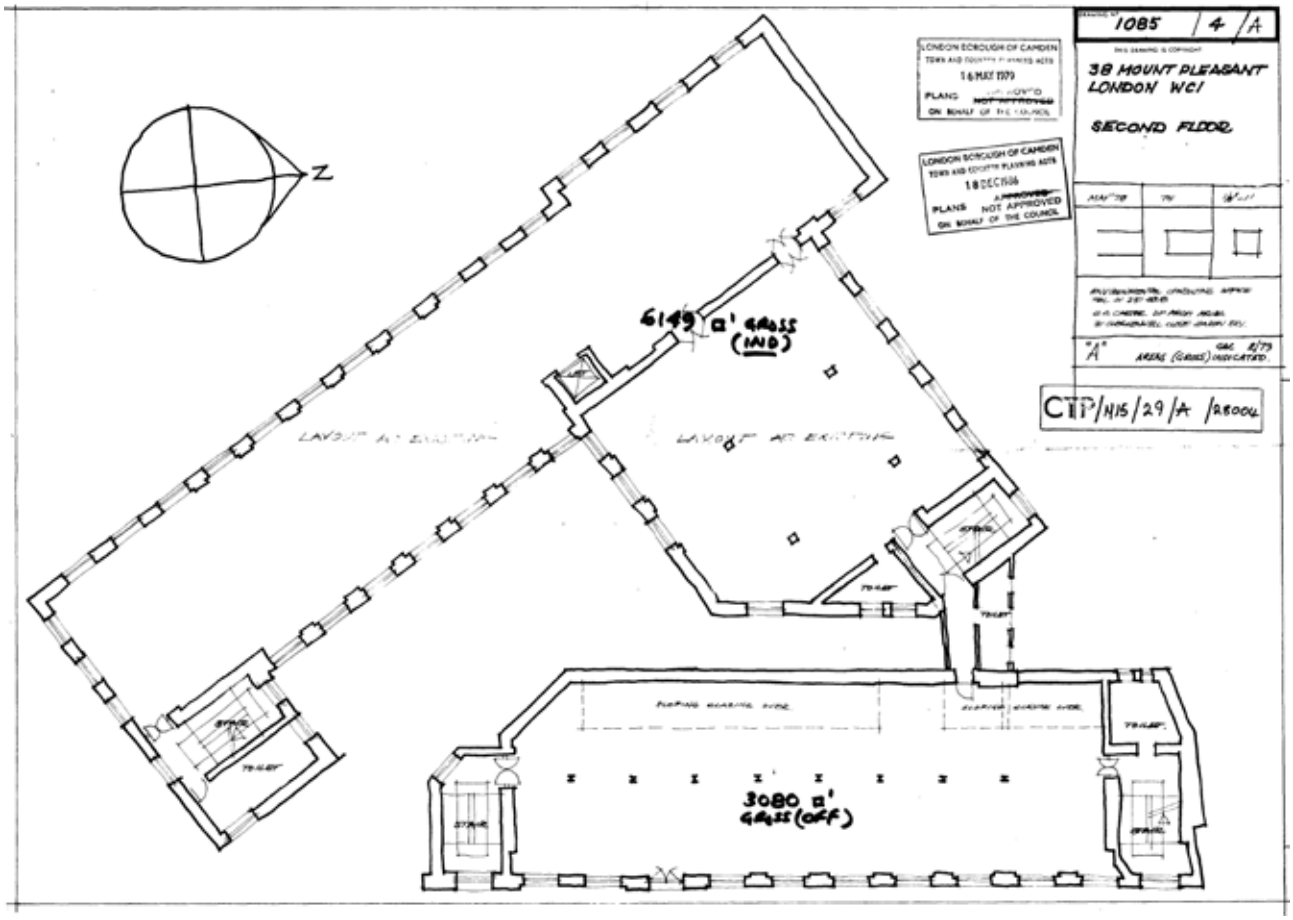
22. Basement plan of Panther House, 1979 (Camden Planning Online)



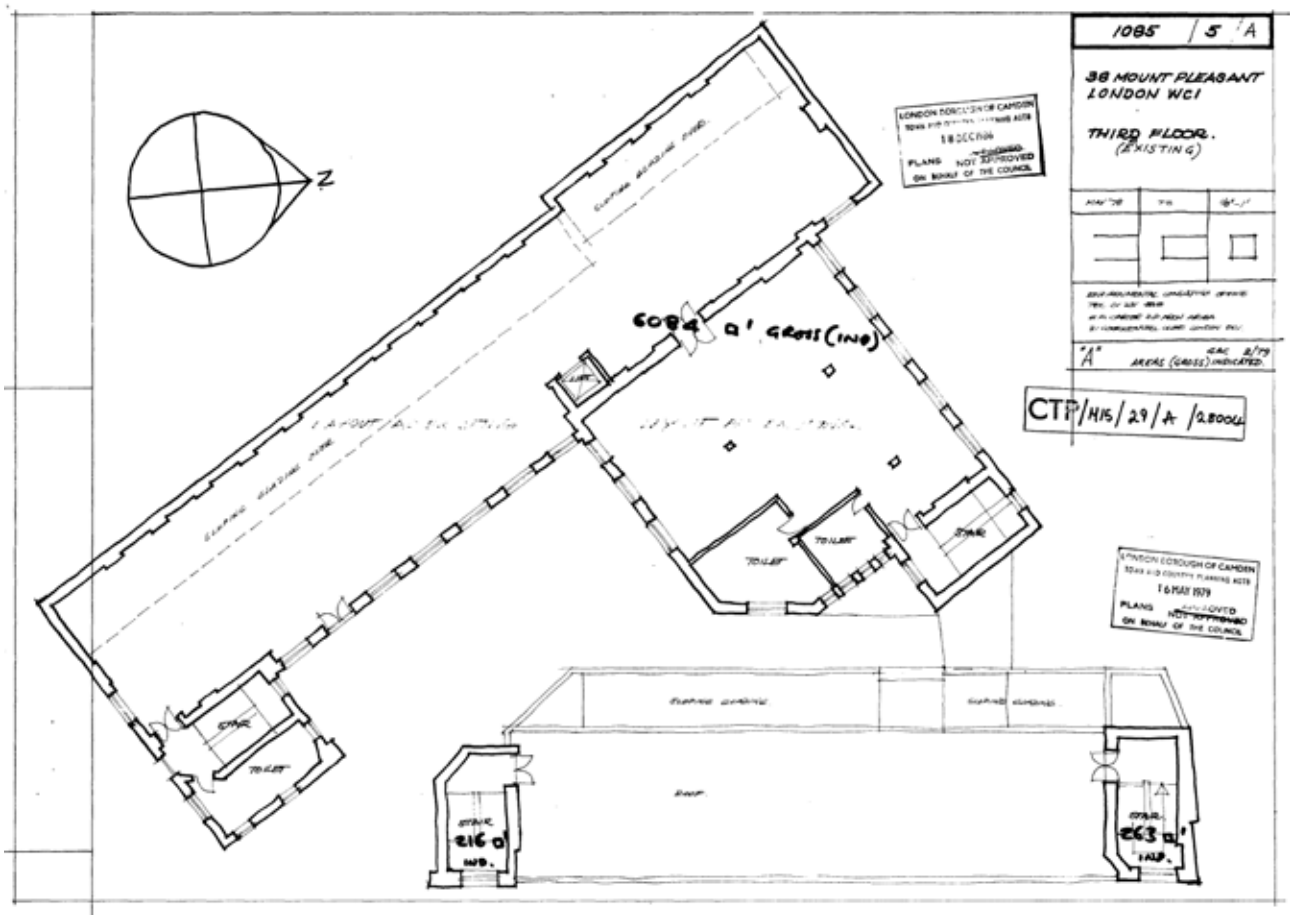
23. Ground floor plan of Panther House, 1979 (Camden Planning Online)



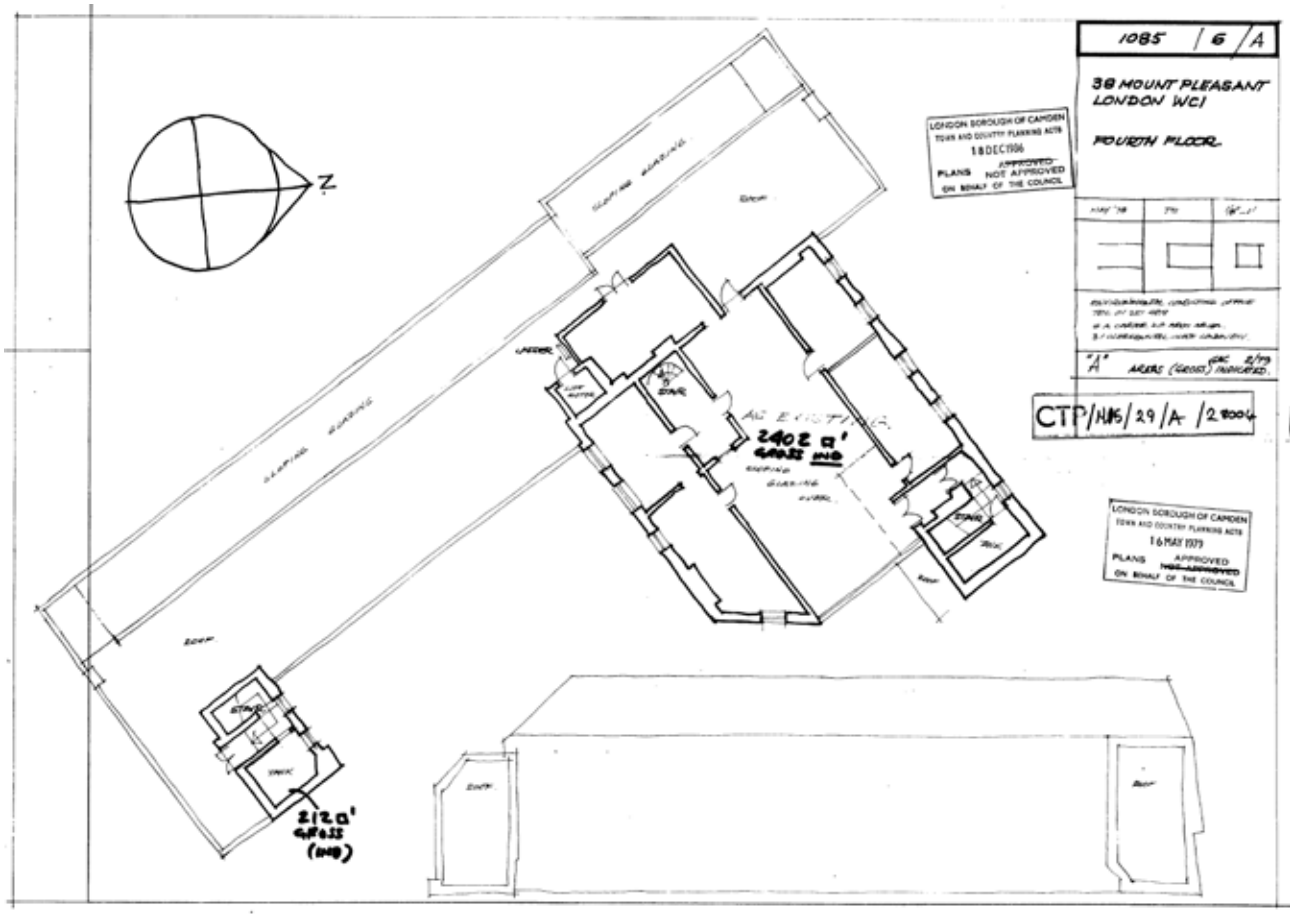
24. First floor plan of Panther House, 1979 (Camden Planning Online)



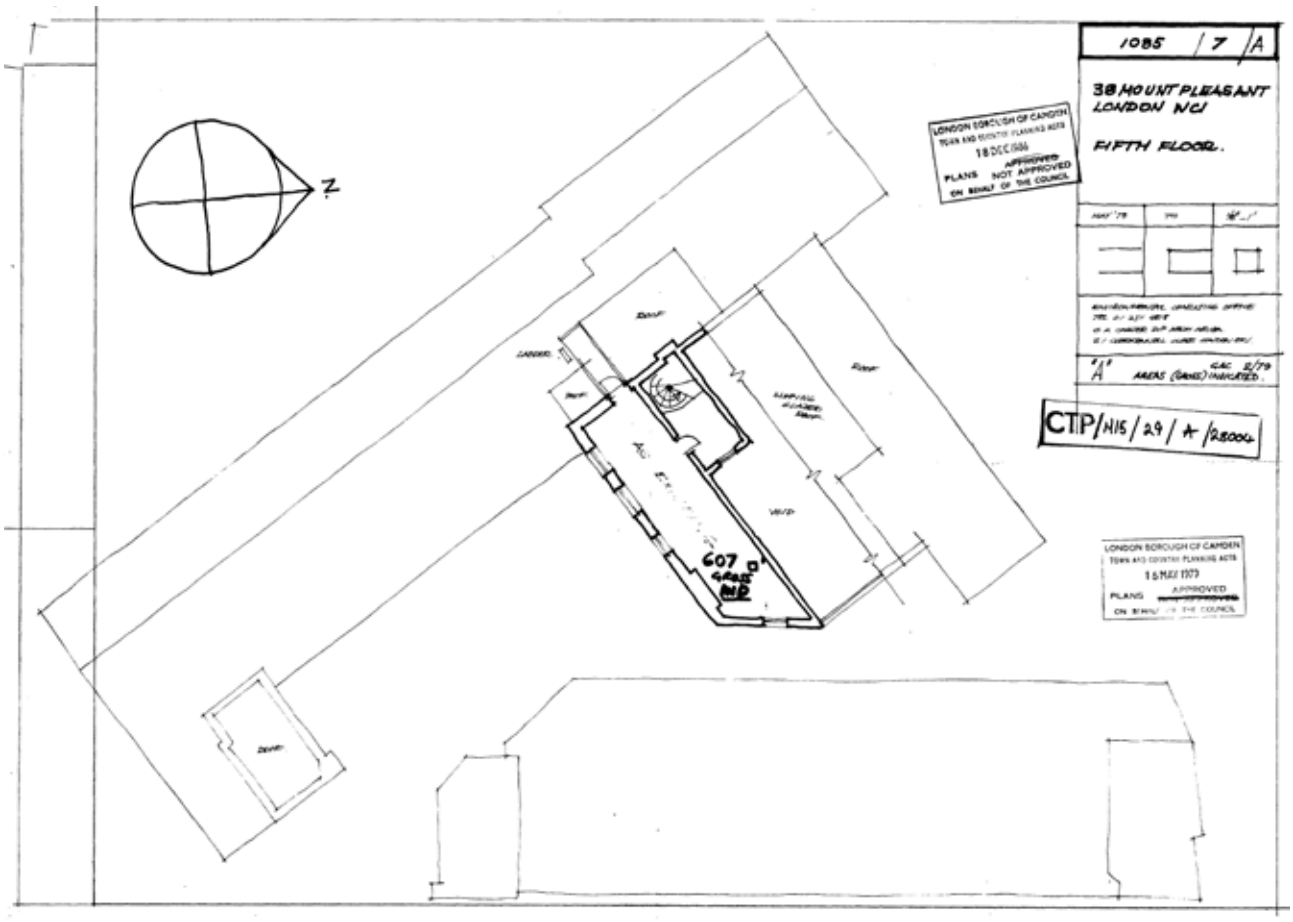
25. Second floor plan of Panther House, 1979 (Camden Planning Online)



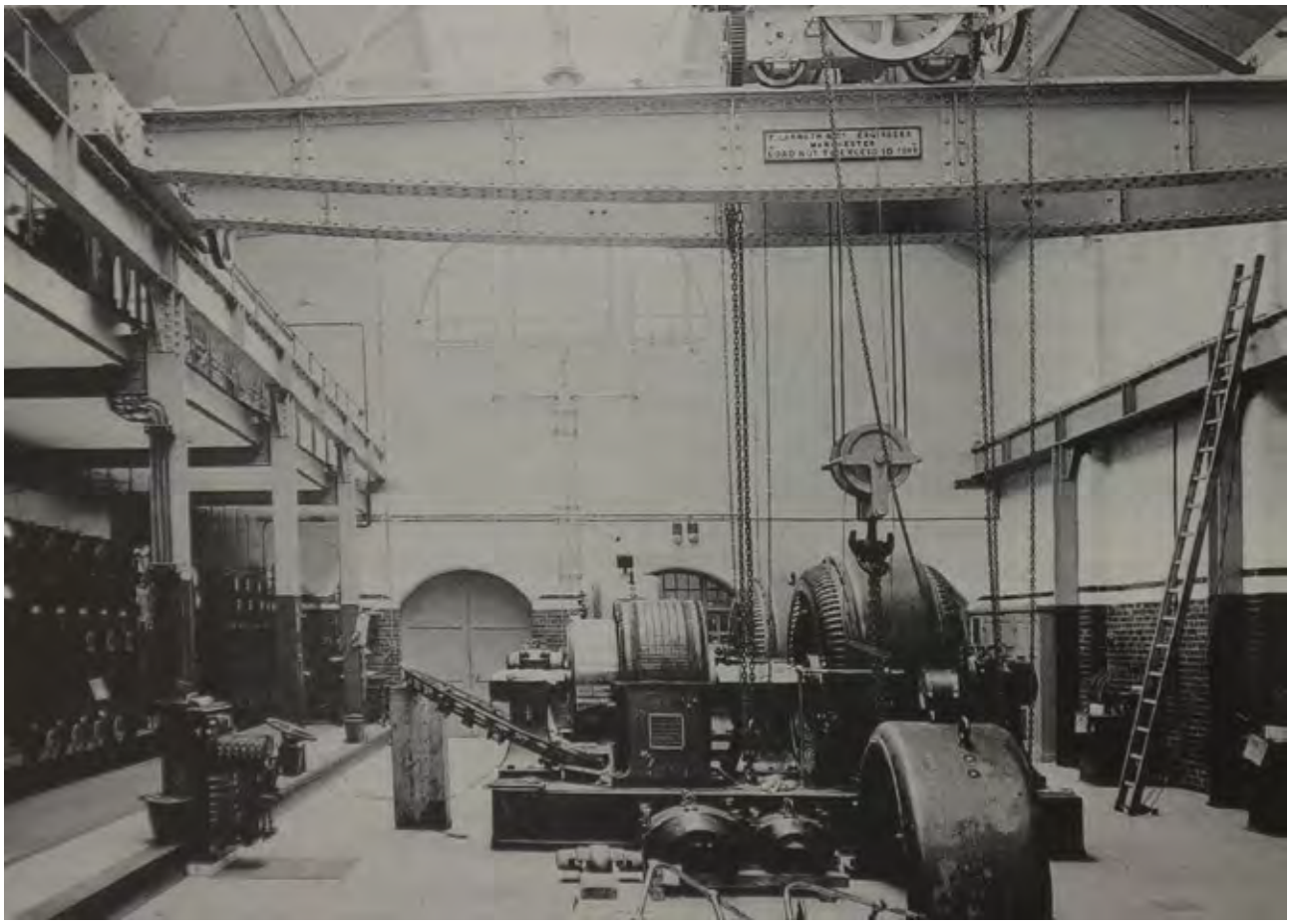
26. Third floor plan of Panther House, 1979 (Camden Planning Online)



27. Fourth floor plan of Panther House, 1979 (Camden Planning Online)



28. Fifth floor and roof plan of Panther House, 1979 (Camden Planning Online)



29. Interior of Forest Hill Substation, 1909 (Oakley, 1989)

2.4 156-158 Gray's Inn Road

2.4.1 A summary history of tram sub-stations[14]

The London County Tramways (Electrical Power) Act 1900 permitted the electrification of tramlines across London. As part of this, electricity sub-stations were needed to supply power to the tramlines. These were built no more than three miles apart and the first three to be built were within sites already used for tram purposes such as electric car sheds and cable turning stations. Temporary sub-stations were constructed in south London but as the tram lines expanded, so did the need for more sub-stations. This resulted in the construction of 21 purpose-built sub-stations in London by 1912, 12 in south London and 9 in north London. All stations were equipped by Messrs Dick, Kerr & Co. Ltd, British Westinghouse, The Electrical Construction Company Ltd and Siemen Bros & Co Ltd, Dynamo Works and had one dedicated feeder from Greenwich power station (built 1906-1910). The architects of the sub-stations were from the London County Council architect's department. The sub-stations were large rectangular warehouse-type buildings, often subtly classical in design with arched openings and pitched roofs with roof lanterns. A photograph of Forest Hill sub-station in 1909, shows the typical interior of the tram electricity sub-station, with glazed brickwork, a large arched window and a central roof lantern. A large travelling crane is shown supported by two girders. Each sub-station was installed with a lead-acid battery of 280 secondary cells used to supply power to control the switch gear and to provide stand-by supply in the event of an emergency **[Plate 29]**.

By the First World War, sub-stations required protection from being overworked, the shortage of skilled engineering staff and a lack of replacement equipment. In the 1920s, following the War, the sub-stations were updated and existing plants were replaced with rotary convertors. The Transport Act of 1947 meant that the London Passenger Transport Board was replaced by the London Transport Executive and in 1950 it was announced by Lord Latham of the London Transport Executive that the London tram services were going to be replaced by diesel buses. At this point, the sub-stations became redundant and were demolished or in many cases repurposed. The repurposed sub-stations have had numerous new uses and today include the former Shoreditch sub-station on Rivington Street (Grade II listed) which is now a restaurant and the former Brixton sub-station has been converted into an Italian Catholic Mission Centre.

14 Oakley, E. R. London County Council tramways. Vol. 1 (London, 1989)

2.4.2 The Holborn Sub-station (158 Gray's Inn Road)

In c.1906, an L-shaped section of the former yard belonging to the workhouse was purchased by the London County Council and was developed with an electricity sub-station for the London County Council Tramways. The building was set back from the street, abutting the west wall of Malby & Son's complex. Photographs from 1906 show the building during construction **[Plates 30-31; refer to Plate 11]**. The sub-station was a large rectangular brick-built building with a pitched steel truss roof - gabled at its south end and hipped at its north, and containing a central glass roof lantern. A photograph of the nearly-complete sub-station in 1907 shows a glazed brick interior with a concrete floor **[Plate 32]**. Two rows of deep metal beams supported by columns ran north to south across the sub-station, one set against the west wall of the sub-station and the other free-standing. The latter was at higher ground level and tied to taller columns which supported a steel beam at roof level which connected to the roof trusses. Resting on the two rows of steel beams was a travelling crane as shown in the 1909 photograph of Forest Hill sub-station and to the right was a space beyond the steel structure which is likely to have held a mezzanine containing a switch room (refer to Plate 29). The interior of sub-station follows the same general design and layout as those of Forest Hill sub-station and Shoreditch sub-station (Grade II listed).

Adjoining the sub-station at its southwest end was the mess and store rooms. Photographs taken in 1906 confirm that this wing was built as part of the sub-station (refer to Plates 30-31), as they show its foundations and the opening in the sub-station's wall. Following the London Passenger Transport Act of 1933, the sub-station passed under the ownership of the London Passenger Transport Board.

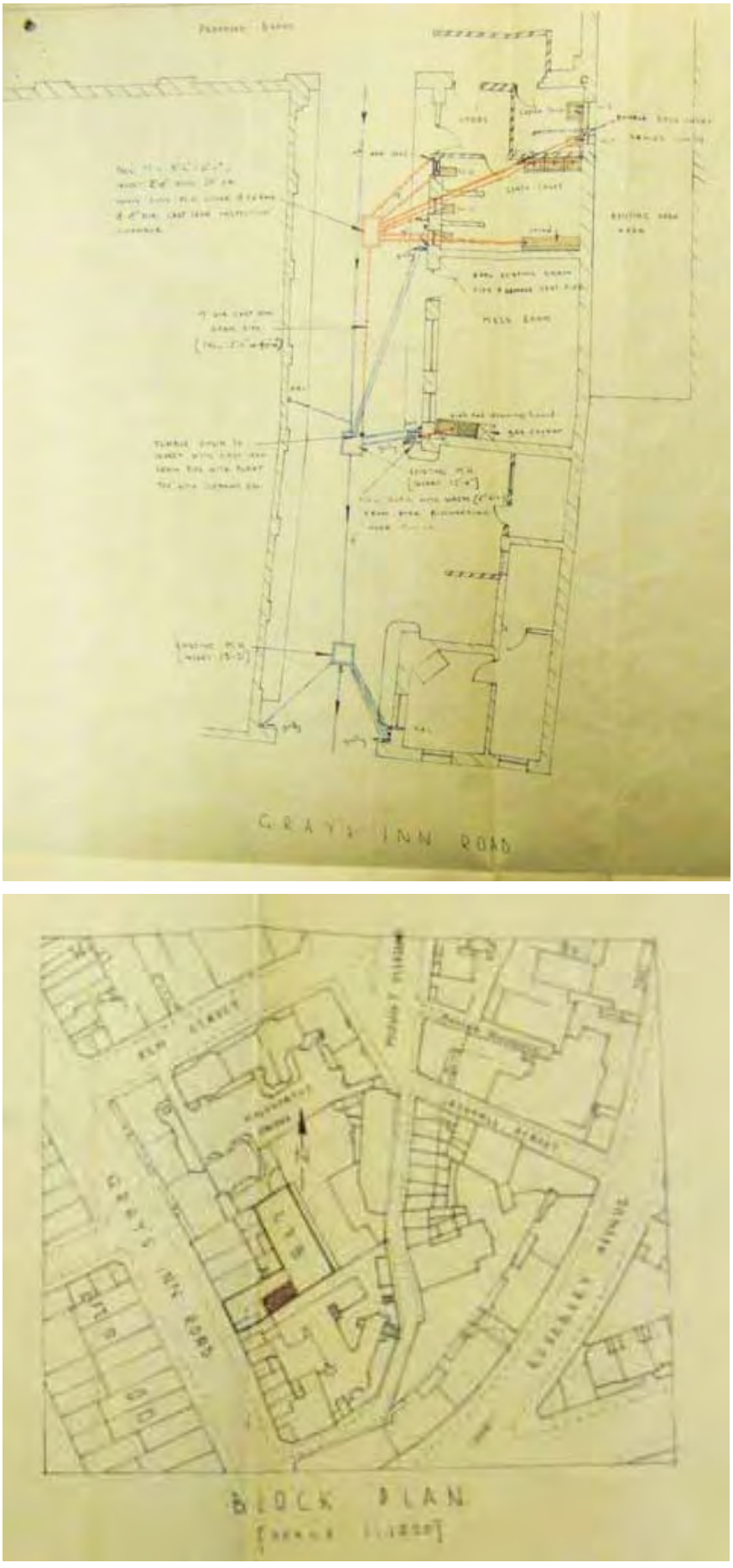
Goad's Fire Insurance Plan of 1941 labels the sub-station 'London Passenger Transport Board Motor Generator Substation' (refer to Plate 20). The building was one storey over a basement with a switchboard along its east wall. The main entrance in the west wall contained an iron shutter. Adjacent was an opening to the single storey store and mess room, which had two window openings on its north elevation and was accessed through the sub-station, the adjacent store room had three windows, and was accessed from the yard and Foreman's house to the south; both are noted as having asphalt roofs and the store had a central roof light.

In 1933, the electricity distribution system passed on to the London Passenger Transport Board and by 1952 the electric trams were retired and replaced with diesel buses. The Holborn sub-station remained under the control of the London Executive, which transferred to the London Transport Board in 1963. A 1964 drainage plan of the site describes the premises as the 'Gray's Inn Road Depot, London Transport Board, Works and Building Department Holborn Area' and has labelled the sub-station 'proposed depot', suggesting that it was repurposed at this point **[Plate 33]**. The plan shows proposed alterations to the mess and store rooms (refer to Plate 33). The former mess room was to be separated into three rooms, comprising a lobby accessed from the yard and sub-station, gentlemen's toilets accessed from the lobby and ladies toilets accessed from the sub-station. The former store was labelled 'mess room'.

30. Holborn substation during construction showing the construction of the mess, 1906 (Collage)

31. Holborn substation during construction, 1906 (Collage)

32. Interior of the nearly-completed Holborn substation, 1907 (Collage)



33. Drainage plan of 156-158 Gray's Inn Road, 1964 (Camden Archives)

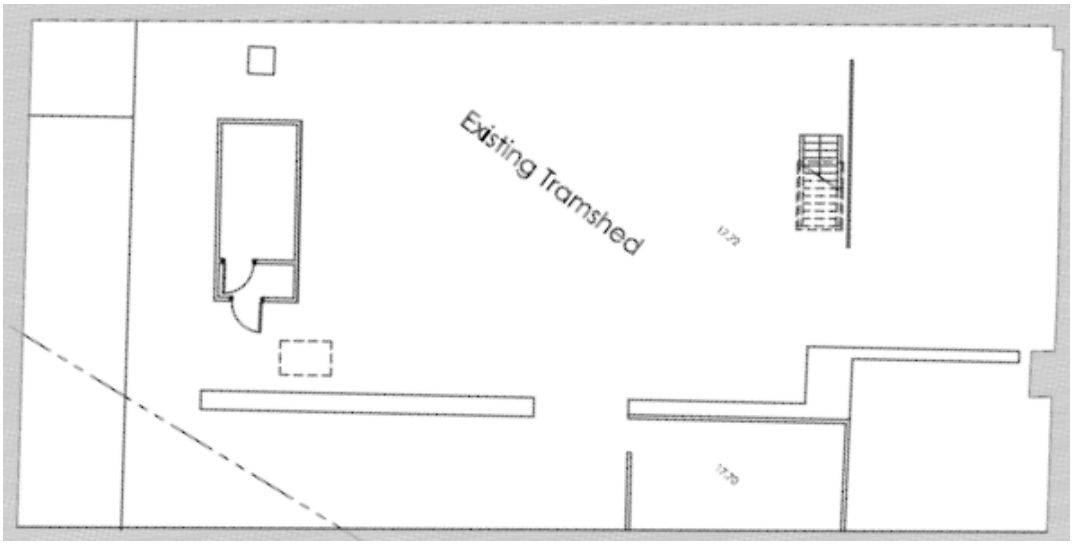
A 1984 application for the site 160-164 Gray's Inn Road, references the owner of the sub-station as 'London Transport', indicating that the sub-station remained in use by London Transport at this time.[15] It has unclear when London Transport sold the site but the sub-station, store and mess have since been converted into light industrial use.

In 2008, an application to redevelop the entire site was made by Octagon Assets Ltd. Although the application was withdrawn, the survey plans reveal that a series of partitions and staircases had been inserted into the sub-station to support its commercial/light industrial use **[Plates 34-36]**. The basement was accessed by staircases to the north and south and a spine wall separated the west side from the rest of the floor. At ground floor level, partitions aligned with the steel columns on the west side and further partitions are shown at the north and south ends. The former mess could still be accessed from within the sub-station, through a reduced opening. The mezzanine level formed an L-shape over only the south east corner of the building.

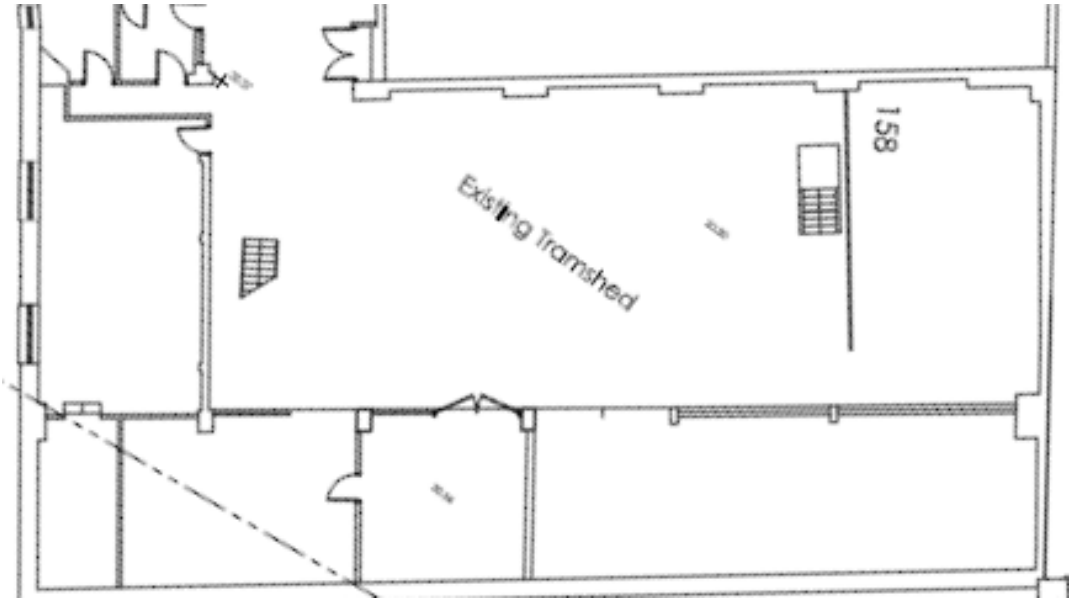
Current plans of the sub-station show additional changes to each floor level: The basement has been subdivided by several partitions. At ground floor, the north, east and south sides of the sub-station have been partitioned off to create small business suites / offices **[Plates 37-39]**. There are three staircases leading to the first floor level which has expanded south to stretch the entire length of the east and south walls. Like the ground floor it is subdivided into smaller rooms, the southern portion contains a further mezzanine and there is an opening in the west wall to provide access to the roof of the former mess and store **[Plate 40]**.

40. Interior of the former mess at 156-158 Gray's Inn Road (Insall, 2018)

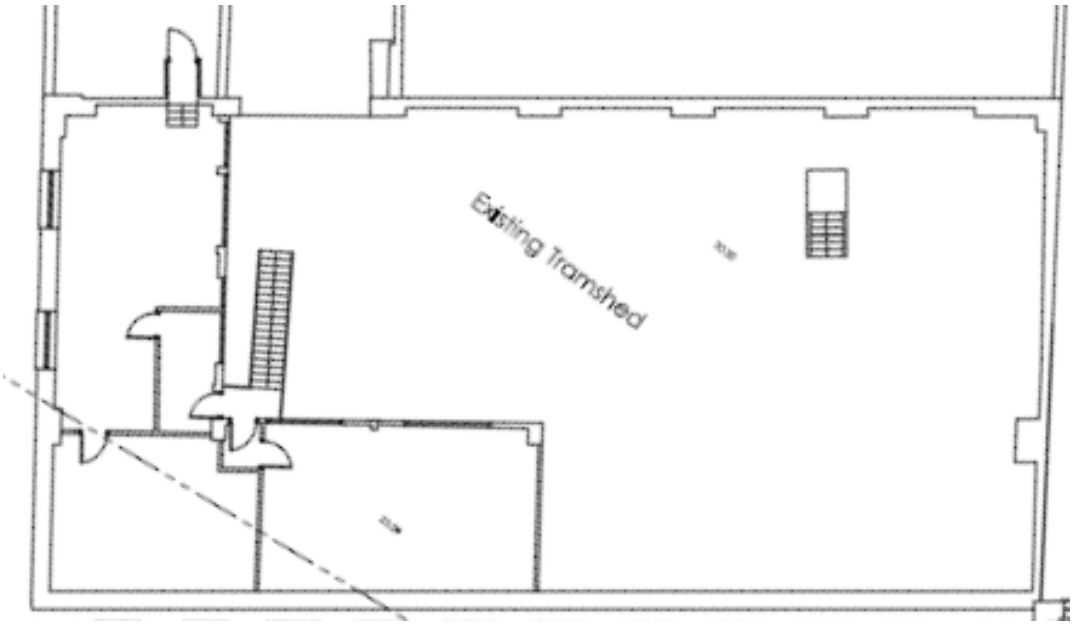
15 Camden Planning Application. 8401059 (1984, Camden Planning Online)



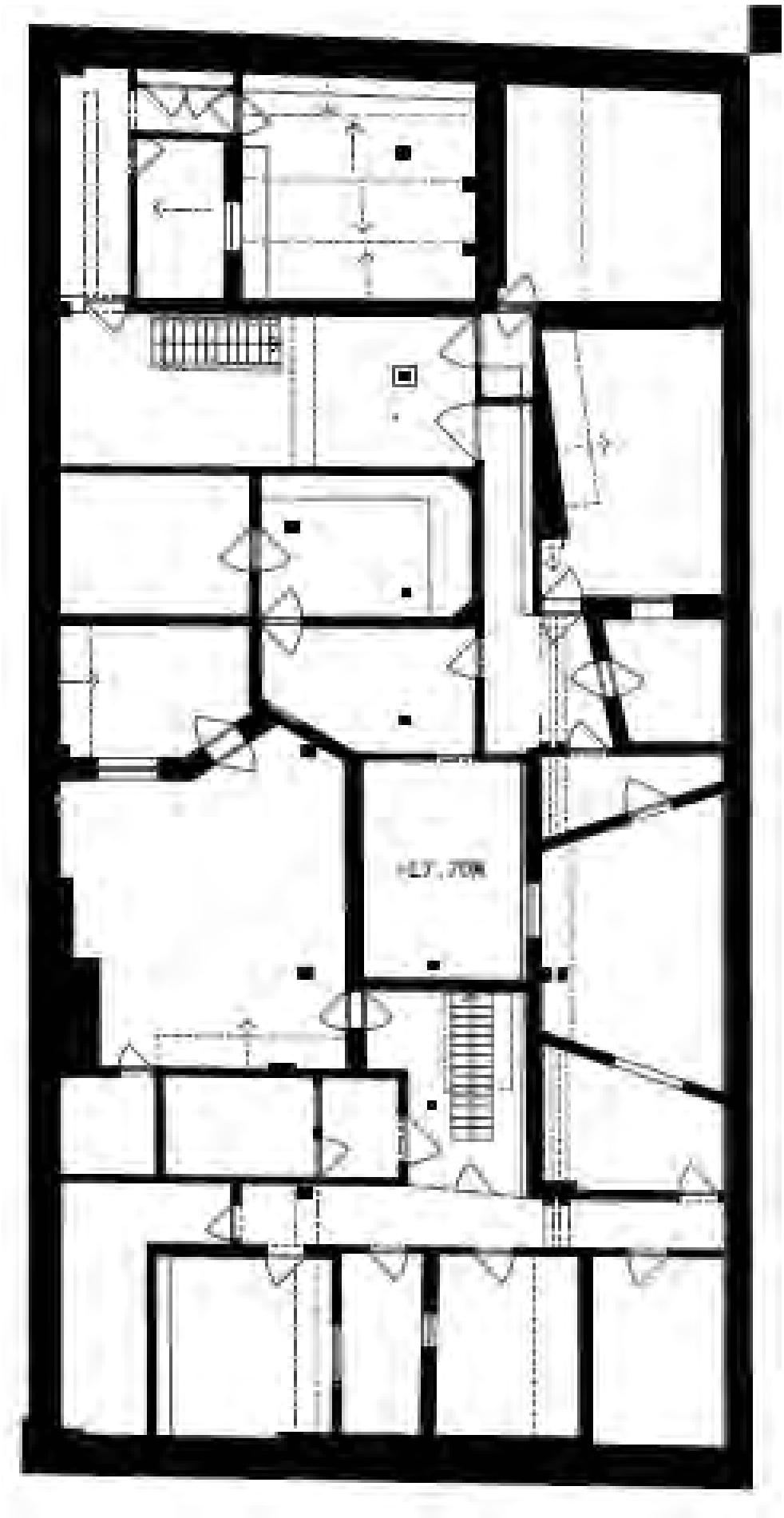
34. Basement plan of the former substation at 156-158 Gray's Inn Road, 2008 (Camden Planning Online)



35. Ground floor plan of the former substation at 156-158 Gray's Inn Road, 2008 (Camden Planning Online)

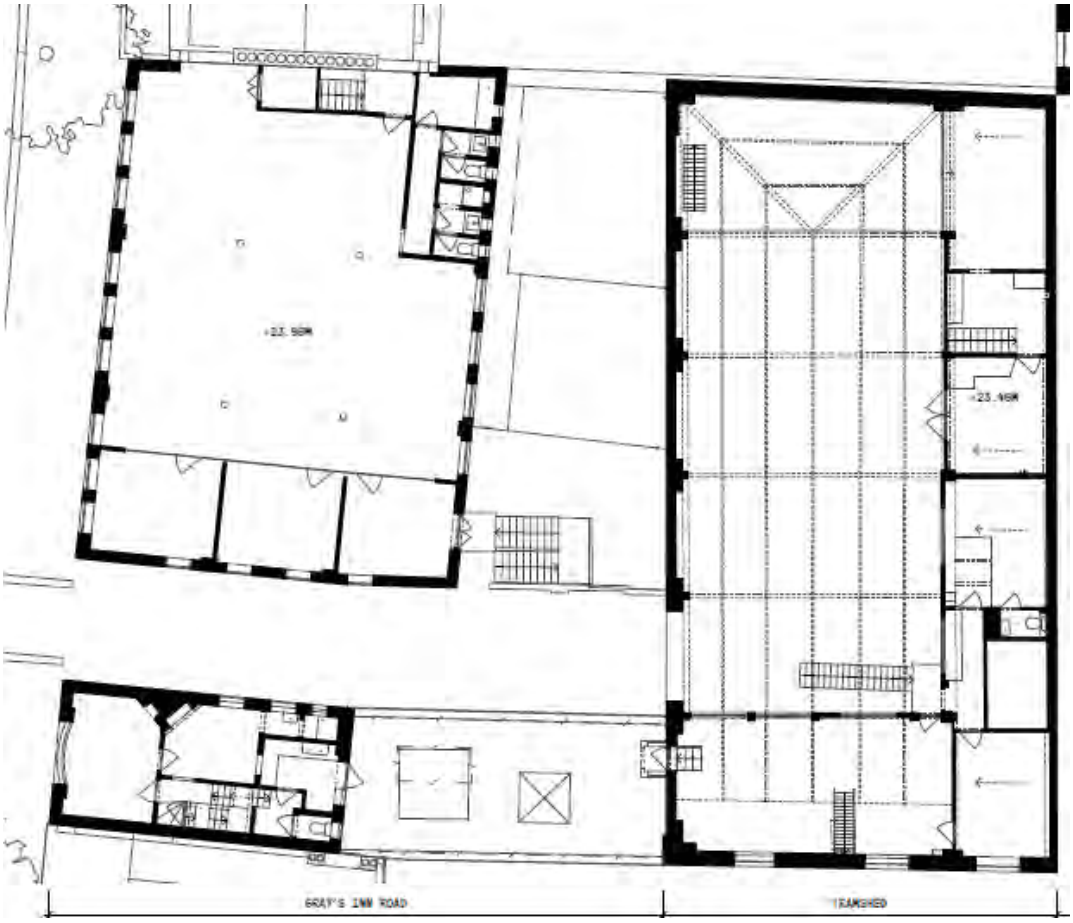


36. First floor plan of the former substation at 156-158 Gray's Inn Road, 2008 (Camden Planning Online)



37. Basement plan of the former substation at 156-158 Gray's Inn Road as existing (vPPR architects, 2018)

38. Ground floor plan of the former substation, mess and house at 156-158 Gray's Inn Road and the commercial premises at 160-164 Gray's Inn Road, as existing (vPPR architects, 2018)



39. First floor plan of the former substation, mess and house at 156-158 Gray's Inn Road and the commercial premises at 160-164 Gray's Inn Road, as existing (vPPR architects, 2018)

2.4.3 The Foreman's House (156 Gray's Inn Road)

No. 156 Gray's Inn Road was constructed at the same time as the tram sub-station to provide a residence for the sub-station foreman. The 1911 census register confirms this, recording a 'Richard Purdy', cable foreman, and his family at this address.[16] A photograph from 1907 shows the house nearing completion **[Plate 41]**. It was three storeys and one curved bay wide, faced in brick with stone detailing and a hipped roof. Its flank elevation was plainer, with a large ground floor opening, two segmental-arched windows at first and second floors and a chimney stack with a blind arch. A building contractors' sign suggests that 'Charles Wall Ltd' constructed these buildings for the LCC. The National Archives, London Metropolitan Archives, Camden Archives, Transport for London Archives and RIBA Library have been consulted and no original plans have been found. Though the architect is unknown, it is presumed that, like the sub-station, it was designed by the L.C.C's Architects' Department.

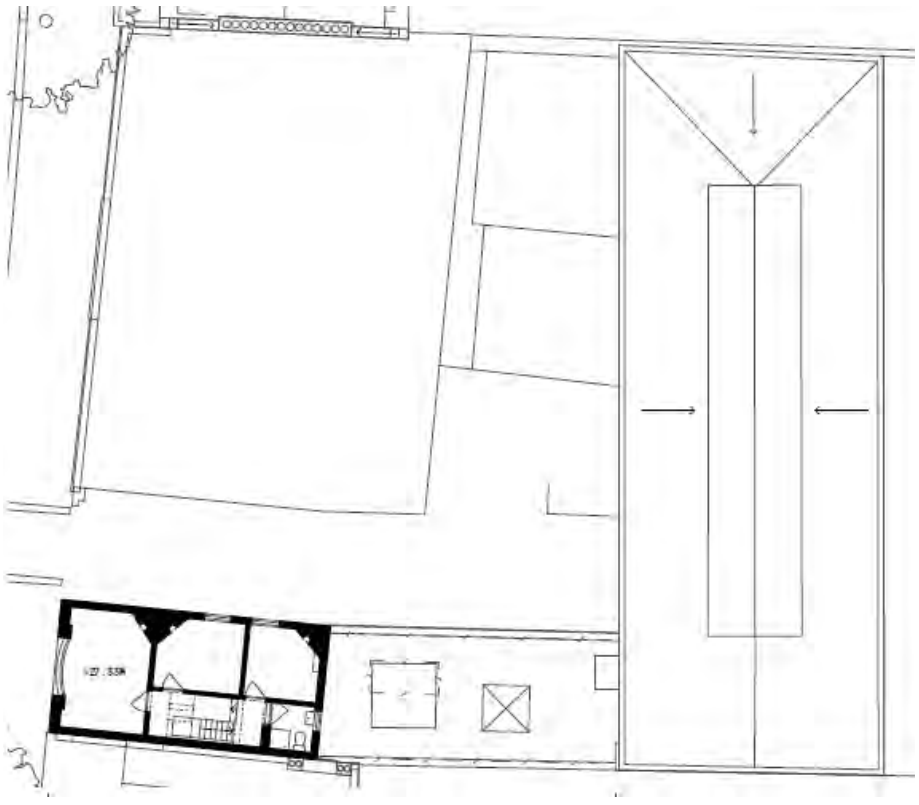
Goad's Insurance Plan of London (1941) shows the property fronting Gray's In Road to the west and an access lane to the north. The plan shows that the house was constructed with concrete floors and a slate roof and that it was divided in two at ground floor level, and a large opening to first floor level in the north wall (refer to Plates 20 and 41). The house is shown abutting and opening into the sub-station store room.

The drainage plan of 1964 shows the rear of the house open at ground floor level onto the access lane and that it was separated from the rest of the house (refer to Plate 33). The front section of the ground floor contained three rooms: a front room with a fireplace to the north, a stairhall (stair is not shown) and a room adjacent to the staircase. There were formerly two front entrances from Gray's Inn Road, presumably one to the Foreman's office and the other to his residence above; the office entrance has been blocked. Both openings facing Gray's Inn Road appear to be windows by this time.

Existing plans of the building and on site investigations have shown that the house has been altered most at ground floor (refer to Plate 38-39). The rear portion of the ground floor has been altered to create three storage spaces whilst the remaining bay is now used as a residence in connection with the former store room to the east. The upper floors appear to retain their original layout - and retain their original features including corner chimneybreasts and simple moulded cornices **[Plate 42]**.

16 United Kingdom Census Records, 1911

41. Exterior of the foreman's house at 156-158 Gray's Inn Road, 1907 (Collage



42. Second floor plan of the house at 156-158 Gray's Inn Road, as existing (vPPR architects, 2018)

2.5 160-164 Gray's Inn Road

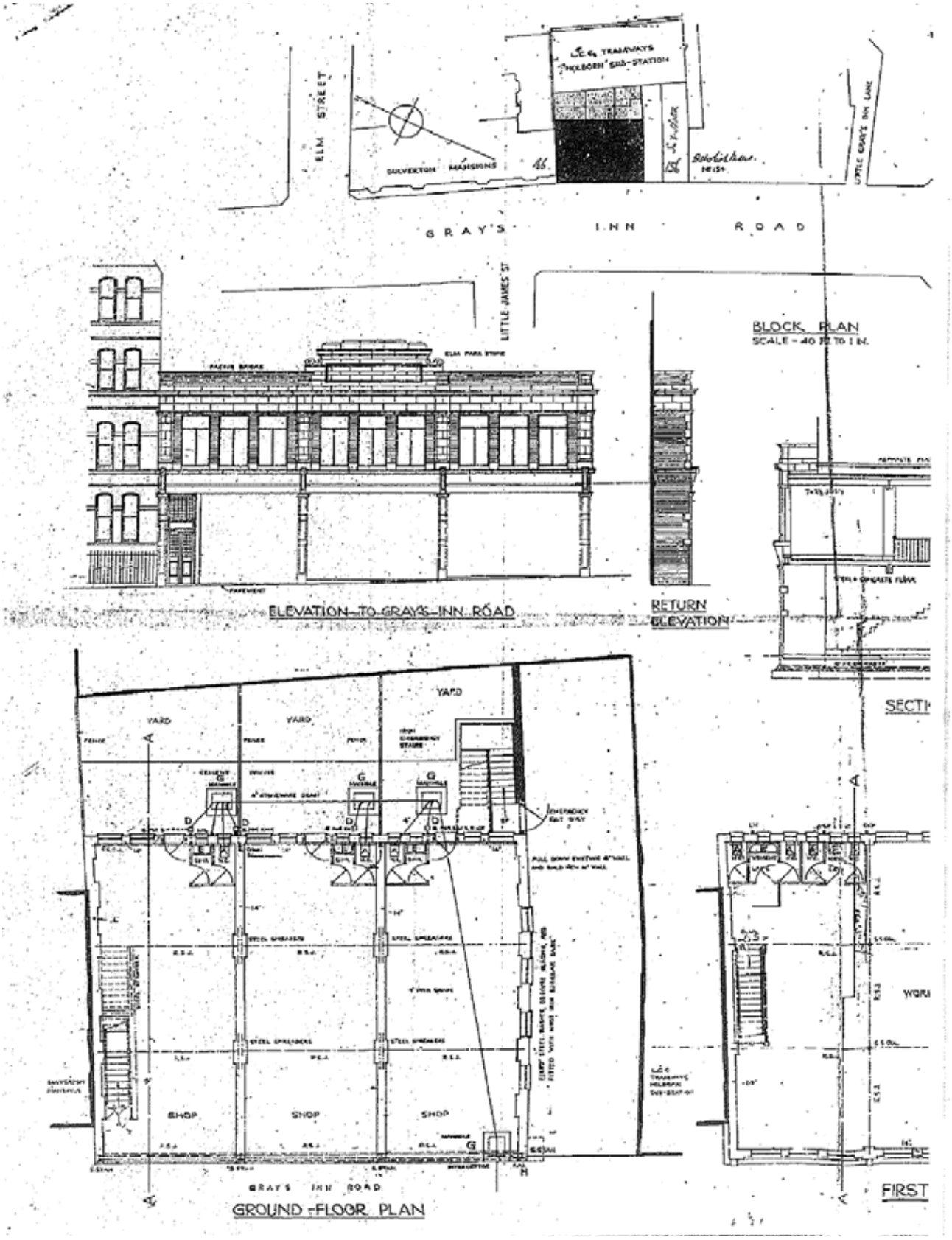
In 1924, the remaining land which formerly belonged to the Stafford's Almshouses was developed with commercial premises. The building was designed by the architectural firm North, Robin and Wilsdon **[Plates 43-44]**. It consisted of a two storey building with shopfronts at ground floor level, a workshop on the first floor and a flat, asphalted roof. Its structure was concrete and steel.

The Gray's Inn Road elevation was simply-detailed, faced in red brick with Elm Park stone dressings and a central stepped pediment at roof level, with a tablet, cornice and scrolled ends. Each of its three main bays contained a shopfront divided by pilasters; the shopfront joinery is not shown on the original drawings. Above each shop, were three steel casement windows. Double panelled and glazed doors were situated to the north end, providing access to a staircase leading to the first floor. The rear elevation was purely utilitarian - with an asymmetric fenestration pattern of steel casements and timber panelled doors with overlights. The first floor level included a set of steel fire exit doors which led to an external staircase, and four bays of large steel windows. All lintels and cills were of concrete. The side elevation to the tram yard was plain with four steel-framed windows on both levels, again with concrete lintels and cills.

The ground floor plan shows the three shop units with a WC and sink cubicle in the east corner of each. Against the north wall of the building was a separate staircase, which lead to the first floor workshop. The first floor workshop was open plan with four steel columns and in the north-eastern corner were six WC cubicles.

Occupancy records from 1926 tell us that the first floor workshop was being used as billiard rooms for F. A. J. Dennis. A restaurant for Miller, J and L was also recorded at 160-164 in 1926, though it is presumed, based on later occupancy records, that the restaurant occupied the ground floor of 160 Gray's Inn Road. By 1930, the entire building was occupied, with the ground floor shops 162-164 occupied by Fit Ltd, who sold vulcanizing appliances.

In the 1941 Goad plan, the first floor was vacant and the ground floor shops were occupied by three different companies (refer to Plate 20). The plan shows a small single storey extension to the rear of the building, roofed in corrugated metal, presumably forming an enclosed service yard.



43. Plans and elevation of 160-164 Gray's Inn Road by North Robin & Wilsdon, 1924 (Camden Archives)

44. Plans and elevations of 160-164 Gray's Inn Road by North Robin & Wilsdon, 1924 (Camden Archives)

A drainage application was submitted in 1943 by 'Robert Ramsay Builders Ltd' for alterations to the WCs on the first floor of 160-164 Gray's Inn Road. This included the provision of a new cloakroom. Occupancy records from 1960 state that the first floor was occupied by 'Hunter R.P Ltd', photographic apparatus manufacturers and that the ground floor of Nos.162-164 was occupied by 'J. E. Sexton & Co Ltd', wireless engineers, whilst No. 160 remained a restaurant, under the occupation of Miss Mary Shiavi. By the 1970s this unit was occupied by 'Andrew's Restaurant', as it is to this day; the restaurant and shopfronts of Sexton & Co are visible in this 1977 photograph **[Plate 45]**. The photograph shows Andrew's Restaurant with a central entrance door and mosaic stall risers. The entrances to Nos.162 and 164 were set to one side and recessed, the transom glazing to 162 was divided in four by glazing bars. The central pediment above first floor contained a light box advertising 'J. E. Sexton & Co Ltd'.

45. 160-164 Gray's Inn Road, 1977 (Camden Archives)

In 1984, an application was permitted for the installation of a new shopfront into 164 Gray's Inn Road. This included the erection of an awning. In 1994, a single storey WC extension to the rear of 164 Gray's Inn Road was granted planning permission. It appears that this was either not implemented or has since been removed. Existing plans show that on the ground floor, the rooms have mostly retained their original layout with the WC cubicles still in place at Nos.160 and 162 (refer to Plates 38 and 43). The doorway to the stairwell in No.64 has been blocked and a series of partitions have been inserted in Nos 162 and 160. At first floor level, modern partitions have been inserted at the south end, and a corridor added to the WC and kitchen facilities in the northeast corner (refer to Plate 39).

2.6 Occupancy Records

Occupancy records have been sourced from Kelly's Post Office Directories held at the London Metropolitan Archives. At the beginning of the 20th century, no occupancy records are available for the addresses 160-156 Gray's Inn Road or 38 Mount Pleasant. The first result for 38 Mount Pleasant is in 1907, when it is owned by the lithographers Malby & Sons. Likewise, the first result for Nos. 160-164 Gray's Inn Road is in 1926 following the construction of a new premises to the designs of North, Robin & Wilsdon in 1924. There are no occupancy records for Nos. 156-158 Gray's Inn Road. The 1911 census, however, does reveal that a 'Richard Purdy', cable foreman, and his family lived at Nos. 156-158 Gray's Inn Road.[17]

3 Little Gray's Inn Lane/38 Mount Pleasant

1907 Malby & Sons Lithographers
1910 Malby & Sons Lithographers
1920 Malby & Sons Lithographers
1930 Stigmat Ltd, manufacturing opticians
Holbourne Ltd, furnishers
Carey & Co, clothworkers
De Vere Press Ltd, printers
Craps M & Co, gown manufacturers
Jagger & Co, blouse makers
Sun Films Ltd, photographers
World Service Ltd, publishers
1940 De Vere Press Ltd, printers
Sun films Ltd, photographers
1950 Levers Optical,
Kidditogs Ltd, children's clothes manufacturers
1960 Levers Optical,
Thompson Walter, H Ltd, manufacturing opticians
Jacquemin J. B. Brothers Ltd, manufacturing opticians

160-164 Gray's Inn Road

1926 160-164 - Dennis, F. A. J, billiards rooms
Miller, J and L, restaurant
1930 160-164 Dennis F. A. J Billiard Rooms
162-164 Fit Ltd, Vulcanizing appliances
Miller & Anderson Restaurant
1940 162 Fit Ltd, vulcanizing appliances
164 Sexton J. E. & Co Ltd, wireless engineers
Mrs F Kingsbury, restaurant
1950 162 Abrasive tools Ltd
162-164 Sexton J. E. & Co Ltd, wireless engineers
Miss Mary Shiavi, restaurant
1960 160-164 Hunter R.P. Ltd, photographic apparatus manufacturers
162-164 Sexton J. E. & Co Ltd, wireless engineers
Miss Mary Shiavi, restaurant

17 Ibid.

2.7 Architects[18]

North, Robin & Wilsdon

Sidney Vincent North (1872-1951) was born in Acton, London, in 1872. North was a pupil of his father David Henry North from 1889-1897 and also attended classes at the Architectural Association, qualifying for the Royal Institute of British Architects in 1900. North commenced independent practice in 1899 before entering a partnership with Charles Collas Robin in 1903.

Charles Collas Robin (1890-1916) was born in Guernsey in 1876 and moved to London around 1890. Robin was articled to Alfred Hampton from 1890-94 and employed as assistant to W. A. Finch and H. Whitman Rising. He attended classes at the Lambeth School of Art, City of London College and Birkbeck Institute. Robin commenced independence practice in 1899 and entered a partnership with North four years later.

The partnership was immediately successful, and they were soon awarded first premium in the Heywood Library competition (out of 62 entries). Robin was enlisted in the 28th Battalion London Regiment (the Artists' Rifles) and died in active service in 1916. Around the same time, the company merged with William John Wilsdon, and the practice changed its name to North Robin & Wilsdon. William Wilsdon (1866-unknown) was educated at the Architectural Association. He was articled to Ernest Claude Lee in 1880 and was assistant to James Neale 1889-91, Frederick Lees 1891-95 and Josephe Arthur Reeve from 1895. The practice was prolific in commercial buildings, with one of their main clients being C&A. They worked throughout both Scotland and England.

18 RIBA Architectural Biographies; Brodie, A. Directory of British Architects, 1834-1914 (London, 2001); Dictionary of Scottish Architects. DSA Architect Biography Report: North, Robin & Wilsdon. Online. http://www.scottisharchitects.org.uk/architect_full.php?id=204951 (accessed July 2018)

2.8 Relevant Planning History

28004(R) 38 Mount Pleasant Permitted: 21 May 1979

Internal reorganisation of light industrial and office uses, and the erection of an extension to Block A to provide ancillary office accommodation.

8401059 164 Gray's Inn Road Permitted: 12 September 1984

Installation of a new shopfront including the erection of a canopy at ground floor level. (As shown on drawing no.139/10A revised 6th September 1984).

9400939 164 Gray's Inn Road Permitted: 05 August 1994

Erection of a single storey rear extension to shop at ground floor level to accommodate 2 toilets as shown on one drawing numbered 1

9501234R3 38 Mount Pleasant Permitted: 12 September 1997

Refurbishment and extension of existing building, to include new entrance, a third floor addition to the Mount Pleasant block and fourth and fifth floor additions to the rear block, as shown on drawing numbers 2067/D/1A, 2D, 3C, 4D, 5D, 6D, 7C, 8D, 11C, 12B, 14A, 15B, 16 & 19B.

AS9704910 164 Gray's Inn Road Permitted: 10 October 1997

Display of internally illuminated signage. (as shown on drawing no. voda/96 and colour spec)

PSX0204462 38 Mount Pleasant Permitted: 18 June 2002

Submission of details of elevations and facing materials, and cycle parking pursuant to additional conditions 1 and 2 of Planning Permission dated 12th September 1997 (Reg. no. 9501234R3), as shown on drawing numbers; 11E; 12D; 19D and 2067/D/2/E.

2.9 Sources and Bibliography

London Metropolitan Archives

GLC Photographs Collection
Plans (Building Act Case Files)
Post Office Directories
Maps Collection

Camden Local Archives

Drainage Plans
Ratebooks
Census Records

Camden Online Planning Archives

Building Case File
Redevelopment Drawings

The British Library

Maps Collection
Books Collection

RIBA Library

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3.0 Site Survey Descriptions

3.1 The Setting of the Buildings and the Conservation Area Context

The study site is bound by Gray's Inn Road to the west and Mount Pleasant to the east. It is located to the north-west of Holborn in the Borough of Camden, within the Hatton Gardens Conservation Area. It lies within the setting of Bloomsbury Conservation Area, which is on the west side of Gray's Inn Road - as shown in the mapopposite.

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Study site

Grade II Listed buildings

Buildings that make a positive contribution to the conservation area as identified by Camden

Bloomsbury Conservation Area boundary

Hatton Garden Conservation Area boundary

3.1.1 Wider Setting

This area has a distinctive and dense pattern of short, narrow, hilly streets (many medieval), overlaid with a framework of three major 19th century thoroughfares: Gray's Inn Road, Rosebery Avenue and Clerkenwell Road. This street pattern, with angular or curving plot boundaries, combines with surprising changes in level and areas of large open space or broad tree-lined roads which transition into confined canyon-like alleyways to create surprising vistas in the townscape that are integral to its character.

Gray's Inn Road is a busy commercial street, choked with traffic and for the most part having narrow pavements with buildings of between four-eight storeys built hard up against the pavement which creates a hard urban character, though the terraces of Gray's Inn are set back behind high brick walls and the streetscape is alleviated to some extent in the road's southern section by street trees. The buildings follow a range of styles and are a mixture of stock and red brick, most date from the 19th and 20th centuries, though some 18th century terraced houses survive, and many have ground-floor retail units **[Plates 46 & 47]**.

At the north east junction of Gray's Inn Road and Clerkenwell Road are the Queen Anne revival style Gray's Inn Buildings (1887-88) - a six storey curved block which sweeps up Rosebery Avenue. It is faced red brick with decorative terracotta dressings and pedimented Flemish dormers. Rosebery Avenue is a broad tree-lined street which sweeps north east from Clerkenwell Road to Farringdon Road, it is characterised by its large-scale late-19th century housing blocks. To the north east of the site is the vast art-deco Post Office sorting office (1927), it is four-to-five storeys, faced in white render and surrounded by large expanses of carpark to the north and west.

At the south east junction of Gray's Inn Road and Clerkenwell Road is a large eight-storey commercial block clad in metal and glass, which stands on the site of the former Holborn Town Hall. Adjacent, No.127 Clerkenwell Road is a large postmodern commercial building of red brick with stone-dressed arcading at the ground floor. Further east is the Bourne Estate, built in 1901-07 as residential flats to designs by the LCC Architect's Department. Its free Classical style elevations rise five to six-storeys and are carried out with Arts and Crafts touches in a combination of dark stock brick, with red brick and stucco dressings (Grade II). Opposite are Cavendish Mansions, a late-19th century block of seven storeys with open stairwells, faced in buff stock brick with painted stone dressings.

To the west of the Gray's Inn Road junction, the north side of Theobald's Road contains a terrace of Grade II-listed houses of c.1750, restored 1989. They are all four storeys, faced in buff stock brick, though of slightly varying designs – some with stone banding and pedimented porticoes. To the south west lie Gray's Inn Gardens (Grade II*), which are surrounded by Grade II-listed terraces and Gray's Inn Square to its south east (Grade II*).

46. General view of Gray's Inn Road from Clerkenwell Road (Insall, 2018)

47. General view of Gray's Inn Road from Clerkenwell Road (Insall, 2018)

The northern part of Gray's Inn Road was badly bomb-damaged during the Second World War and as a result, there are a number of large late-20th century commercial blocks, which have been developed on amalgamated plots. These include, on the eastern side, No.200 (1989-92) by Foster and Partners, which is a large commercial block now occupied by ITN's headquarters. Its elevation to Gray's Inn Road consists of a setback double height floor supported on piloti and above four further storeys of glazed curtain walling, its upper levels are set back **[Plate 48]**. North of Colley Street is the vast New Printing House Square (1972-6) by Richard Seifert and Partners, a courtyard complex of seven storeys, faced in pre-cast concrete mosaic covered panels with a monotonous series of recessed arched openings.

To the west of the northern section of Gray's Inn Road are North, King and Brownlow Mews, small-scale streets containing two-to-three storey buildings in stock brick, interspersed with large footprint office blocks of five storeys with glazed curtain walling, which are at odds with the character of these streets. Beyond the mews is John Street, built up in 1756-9 by the carpenter, John Blagrove. The street retains its Georgian terraces of four storeys with mansard roofs, in stock brick with stuccoed ground floors.

3.1. 2 Immediate Setting

On the north west corner of Gray's Inn Road and Theobalds Road is the Grade II-listed Yorkshire Grey Pub, contained within a large, late-19th century block by J. W. Brooker consisting of five storeys in a very light cream stock brick with stone dressings **[Plate 49]**. Adjacent on the west side of Gray's Inn Road is a series of four-storey Georgian terraces in brown or red stock brick, some with mansard roof extensions and shopfronts inserted at ground floor level. No.47-53 are modern commercial buildings, which follow the height of the adjacent terrace and are faced in yellow stock brick with metal-framed casements or sashes. No.55 is a terraced house of c.1714 – a survivor of the early development of this side of Gray's Inn Road. It is four storeys, faced in dark stock brick with red brick dressings with a late-19th century shopfront (its glazed bricks have been over-painted) (Grade II). The corner building adjacent is late-19th century of four storeys with a chamfered corner, faced in stock brick with red brick and stone dressings to arched windows; it has a very prominent later roof extension. The buildings fronting Gray's Inn Road between Northington Street and Roger Street contain Nos.63-69 which are late-18th century three-storey terraced houses with later shops, faced in buff stock brick with slated mansard roofs with dormers. The first floor windows are set within shallow round-arched recesses linked by stucco impost bands (Grade II). No.71 is a four-storey late-19th century commercial building faced in red brick with moulded string courses, gauged brickwork dressings and decorative aprons. No.73 is an interwar commercial building of four storeys plus a roof extension, faced in buff brick with one wide bay of casement windows with mosaic spandrels set between. Nos.75-81 comprises four terraced houses of c.1791 with later shops, they are much like the others earlier in the terrace; some have attractive fanlights (Grade II).

48. East side of Gray's Inn Road (Insall, 2018)

49. Corner of Theobalds Road and Gray's Inn Lane (Insall, 2018)

Flanking the study site are two colossal Queen Anne revival style mansion blocks built by James Hartnoll at the end of the 19th century - Dulverton and Tiverton Mansions **[Plates 50 & 51]**. They are both five storeys plus attics, faced in red brick with decorative stone detailing. Tiverton Mansions culminates in a canted corner with a faceted lead roof and open cupola where it meets Mount Pleasant. The asymmetric elevation of Dulverton Mansions has a distinctly Flemish style, and features stone-clad canted bays and above roof level sweeping one- and two-storey gables. The south flank wall of Dulverton Mansions, which rises above the site, is emblazoned with an old painted advertisement promoting 'Gillette'. The north of the site is bound by Holsworthy Square (1889-90), a complex model dwellings set around a communal courtyard, also built by James Hartnoll. These are six storeys in height, in stock brick with painted stone detailing which creates strong horizontal banding across the main elevation to Elm Street. To the central courtyard, is a pleasant communal space, characterised by a network of later external metal walkways and spiral stairs **[Plate 52]**.

The east side of the site is bound by Mount Pleasant – a narrow cranked lane which leads down to link with Laystall Street. It is lined with tall buildings - creating a canyon-like streetscape **[Plate 53]**. On the east side of the street are two late-20th century housing blocks. The latter, Mullen Tower, is a twelve-storey apartment block. Adjacent, is a modern extension to the 19th-century Gray's Inn Buildings. The extension, designed by the architectural firm Jestico & Whiles, is six storeys and its elevation to Mount Pleasant comprises a series of glazed balconies. Jestico & Whiles also re-faced the rear elevations of the Gray's Inn Buildings in white, leaving other parts to be covered in green foliage. The entire stretch of this lane is bound by red brick walls and railings, which intensify the narrowness of the street. To the west, is the former casual wards, now the hostel, built at the beginning of the 20th century, three storeys high in red brick with stone detailing. Facing Mount Pleasant, between the hostel and the site is a modern residential property, three storeys in height, in cream brick and stucco with purposefully irregular fenestration.

50. Dawlish Mansions, Gray's Inn Road and Gray's Inn Buildings, Rosebery Avenue (Insall, 2018)

53. Mount Pleasant (Insall, 2018)

52. Holsworthy Square (Insall, 2018)

51. Dulverton Mansions with a large painted advertisement of 'Gillette' on its south wall (Insall, 2018)

3.2 Panther House, 38 Mount Pleasant

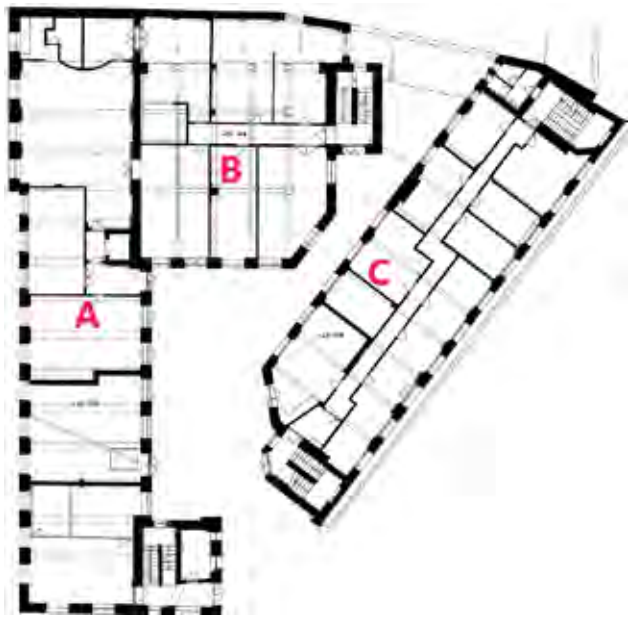
3.2.1 Exterior

38 Mount Pleasant comprises a complex of three industrial buildings (Blocks A, B and C), two of which are fully connected, orientated around a small courtyard, as shown in **Plates 54a-g**. Block A is four storeys, Block B is five storeys and Block C is three storeys, all over a basement. All three buildings are of steel and concrete construction and faced in fletton bricks with engineering brick bases and detailing. Unless otherwise stated, the majority of the windows are original Crittall-style awning casements (with distinctive winch mechanisms – refer to plate 69) set within segmental-arched openings with artificial stone cills. The roofs of Blocks A and C have single-pitch rooflights, in original locations, though their glazing appears to have been replaced.

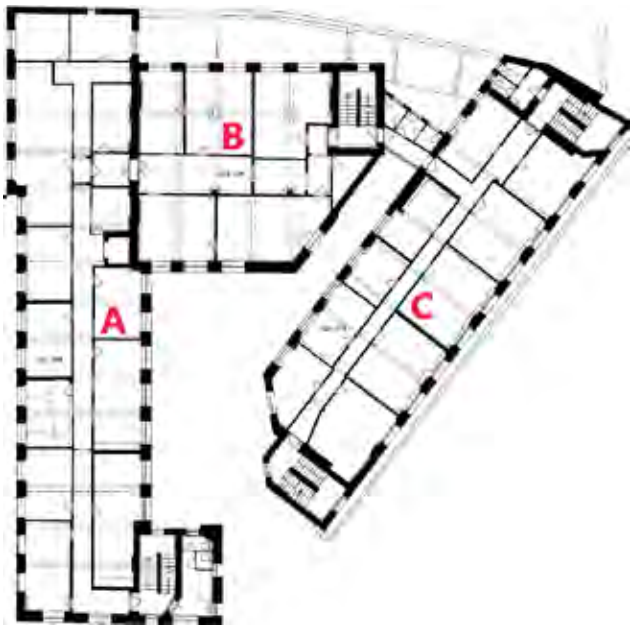
The complex is bound by Mount Pleasant to the east and 158 Gray's Inn Road to the west **[Plate 55]**. The entrance to the site is through a gate between Blocks A and C and is flanked by fletton brick pillars with engineering brick quoining. The courtyard is tarmacked, and contains a series of pavement lights. There are also a series of bike racks positioned in front of the buildings and a refuse area in the centre of the courtyard. There is a high brick wall to the north of the yard, which connects Blocks B and C and faces Holsworthy Square.

This utilitarian complex complements the conservation area through its materials, industrial character, courtyard arrangement and powerfully vertiginous form which combined with the narrowness of Mount Pleasant, creates a dramatic and unique townscape.

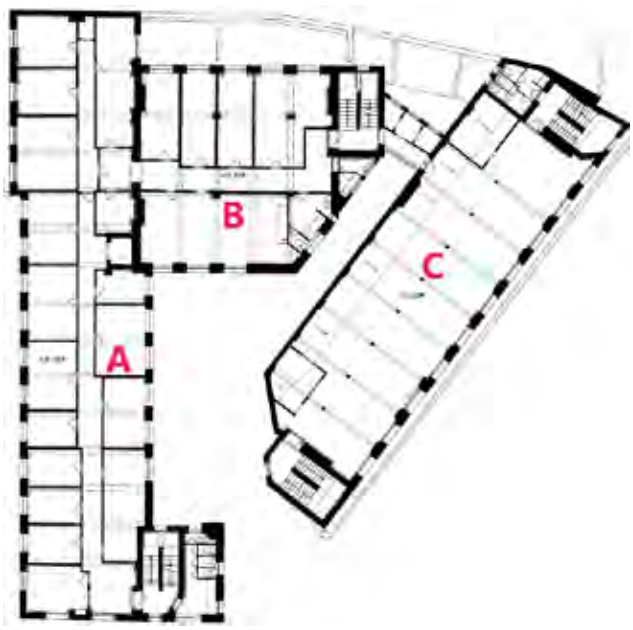
54a. Annotated basement floor plan as existing (Insall, 2018)



54b. Annotated ground floor plan as existing (Insall, 2018)

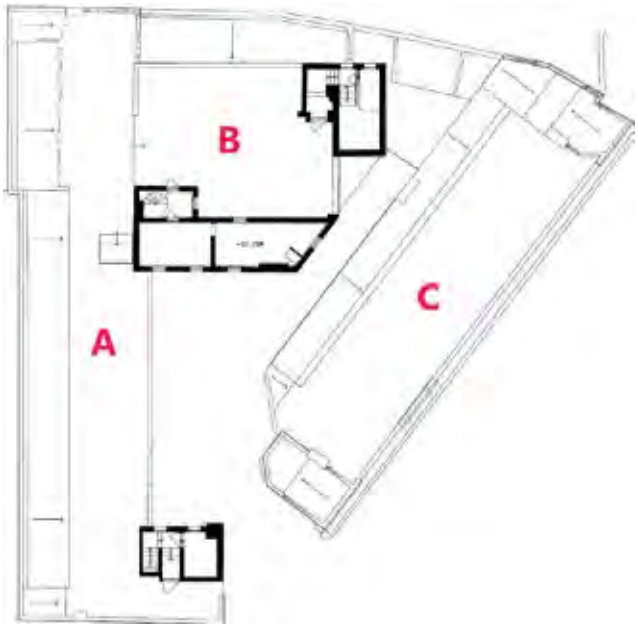


54c. Annotated first floor plan as existing (Insall, 2018)

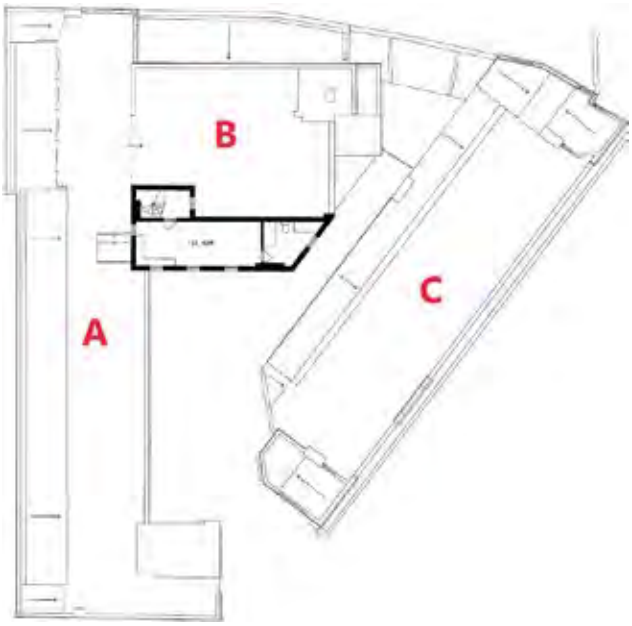


54d. Annotated second floor plan as existing (Insall, 2018)

54e. Annotated third floor and roof plan as existing (Insall, 2018)



54f. Annotated fourth floor and roof plan as existing (Insall, 2018)



54g. Annotated fifth floor and roof plan as existing (Insall, 2018)

55. Entrance to 38 Mount Pleasant (Insall, 2018)

Block A

This block is L-shaped in plan, of four stories and seven bays wide with a taller two-bay stair core with chimney stack at its south corner. It is connected to Block B at its north east corner. It has a flat asphalted roof with lean-to glazed rooflight along its western edge. Its **east elevation** faces the courtyard. Its ground floor is faced with blue engineering brick and there are three entrances, two original, though one has its overlight blocked and an I-beam inserted over; the third opening to the south is modern; all door joinery is modern. Some of the windows in this elevation have been altered **[Plate 56]**. At third floor level is an enlarged window opening with a roller shutter which corresponds with an electric hoist at roof level (1950s). There are some original cast iron hoppers with later rainwater pipes and flues, and series of surface-mounted cabling **[Plate 57]**. The five-storey stair core has a blocked opening on its north elevation at ground floor level (presumably where a lift has been removed) and modern double doors and windows on its east. This elevation is largely characterised by the series of drains running vertically, horizontally and diagonally across its east façade.

The **south elevation** is four bays wide, with asymmetrically arranged windows at each floor and an off-centre chimney stack **[Plate 58]**.

The **west elevation** is four storeys and fifteen bays wide with original casements and a few later replacements. It is abutted by the single-storey sub-station at 158 Gray's Inn Road, which conceals its ground and part of its first floor windows. Part of the **north elevation** can be seen from the courtyard of Holsworthy Square. It is four storeys and terminates in a modest chimney stack, and is mostly blind except for a single small window opening below a cambered arch at first floor level – these tiny features emphasise the scale of this elevation **[Plate 59]**. At fourth floor level, the north west corner of the block has been partially rebuilt in paler flettons - potentially rectifying bomb-damage from the Second World War. The remainder of the east elevation, visible beyond the abutment of Block B is one bay wide with a mixture of original and modern casements.

The roof is covered in asphalt with a lean-to rooflight along its west end. The glazing appears to be modern. A 1950's electric hoist remains at **roof** level **[Plate 60]**.

56. Block A, 38 Mount Pleasant (Insall, 2018) photoshop

59. Panther House from Holsworthy Square (Insall, 2018)

60. Roof of Block A showing 1950s electric hoist (Insall, 2018)

57. Detail of Block A showing the 1950s electric hoist on the roof level and shuttered opening below (Insall, 2018)

58. East elevation of Block A of Panther House (Insall, 2018)

Block B

Block B is five and six-storeys, with a stair core to the south east and flat asphalted roofs. It is linked to Block A at its west side and to Block C via a two-storey link bridge at first and second floors. The **south elevation** of Block B faces the courtyard. It is six storeys and four bays wide with a chimney stack and a mixture of Crittall awning casements and modern casements. Its ground floor is faced in blue engineering brick and a modern double door has been inserted into one of the window openings **[Plate 61]**. The **east elevation** fronts Block C and has a very irregular arrangement – the southern part is six storeys and features an acute angle, the northern part is three storeys and contains the stair core. At ground floor level is a hand painted sign 'Malcolm Rowe, staff only' **[Plate 62]**. At the north end is a large opening at ground floor with engineering brick detailing and a steel lintel; and contains modern double doors. To the east, at first and second floors is the link bridge connecting Blocks B and C (built 1919). The south side of the bridge is encased with corrugated metal and two bays of windows at first and second floor level. The north side of the bridge can be seen from Holsworthy Square, it is faced in fletton bricks and its supported by a riveted steel structure **[Plate 63]**. The first storey of the bridge has been painted white, both storeys have Crittall-style casements.

The **north elevation** is visible from Holsworthy Square (refer to Plate 59). It is of five storeys and five bays with a stair core block. At ground floor level is a plain brick wall with two porthole windows flanking a sash window (resembling the former workhouse boundary wall (see Section 2.3). Between this wall and the north elevation is a metal-framed glazed roof. The upper levels of the block contain a mixture of original awning Crittall casements and modern windows. At fourth floor level there is evidence of rebuilding, again possibly as a result of bomb damage. This part of the elevation is actually a screen wall (propped from behind), containing five bays of modern dummy windows.

61. Panther House Block B South elevation (Insall, 2018)

62. Courtyard between Blocks B and C of Panther House (Insall, 2018)

63. Panther House from Holsworthy Square (Insall, 2018)

Block C

Block C is rectangular in plan and angled at its south west corner; there are four-storey stair cores to the north and south and it is linked to Block B via the link bridge described above. The building is three storeys, though where it faces Mount Pleasant its basement level is partially visible due to the sloping gradient of the lane. It has a flat asphalted roof with lean-to rooflights along its western edge, the glazing of which appears to be modern.

The **west elevation** faces the courtyard and Block B, between which is narrow section of yard. This elevation is two storeys and five bays wide with a mixture of Crittall and modern awning casement windows. There are cartouche-shaped iron ties between the bays above ground floor. Beyond the bridge link, the remainder of this elevation, (visible from Holsworthy Square) (see Plate 63) includes the north stair core which is four storeys and two bays wide. The original windows are of varying width. The **north elevation** is blind. The **east elevation** faces Mount Pleasant. It is three storeys (plus part-basement) and ten bays wide with blue engineering brick dressings to the doors at ground floor level. At its north and south ends are the stair cores, which are four storeys and one bay wide with Crittall awning casements and porthole windows and third floor level. At the south end, a large double door is blocked. There is a loading bay containing timber panelled doors below riveted steel lintels and framed with engineering bricks, at the ground floor there is a blocked roller shutter door. Between each bay are cartouche-like iron ties **[Plate 64]**. This bay terminates in a curved stone pediment and a timber winch projects above the second floor **[Plate 65]**.

64. Panther House Block C East elevation (Insall, 2018)

65. Panther House Block C East elevation showing loading bay (Insall, 2018)

3.2.2 Interior

The basement covers the entire site, including an area below the yard. Each block contains a stair core with adjacent WCs, in the case of Block C one at each end; as indicated in Section 2, these have been successively altered though some features survive. The design of the stairwells is simple, with painted stone / concrete staircases, and painted brick walls with niches for handrails **[Plate 66]**. The interiors of all blocks have been altered through the addition of modern partitions, which have created a series of rooms arranged off central corridors. Fragments of original finishes and joinery do survive throughout the buildings, these include parquet floors and ceramic tiled and timber panelled WC cubicles and doors **[Plates 67-69]**. Elements of the original steel and concrete structure and features which suggest the building's former uses are also extant, including its sliding or hinged panelled metal fire doors (Crittall), ceiling-mounted gantries, riveted steel columns, concrete plank floors and industrial concertina lift doors. Other interesting details include hand-painted signage and raised lettering indicating floor levels and WCs **[Plate 70]**.

Block A

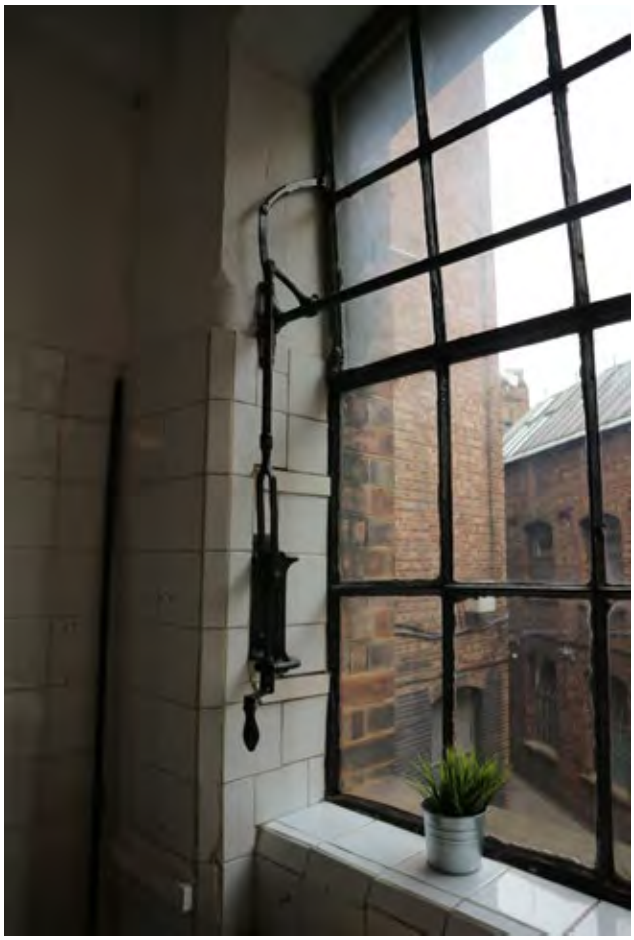
The **basement** comprises a large rectangular space separated into several rooms by later partitions. The floors are concrete to the north and modern timber to the south (presumably over concrete). Ceiling mounted gantries are visible in the central room. There is a lift shaft to the north, with concertina metal doors. Lining the corridor between Block A and the basement area below the yard, are steel columns **[Plate 71]**. At **ground floor** level are five rooms and a lift shaft, again with concertina doors. Some of the rooms have original parquet flooring and there are later breeze block walls. There is a large steel beam in the south room and large solid Crittall metal doors in the north **[Plate 72]**. Generally, from first to third floor, this block contains a series of small rooms arranged off a central corridor (partitions are all non-original). At **first floor** the floors are a mixture of parquet, concrete and vinyl over parquet. In some of the rooms the concrete plank ceilings are visible (part of the original structure). At **second floor,** the walls are roughcast, there are concrete plank ceilings and the floors are a mixture of concrete, vinyl tile and modern laminate. On the west side of the building, a lean-to roof illuminates a large open plan workspace. On the east side, some of the rooms have concrete floors and to the south is a room with a later shuttered hoist (1950s). There are original metal fire doors to Block B.

66. Stairwell showing cut-away for handrail, Panther House (Insall, 2018)

67. Detail of parquet floor in Panther House (Insall, 2018)

68. Detail of a panelled door (Insall, 2018)

70. Hand painted sign, Panther House (Insall, 2018)



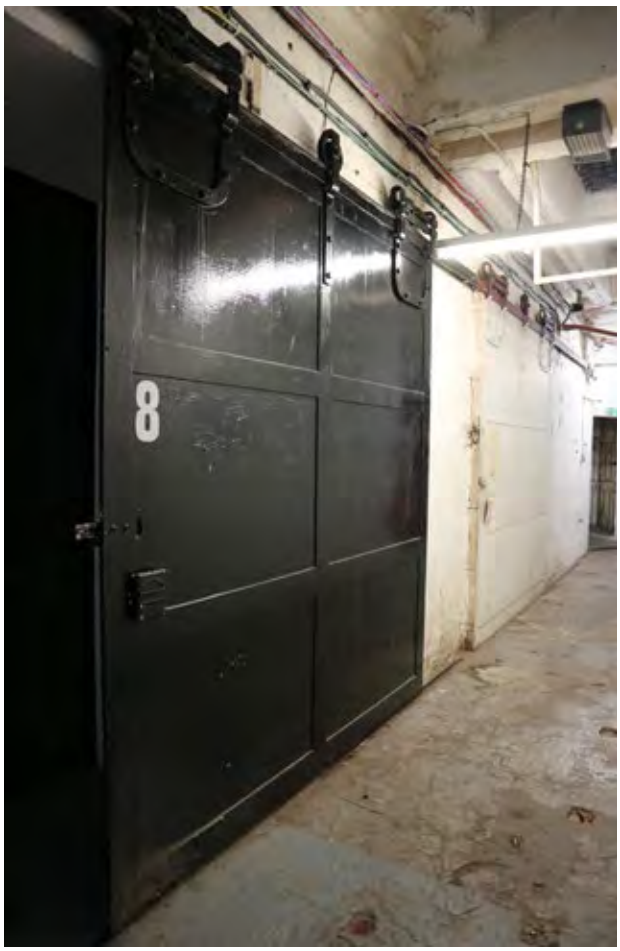
69. Detail of an existing winch mechanism for the Crittall-style awning casements (Insall, 2018)

71. Submerged column in basement, Panther House (Insall, 2018)

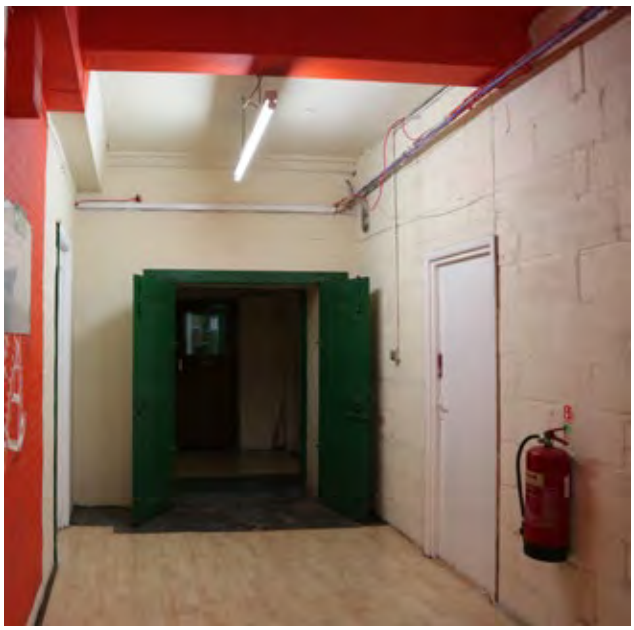
72. Gantry, ground floor Block A (Insall, 2018)

Block B

The **basement** level comprises two rectangular rooms with modern partitions and large sliding metal fire doors on the south wall to the central space beneath the yard **[Plate 73]**. The **ground floor** is arranged as three rooms to each side of a central corridor (formed by later partitions). The three rooms to the north have a glazed roof over, with modern shower and toilet cubicles inserted. A ceiling-mounted gantry is visible in the main reception. The **first floor** has five rooms arranged off a corridor, formed by modern partitions. There is a mixture of modern and parquet flooring at this level and there are exposed metal beams and columns (original). There are two blocked chimney breasts to the south and metal fire doors open onto to the bridge between Block B to Block C **[Plate 74]**. At **second floor** level there are five rooms arranged off a corridor with a mixture of modern and concrete floors and two chimney breasts in the west wall. The **third floor** is subdivided into six rooms with a mixture of concrete and modern floors. There is a corbelled chimneybreast in the northeast corner. The **fourth floor** accommodation is limited - with three rooms to the south. These rooms were inaccessible, however, a cast iron spiral staircase was visible through an opening **[Plate 75]** The remainder of this level is flat asphalted roof. To the north is a screen wall with dummy windows, supported by metal props.



73. Doors at basement level, Panther House (Insall, 2018)



74. Metal doors leading to bridge between Block B and Block C (Insall, 2018)

75. Cast iron spiral staircase at fourth floor level of Block B (Insall, 2018)

Block C

At **basement** level are ten rooms arranged off a corridor set beneath the yard (modern partitions), which is lined with riveted steel columns. There are suspended ceilings and modern glazed partitions to the north and modern flooring to the south. There are two sets of Crittall metal fire doors between the blocks and the existing columns are exposed. At **ground floor** are nine subdivided rooms and a corridor, some walls appear historic. There is modern timber floor to the south and roughcast fire proofing to the steel columns. In some cases, the original concrete plank ceiling is visible. On the **first floor** are ten rooms arranged off a corridor. There is a mixture of concrete screed flooring to the north, probably 1950s tiled vinyl flooring to the south and later flooring elsewhere. There are also some rough cast walls, concrete plank ceilings to the north and suspended ceilings. The **second floor** is open plan and illuminated by a lean to roof, the space contains steel columns and there are metal fire doors between Blocks B and C **[Plate 76]**.

76. Second floor level of Block C (Insall, 2018)

3.3 156-158 Gray's Inn Road

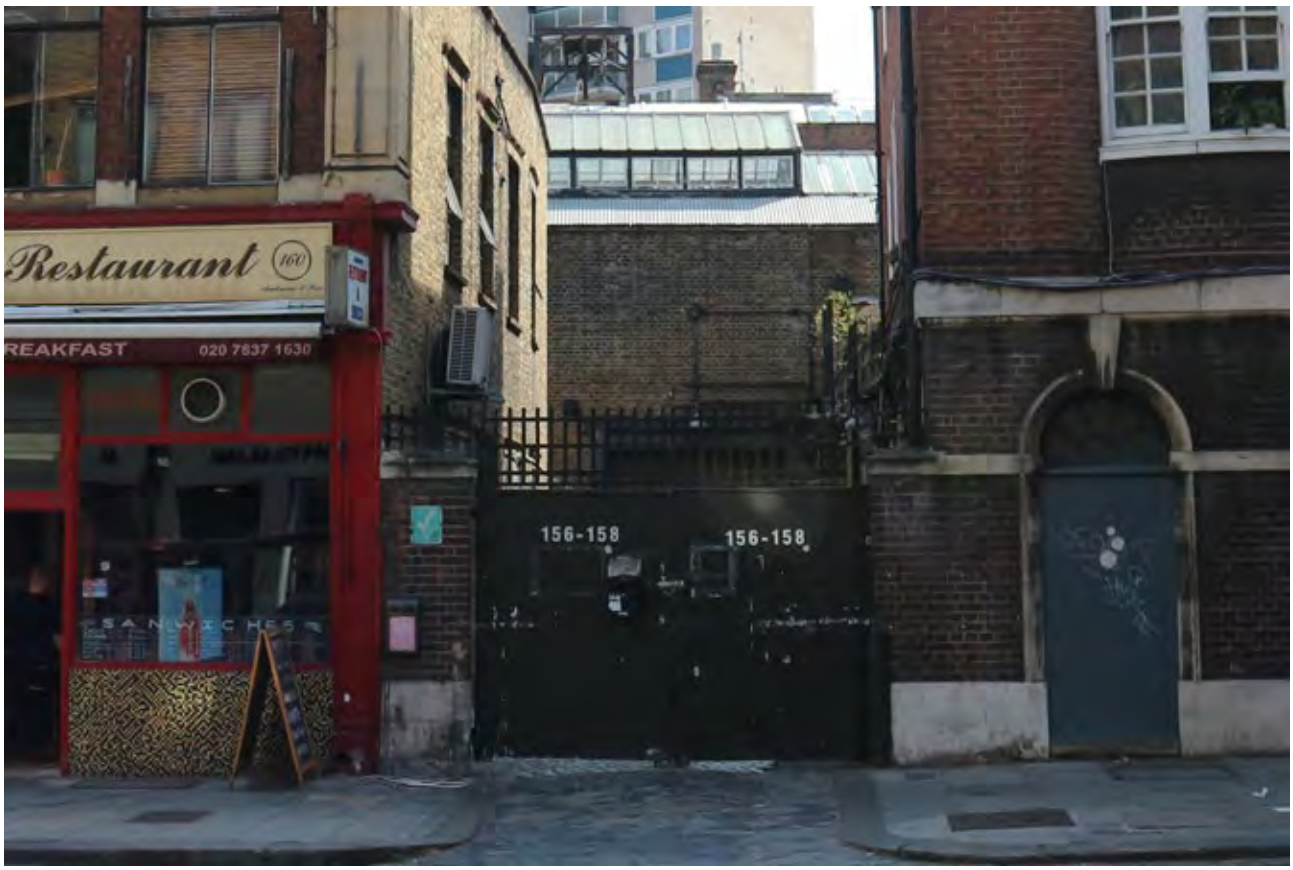
3.3.1 Exteriors

Former electricity sub-station: 158 Gray's Inn Road

This building is set back from busy Gray's Inn Road behind a gated alley which is part cobbled part tarmacked (known as Brain Yard) **[Plate 77]**. It is hemmed in by Panther House to the east, Holsworthy Square to the north, the rear yards of 160-164 Gray's Inn Road to the west and 52-54 Mount Pleasant to the south. The entrance comprises panelled timber gates with fencing attached to the top and a small doorway within the gate itself. The gate is flanked by two brick piers capped with stone dressings which appear to be contemporary to the sub-station site, with engineering brick on the east elevations.

This plan building is single storey and rectangular in plan. It has a plain west elevation faced in yellow stock brick, with a blue engineering brick base and a tall parapet. At the south end is a wide roller shuttered entrance below a riveted steel lintel, with engineering brick jambs and glazed bricks to the linings of the opening. This elevation also features circular metal ties, decorative cast iron hoppers and a probably later enamel pendant light fitting over the entrance **[Plate 78]**. At first floor, opening out onto the roof of the mess and store wing, is a modern brick-built lobby. The exterior of the sub-station is bordered by a boundary wall belonging to 160-164 Gray's Inn Road, which encloses a rear yard. The east elevation is presumably plain yellow stock brick, its north and south elevations are plain, with a gable to the north. The roof above is gabled and hipped, covered with a mixture of slate, corrugated metal and a pitched glazed roof light at its centre **[Plate 79]**.

Adjoining the south end of the west elevation is a single storey wing, which was built as a mess a store. Like the sub-station it is faced in yellow stock brick, with blue engineering brick base and dressings. It has a flat, asphalted roof lined with a modern metal safety rail and access ladder from the yard **[Plate 80]**. Its window and door openings appear to be original and are either under riveted steel lintels or segmental brick lintels; windows are a mixture of steel casement and timber. Again there are decorative cast iron hoppers and another enamel pendant light fitting.



77. Entrance gates to the substation area, 156-158 Gray's Inn Road (Insall, 2018)

78. 156-158 Gray's Inn Road, main entrance into tram sub-station (Insall, 2018)

79. Roof of the former substation (Insall, 2018)

80. Exterior of the former mess at 156-158 Gray's Inn Road (Insall, 2018)

Former Foreman's House: 156 Gray's Inn Road

This is a vernacular building in an Edwardian Arts and Crafts style, of three storeys with a hipped roof **[Plate 81]**. The west **(front) elevation** to Gray's Inn Road is a mixture of dark stock brick, red brick and render with stone dressings to the ground floor. There are two entrances at ground floor level in arched architraves with keystones. The north entrance is blocked with a fanlight above, the south entrance has a modern door with a blocked fanlight. At first and second floor level is an inset bowed bay with rendered apron between containing a diamond motif. The windows in this bay are tripartite timber sashes. Above the second floor level are deep projecting eaves. The corners of the building terminate in brick 'stacks' with stone dressings. A decorative rainwater hopper on brackets sits at the north corner. The **north (flank) elevation** is three storeys and a mixture of red brick and stock brick. At ground floor is a wide opening with engineering brick jambs and steel lintel which has been infilled with later yellow stock brickwork and modern doors and windows **[Plate 82]**. At first and second floor level are flush sashes in segmental arched openings. A large chimney stack sits centrally on the roof. The **east (rear) elevation** is three storeys, faced in stock brick with a flat roof. There are flush sashes in segmental arched openings and a decorative brick stack at the corner.

81. 156-158 Gray's Inn Road (Insall, 2018)

82. 156-158 Gray's Inn Road yard showing side and rear elevation of Foreman's house (Insall, 2018)

3.3.2 Interior

Former Electricity Sub-station: 158 Gray's Inn Road

The substation is largely single storey over a basement, with a partial mezzanine. The ground floor has concrete floors, white and brown glazed brick walls with plain pilasters and moulded cornices. Its pitched roof, lined with timber planks, is supported by steel roof trusses and there is a central roof light. The original switch room mezzanine running along the entire east wall has been infilled and further modern mezzanine has been added to the south to provide live / work space **[Plate 83]**. The north wall is obscured by single storey lightweight partitions **[Plate 84]**. Along the west wall, the five bays of pilasters have riveted steel columns abutting them, with beams running lengthways – this once held a travelling crane. Fuse boxes, which appear original, are retained within a cabinet on the west wall. At the south end is a large roller shutter opening below a riveted steel lintel. There are stairs to the basement at the north (original) and south (later) ends. The **basement** retains its original riveted steel columns, concrete floors and a chimneybreast in the west wall; the entire space has been subdivided by a multitude of modern partitions. The **mezzanine** level can be accessed from two sets of stairs to the centre (original) and south (later). There is an original roof winch on the west side of the central set of stairs. The southern set of stairs leads to residential space at mezzanine level, which contains a series of modern partitions and a further modern mezzanine.

The former mess and store room wing retains the spine wall between the spaces. The former mess is accessed from within the substation, and the store from the yard. In the former mess, there are original glazed bricks on the wall of the western WC cubicle and a metal framed roof lantern above. The former store room is accessed separately from the alley and is now in domestic use; it contains a suspended ceiling, covered lightwell and screeded floor. This space opens through the party wall into the rear section of 156 Gray's Inn Road where it contains a screen containing a relocated Crittall style window.

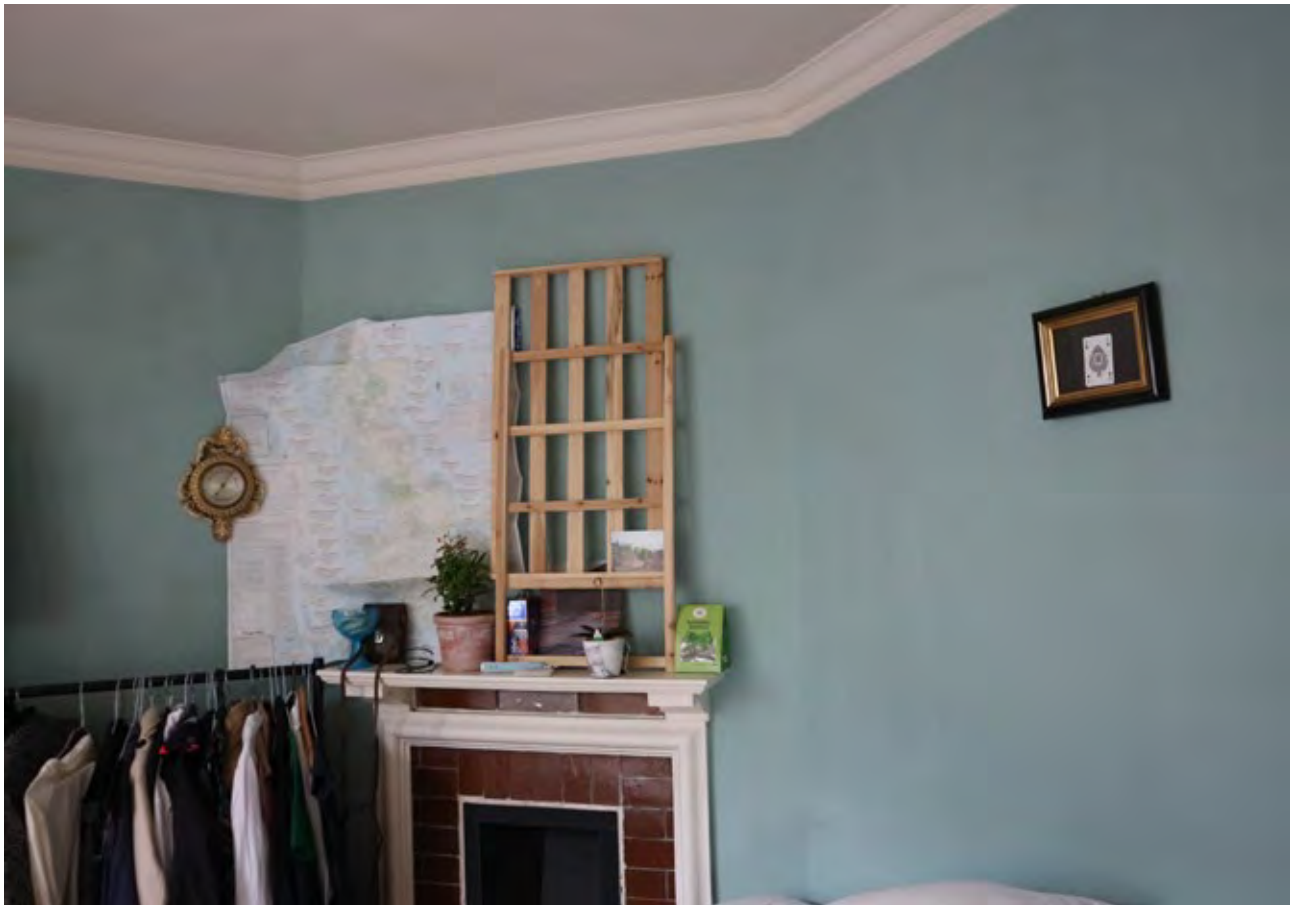
83. Interior of the former substation (Insall, 2018)

84. Detail of the cornice (Insall, 2018)

Former Foreman's House: 156 Gray's Inn Road

The ground floor, particularly to the rear has been much-altered. There are timber four-panelled doors throughout, though some are modern replacements. The ground floor has a single room to the front (presumably the foreman's office), a stair hall with simple stick-balustered stair, and beyond the stair a room accessed from the alley and used in connection with the former store room (as above) **[Plate 85]**. The front room has a blocked door in its the west wall (with fanlight retained above), a cavetto cornice and simple chimneypiece. There is a kitchen and WC at the half-level. The kitchen has a cavetto cornice and a door which leads to the roof level over the former mess / store wing. The first floor contains two rooms with moulded cornices and simple chimneypieces. The north facing room has a chimneypiece with a timber overmantel. At second floor level are three rooms and a WC, each has a glazed chimneypiece, moulded cornices and timber floorboards **[Plate 86]**.

85. Ground floor staircase of the house at 156-158 Gray's Inn Road (Insall, 2018)



86. Second floor of the house at 156-158 Gray's Inn Road (Insall, 2018)

3.4 160-164 Gray's Inn Road

3.4.1 Exterior

160-164 Gray's Inn Road (1924) is a commercial building carried out in a mildly Classical Moderne style. It is two storeys and nine bays wide with a flat roof and three shopfronts at ground floor, divided by pilasters **[Plate 87]**. The west (front) elevation is faced in red brick with stone dressings. At first floor level, there are three sets of Crittall-style casement windows above each of the three shopfronts. There are moulded pilasters and a deep cornice above first floor. Above, there is a brick parapet and a central rectangular stone pediment flanked by scrolls. All three shopfronts have modern fascias and awnings. No.160 is a timber-framed shopfront with central entrance and cheerful mosaic stall risers (likely 1950s). No.162 has a recessed side entrance, with a probably original part-glazed timber door and its stallriser features modern black tiles. No.164 has a wide modern glass shopfront with off-centre entrance door and no stall riser. To the north of the ground floor is the entrance to the first floor **[Plate 88]**, the door is modern.

The side elevation is faced in stock brick and is four bays wide. There are four bays of original awning casements at first floor level with lintel and cills. The ground floor windows are bordered up with corrugated metal and some have bars. Only the first floor of the rear elevation is visible, ground floor is screened by a felted and corrugated metal single storey infill **[Plate 89]**. The building is eight bays wide, faced in red brick. At the southern end is a large set of fire exit doors and stairs from the first floor to the yard. There are a mixture of modern and original awning casement windows with moulded concrete lintels and cills.

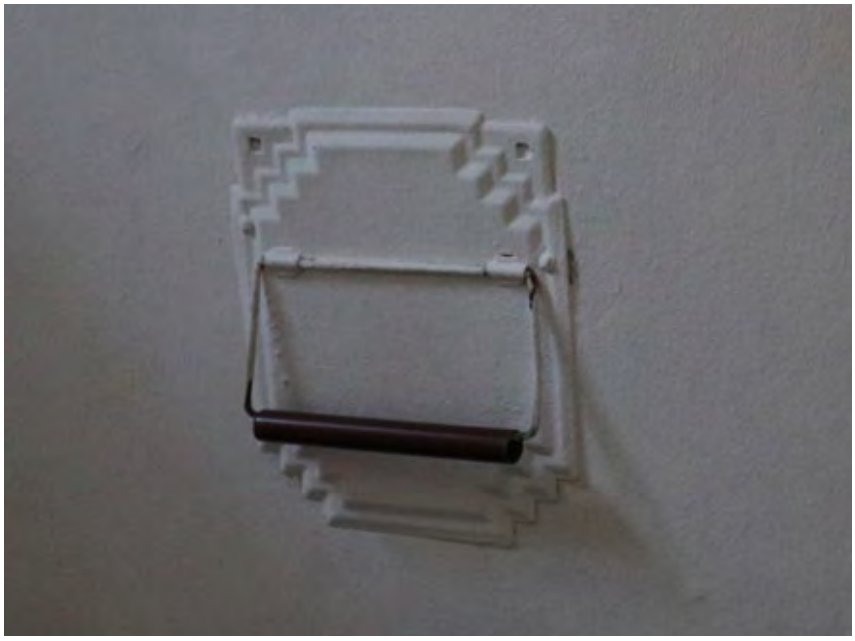
87. Front elevation of 160-164 Gray's Inn Road (Insall, 2018)

89. 160-164 Gray's Inn Road rear elevation (Insall, 2018)

88. Entrance to first floor office space at 160-164 Gray's Inn Road (Insall, 2018)

3.4.2 Interior

At ground floor level, the building is separated into three shop units, with a separate staircase to the north. No. 160 is fitted out as café, with timber wall panelling (probably 1970s), suspended ceiling and a modern kitchen to the rear. No. 162 is currently vacant. It is open plan with a timber-framed enclosure in the northeast and original WC cubicles in southeast corner **[Plate 90]**. A panelled door in the east wall leads to the yard behind. There are fragments of moulded skirting. No. 164 contains modern fittings, with no visible historic elements or features.



90. Detail of a toilet roll holder in 162 Gray's Inn Road (Insall, 2018)

Entrance to the first floor of 160-164 Gray's Inn Road is accessed via a stairwell at the northern end of the building. This is carpeted, with hardwood handrails on both sides side (may be original) and there is moulded skirting on the south wall. An opening in the south wall leads into modern office space with square-section columns, suspended ceilings and a series of modern glass partitions at the southern end. At the south end of the east wall are original steel fire-exit doors which lead to an external stairway. A kitchen / WC area is situated in the northeast corner, enclosed by modern partitions.

4.0 Commentary on the Proposals

4.1 Description of the Proposals

The proposals are described in the Veretec Design and Access Statement and planning drawings which form the application for planning permission. In summary, the proposals are for a mixed-use development comprising offices, retail premises and residential accommodation.

The proposals are to demolish all the buildings fronting Gray's Inn Road and replace them with a development comprising retail accommodation, offices and seven residential units. The proposal includes the retention of the existing tramshed building, to be refurbished into a meeting place for small businesses. The three blocks which form Panther House would be refurbished and extended at roof top level, with a new external lift shaft on Block A. From Gray's Inn Road access through to Brain Yard and the tramshed would be retained as an external passageway, within the ground floor plane of the building.

The new building on Gray's Inn Road is proposed to a height of ground plus six storeys comprising retail accommodation on the ground floor, two storeys of offices on the first and second floors and residential accommodation above. The building elevations would be composed of an irregular grid of windows, balconies and planters, in which it is proposed to grow expansive greenery, which it is hoped would define the building as much as its formal architecture.

The proposed elevations for the Gray's Inn Road building would be composed of panels of glass, concrete and metal, coloured in a range of shades of terracotta which reflect the red-brick and terracotta palette of the surrounding terraced houses and mansion blocks. The idea is to present a mosaic of materials, textures and elements to create a finely-grained and interesting façade, which complements the surrounding streetscape. Materials and elements are overlaid on each other to create depth to the elevation, exploiting the patterns of sunlight to create areas of light and shade.

The Gray's Inn Road elevation comprises: a background layer of coloured concrete with exposed board-form textures; windows and glazing set within openings such that the metal frames are hidden from view, creating the visual effect of frameless glazing; projecting planters, curved subtlety in plan to reflect the very slight change in the angle of street frontages north and south of the site; and a layer of Corten mesh panels fixed in front of the glazing, and generally of a vertical proportion.

The planters would have an integral irrigation and drainage system and planting would be specified in response to the urban environment of Gray's Inn Road. The planters are a fully coloured precast concrete element fixed to supporting structure in the facade, with a pronounced texture. This refers to the terracotta decorative panels characteristic of Victorian and Edwardian street architecture. The soffits of the planters would be a smooth finish with suitable weathering protection. The planters would be deployed in various proportions to reinforce the layered weave of the overall composition.

The retail frontage would be at street level, following the first floor cornice line of the neighbouring buildings. This element would comprise large glazed panels with integrated signage. Areas of glazing would be set within a wall formed of coloured concrete with expressed shutter markings. The entrance doors to the residential accommodation would be set back under an overhang on the north corner of the frontage and would be glazed, aluminium doors. The bin store doors would be heavy-duty solid metal doors. The entrance to Brain Yard would comprise a stainless steel gate. The existing facades of Panther House would be refurbished and repaired as required with clean brickwork, enhanced wall insulation internally, refurbished existing windows, lead replacement flashings and stone copings and upgraded entrance doors as required. New interventions to the existing facades would be the new entrance doors at the south end of the Blocks A and C, which would be frameless glazing with clear glass, and frameless doors. The existing basement, ground and upper floors of Panther House and all staircases would be refurbished to provide flexible office spaces. No additional basement works are proposed in the development. A new lift and stair core is proposed to be added to the south-east of Block A, next to the entrance to the courtyard from Mount Pleasant. This would be clad in glass-blocks and partly concealed within the envelope of the historic building.

The existing roof of Panther House Block C would be removed and replaced with two new floors of office accommodation. The lower of these (level 3) would compromise a full height double glazed framed curtain walling system using a dark tone solar control glass and insulated opaque glass panels. Opening windows are integrated into the design. For the courtyard elevation, the curtain wall would be angled and extended down to the parapet of level 2. The upper floor would deploy a similar curtain wall system but would include a layered facade treatment comprising two sets of Corten perforated panels which provide some solar shading but also reflect the design of the Gray's Inn Road elevation. The darker tones of glazing and panels has been selected to complement the warm brick and painted windows of the historic building. This upper level cantilevers forward from the level 3 façade line to portray a pure floating form, with a metal panel soffit.

The existing roof of Panther House Block A would be removed and replaced with new office floors. The lower of these (level 4) would compromise a full height double glazed framed curtain walling system using a dark tone solar control glass and insulated opaque glass panels. Opening windows would be integrated into the design. For the tramshed elevation, the curtain wall is extended down to pick up the lower existing parapet line providing glazing to the level 3 office floor. The new upper floors levels 5 and 6 would deploy a similar curtain wall system but would include the same layered facade treatment comprising two sets of Corten perforated panels as deployed on Panther House Block C. Again darker tones of glazing and panels have been selected. This upper level cantilevers forward from the level 4 façade line to portray a pure floating form, with a metal panel soffit.

On Block B, the new extension would comprise two floors of office accommodation, a top floor comprising plant spaces (located here to avoid roof top plant on the more prominent east and west blocks) and a roof-top terrace. The new office floor at level 5 of Block B would be clad with a double glazed curtain wall system with insulated opaque panels to

match the systems used in the other two blocks. The new level 6 plant space would be finished in light grey mesh panels set back from the curtain walling.

There would also be new hard landscaping to Brain Yard, which would become an enclosed, internal space, and the courtyard of Panther House, which would remain outdoor and open.

4.2 Impact of the Proposals on the Conservation Areas

If granted planning permission, the proposals would have an impact on the historic environment. The demolition of 156 and 160-164 Gray's Inn Road would have an impact on the Hatton Garden Conservation Area and, to a lesser extent, the Bloomsbury Conservation Area and on the setting of the listed buildings on Gray's Inn Road. The alterations and extensions to Panther House would have an impact on the Hatton Garden Conservation Area. The effect on these heritage assets is discussed below, with the more serious impact – that of the loss of the buildings along Gray's Inn Road – discussed first.

Demolition of 156 and 160-164 Gray's Inn Road

These buildings, as described in the assessment of significance above, make a modest positive contribution to the character and appearance of the two conservation areas. The harm that would be caused by their demolition, however, is 'less than substantial' because the overall special interest of the conservation areas would not be compromised by the loss and because they lack clear intrinsic architectural and historic interest.

156 Gray's Inn Road is the most interesting of the two buildings; architecturally its subdued Arts and Crafts style has merit, it has, however, been altered and is typical of its period, an era from which many similarly-styled buildings survive. Its historical interest as a remnant of the LCC tramways infrastructure is more powerfully expressed in the former tramshed itself, which it is proposed to retain, with improved public access.

160-164 is of lesser interest. It is a typical interwar commercial building of some character but few formal qualities; again, there are many similar buildings surviving from this period. It was not designed by architects of note and there are no surviving features of interest inside. Andrews Café has a characterful interior however this does not come from any fixed elements which might be considered architectural heritage, but rather from the warm ambience created by the owners. These are not features which the planning process has a remit to protect.

The contribution these two buildings make to the character and appearance of the conservation area is positive, but limited. The domestic Arts and Crafts design of 156 Gray's Inn Road and the scale of both buildings are at odds with the rest of the townscape and the part-blocked ground floor frontage of 156 deadens the streetscene. The shopfronts of 160-164 Gray's Inn Road are of limited interest in a wider context.

The modest significance of the buildings would, however, be lost by the proposals and that should be acknowledged. The NPPF does not require this harm to be assessed as either 'substantial' or 'less than substantial',

because these categories related only to designated heritage assets. Instead the NPPF requires '... a balanced judgement ... having regard to the scale of any harm or loss and the significance of the heritage asset'. The proposals present a balanced response. The retention of the tramshed, which is the most significant feature of the London County Council's phase of work on the site, outweighs the loss of the foreman's accommodation at 156 Gray's Inn Road. Other features of character – the 'Gillette' painted advertisement on the flank wall of the neighbouring building and the passageway into Brain Yard – would be retained as part of the new development and the Gillette sign would be protected from further deterioration. The loss of buildings should be set against the wider benefits of the scheme and, in this light, the proposals should be viewed favourably.

In regard to these buildings in the context of the conservation area, the NPPF states that:

> *Loss of a building ... which makes a positive contribution to the significance of the Conservation Area or ... 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 ... as a whole*

For the reasons given above, the loss of these buildings should be treated as 'less than substantial' harm.

There are no 'in principle' reasons why these buildings should not be replaced, providing that the proposed new building makes a greater contribution to the character and appearance of the conservation area than the existing buildings. The merits of the proposed new building are discussed below, in the context of their conservation area setting.

Hatton Garden Conservation Area

The proposed new building on Gray's Inn Road has been designed to make a positive contribution to the character and appearance of the Hatton Garden Conservation Area. This has been achieved through the following measures:

- Careful consideration of the form, height, bulk and mass of the new building on Gray's Inn Road and the extensions to Panther House. The scale of the development has been designed to fit within the prevailing townscape, taking cues for its height and other features from the neighbouring buildings. The tallest part of the proposed development – the three storey extension to Block A – is in the centre of the site and so is not visible from the public realm. The appropriateness of the scale of the proposed development is illustrated in the verified townscape views which accompany this application.
- Attention to the materials proposed. The Gray's Inn Road façade is proposed in a palette of colours which responds to the rich red brick and terracotta which can be found elsewhere in the conservation area, and in particular in the mansion block buildings which dominate this stretch of the western side of Gray's Inn Road. The façade would be made up of a small number of different coloured and textured materials – concrete, metal and glass – so as to achieve the same combination of architectural quality with robust utility presented by the neighbouring mansion blocks.

- On the Gray's Inn Road elevation, architectural features – in this case the balconies and planters – are designed to provide visual interest to the façade in the same way the bay windows do in the Edwardian development. Similarly, the roofscape of the new development would be varied and interesting, like that of its neighbours, maintaining the finely-grain skyline of the street.
- The composition of the façade, with small shops at ground floor level and a mixture of offices and residences above, would match the prevailing uses of buildings in the conservation area, and as a result the fine grain of the streetscape would be maintained and enhanced by the proposed new building on Gray's Inn Road.
- On Mount Pleasant, the roof top extensions and the new lift would be clad in materials which reflect the industrial character of the original buildings. The extensions are of a scale that reflects but does not overpower the original buildings and there is a storey of sheer glazing between the historic and new construction, making the distinction clear and giving the impression that the new extensions 'hover' above the old.
- Views into Brain Yard and the courtyard of Panther House from the surrounding streetscape would be preserved.
- Views of the Gillette sign, while obscured, would still be possible from the street and the sign would make a special feature in the staircase to the residences.
- The tramshed would be given a new use and access to Brain Yard would be open, allowing more people to appreciate its special character. Both these spaces would be landscaped in a manner which enhances their industrial character.

The Hatton Garden Conservation Area guidance states that:

9.9 *New development will generally be subject to planning permission. It should be seen as an opportunity to enhance the Conservation Area through high quality design that respects the historic built form and character of the area and local views. Important considerations will include the building lines, roof lines and bay rhythm of adjacent properties. The prevailing heights are generally of 3-6 storeys, which will be considered the appropriate height for new development. Plot widths are also particularly important. In the past, these have often been amalgamated into larger plots, damaging the 'urban grain' and character of the Area. Therefore, new development should preserve the visual distinction of existing plot widths and, where possible, reinstate some sense of the visual distinction of lost plot widths.*

9.10 *Planning permission is required for alterations to the external form of a roof, including extensions and terraces. Because of the varied design of roofs in the Conservation Area it will be necessary to assess proposals on an individual basis with regard to the design of the building, the nature of the roof type, the adjoining properties and the streetscape. The formation of roof terraces or gardens provides valuable amenity and can have a positive effect. However, care should be given to locating terraces so that they are not unduly prominent and do not create problems of overlooking. Roof extensions and terraces are unlikely to be acceptable where:*

- They would detract from the form and character of the existing building
- The property forms part of a group or terrace with a unified, designed roofscape
- The roof is prominent in the townscape or in long views.

These considerations have defined the architectural response to the brief, and all the criteria in the guidance would be met by the proposed development, both in the new building to Gray's Inn Road and the extensions to Panther House. The impact of the development on the Hatton Garden Conservation Area would, overall, be beneficial and would preserve and enhance the character and appearance of the conservation area.

Bloomsbury Conservation Area and the setting of listed buildings
The impact on the Bloomsbury Conservation Area is negligible, as the opposite side of Gray's Inn Road represents its easternmost fringe and there is already a marked difference in the character of the two sides of the thoroughfare, due to the presence of the tall mansion blocks and other large-scale modern buildings, mostly offices. The impact, while negligible, would be beneficial overall because of the architectural quality of the proposed Gray's Inn Road building, as described above, and how it responds to the prevailing townscape. The same considerations apply to the setting of the listed buildings on Gray's Inn Road. The proposed development is of a different scale to these buildings, but this scale is the prevailing one for the eastern side of Gray's Inn Road; the warm tones of the proposed development and the mixture of materials responds to some of the qualities of the Georgian development of this part of Bloomsbury.

4.3 Justification of the Proposals

The proposals will be assessed by Camden Council according to legislation and the policies on the historic environment. The key test in determining the planning application is to ensure that, in accordance with Section 66 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the proposals will succeed in 'preserving listed buildings, their settings or any features of special architectural or historic interest which they possess'. Similarly, section 72(I) of the 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'. As described in section 4.2, above, the character and appearance of the two conservation areas and the setting of surrounding listed buildings would be preserved by the proposed development, which has been designed in response to its historical context.

The Act establishes a strong presumption against the granting of planning permission unless the conservation area and the setting of any listed buildings can be shown to be preserved. The proposals do not engage this presumption. There are also various aspects of the proposals which would enhance the character and appearance of the conservation areas, described below in the list of public benefits.

The NPPF requires local authorities to 'weigh up' the pros and cons of any proposal which affects listed buildings or conservation areas. Any potential 'harm' to the significance of a heritage asset should be balanced by benefits, and in particular 'public benefits'. The extent of public benefits required depends on whether the harm caused is deemed

to be 'substantial' or 'less than substantial'. The NPPF establishes the principle that instances of harm should be counterbalanced by a positive intervention which would be of public benefit.

As described above, the proposals would cause 'less than substantial harm' to the significance of the conservation areas and the setting of the nearby listed buildings. The appropriate test in the NPPF will therefore be paragraph 196 which states that:

> *... this harm should be weighed against the public benefits of the proposal, including securing its* **[the heritage assets']** *optimum viable use.*

There are substantial public benefits which would be brought about by the proposals. These include benefits to the historic environment, to the wider built environment, and to the local economy. These are:

- Repair, refurbishment and beneficial reuse of the three blocks which form Panther House. These buildings have always been insensitively used and their condition has steadily deteriorated over time. They require investment in order to continue to be functional. The proposals would involve cleaning the elevations, repairing the windows, and refurbishing the interiors.
- Repair, refurbishment and beneficial reuse of the tramshed. The use of the tramshed as a meeting space would also increase people's appreciation of this historic building, which has been closed off for many years.
- New shops and an animated townscape on Gray's Inn Road.
- Good quality office accommodation, to support businesses and the local economy.
- Seven new residences.
- Environmental benefits in terms of energy efficiency, in the new building.
- Overall, a development which would deliver the full range of architectural, environmental, land use, heritage and regenerative benefits for this important location.

These public benefits should be considered to be sufficient to outweigh any harm to the significance of the buildings or the conservation area which might be found to arise from the proposals.

4.4 Existing Planning Permission

There is an existing planning consent for the site (reference: 2015/6955/P), granted in 2017. This proposed the redevelopment of the existing buildings behind retained facades on the street-facing elevations, with a new part-four-storey and part-seven-storey mixed-use building. The implementation of this consent would see the loss of the tramshed in its entirety, and of all but the facades of the three blocks of Panther House. The facades of 160-164 Gray's Inn Road would be retained, but the rest of the buildings demolished and redeveloped at a larger scale. Brain Yard and the courtyard of Panther House would be lost.

In comparison to the consented scheme, the proposed scheme is considerably less harmful to the historic environment. Not only is a greater amount of historic fabric preserved – with the tramshed preserved in its entirety and the three blocks of Panther House preserved in all but their roofs – but the overall character and appearance of the site and its surrounding townscape would be respected. The fine grain of the existing buildings, separated by paved yards and having a strong industrial character, would be retained whereas in the consented scheme it would be lost. The scale of the proposed development is considerably more modest and appropriate to the conservation area, in comparison to the consented scheme which proposed a large, single building of up to seven storeys covering the entirety of the site. The architectural quality of the proposed new interventions is also significantly higher than the consented scheme. The only instance where more historical fabric is lost in comparison to the consented scheme is the loss of the buildings on Gray's Inn Road in their totality, rather than façade retention. Given the modest quality of these buildings, and the architectural ambition of the building with which it is proposed to replace them, this loss ought to be considered acceptable, particularly in light of the significant advantages of the proposed scheme for the tramshed building and Panther House in comparison to the consented scheme.

Overall, the approach of the proposed scheme is to retain the majority of the historic buildings on the site and refurbish and extend them so that they continue in beneficial use; and to redevelop entirely the less interesting of the historic buildings with high quality new architecture. The approach of the consented scheme was to retain all the facades of the historic buildings but otherwise to demolish them and redevelop at an enlarged scale which is out of keeping with the conservation area. The proposed scheme has powerful and profound advantages over the consented scheme in terms of historic building conservation philosophy and practice.

4.5 Conclusion

The proposals aim to support the sustainable development of the conservation area by providing new architecture which responds to its historical context alongside refurbished and extended historic buildings. The proposals would bring significant investment to the buildings and provide public benefits in the form of new shops, office and residences in a preserved historical setting. The proposals are a significant improvement – in terms of impact on the historic environment – over the existing consented scheme and, in their own right, are deserving of planning permission.

Appendix I - Statutory List Descriptions

The following list descriptions are of buildings within the setting of the study site.

YORKSHIRE GREY PUBLIC HOUSE

List entry Number: 1379006
Date first listed: 11-Jan-1999
Grade: II

Public house on a corner site. 1877. By J W Brooker; interior altered late C20. Pale stock brick with stucco dressings. EXTERIOR: 4 storeys, cellars and attics. 5 windows to Theobald Road and single window splayed angle. Ground floor public house frontage with pilasters and panelled risers and arched glazing bars to window heads. Entrance on angle with overlight having an arched glazing bar set with a roundel. Deep continuous fascia with a sculptured horse's head above the entrance. Central upper floor windows set within a shallow, full height, round-arched recess; slightly wider windows. 1st floor casements with blind boxes flanked by brick pilasters which support brackets, to 2nd floor sills with cast-iron guards, and flank aprons with roundels. 2nd floor 4-pane sashes, with rounded angles, flanked by pilasters supporting segmental pediments with projecting imposts; central window with fluted pilaster strips, shaped blind box and enriched pediment with an inset ball. That on corner with a balcony and enriched round-arched head. Above the pilaster flanked 3rd floor windows with lugged sills and anthemion enriched stucco heads, a deep cornice of scrolled brackets with blocking course incorporating corresponding attic windows, flanked by pilasters and having pediments with inset balls; central window with large anthemion. Above the entrance bay, in a pedimented brick and stone aedicule, a bas relief of a mounted soldier in Yorkshire Gray uniform and withdrawn sword, in the background a castle; carved by "Mr Plows" in 1878. INTERIOR: retains only cornices from late C19 interior.

Listing NGR: TQ3096481980

55, GRAYS INN ROAD

List entry Number: 1113098
Date first listed: 12-Feb-1991
Grade: II

Terraced house with later shop. c1714; shopfront dated 1882 on fascia brackets. Multi-coloured stock brick with red brick dressings; rear facade brown brick with plain brick band at 1st floor level and rendered closet wing. 2 rooms deep plus closet wing. EXTERIOR: 4 storeys and basement. 3 windows and blind half window. Late C19 shopfront with green tiled pilasters flanking 6-panelled house door with overlight and plate glass windows with central double, part-glazed panelled doors; above, a horizontal strip of small panes of coloured glass. Enriched console fascia brackets, each with date and shell motif flanking moulded fascia. Gauged red brick flat arches to sashes; 1st floor with early C19 sashes having reeded boxes with rectangular stops; 2nd floor, slightly recessed sashes with exposed boxing; 3rd floor, recessed sashes. Parapet. Rear facade includes sliding sash to 3rd floor of closet wing. INTERIOR: front house door leads along a short wainscotted passage to round-arched lobby entrance

with panelled dado and length of unusual early C19 dado rail. Original dog-leg stair with square newel, twisted balusters and 2 finials from ground to 2nd floor; stairwell plain panelled with dado to 1st floor and then moulded dado rail. Original plain stairs to 3rd floor and basement. 1st floor front room with bolection moulded door frame to landing, bolection moulded dado and box cornice; alcove to right of chimney breast, plain panelled above dado and with narrow wall cupboard. Rear room plain panelled with dado having moulded rail, box cornice and corner chimney breast. Closet wing plain panelled with section of moulded dado rail, box cornice and original bolection moulded panelled door with H-hinges. 2nd floor front and rear rooms with moulded dado rail. 3rd floor rear room with early C19 reeded door frame. Most windows with shutters; most chimney breasts with C19 cast-iron fire grates.

Listing NGR: TQ3094382046

63 TO 69, GRAYS INN ROAD

List entry Number: 1113099
Date first listed: 11-Jan-1999
Grade: II

4 terraced houses with later shops. c1791, altered. Multi-coloured stock brick with some patching and refacing. Slated mansard roofs with dormers. 3 storeys, attics and basements. Later C20 shopfronts. Upper floors have gauged brick flat arches to recessed sashes; 1st floor set in shallow round-arched recesses linked by stucco impost bands. Parapets, Nos 63-67 with brick cornices below. INTERIORS: not inspected but likely to be of interest.

Listing NGR: TQ3091682094

NUMBERS 75 TO 81 AND 81A AND ATTACHED RAILINGS

List entry Number: 1113100
Date first listed: 14-May-1974
Grade: II

4 terraced houses with later shops. c1791, altered. Yellow stock brick with slate mansard roofs (No.77, corrugated iron) and dormers. EXTERIOR: 3 storeys, attics and basements. 2 windows each, No.81 with 2-window return forming No.81A. No.75: round-arched doorway with stucco reveals, fluted pilaster-jambs carrying cornice-head; patterned radial fanlight and panelled door. Stucco 1st floor sill band. Gauged brick flat arches to recessed sashes; 1st floor in shallow, round-arched recesses linked by stucco impost bands. Moulded brick band at base of parapet. SUBSIDIARY FEATURES: attached cast-iron railings with tasselled spearhead finials to area. No.77: C20 shopfront with late C19 consoles. Gauged brick flat arches to recessed sashes; 1st floor in shallow, round-arched recesses. Parapet. No.79: round-arched doorway with stucco reveals, fluted pilaster-jambs carrying cornice-head; patterned radial fanlight and panelled door. Stucco 1st floor sill band. Gauged brick flat arches to recessed sashes; 1st floor in shallow, round-arched recesses. Parapet. SUBSIDIARY FEATURES: attached cast-iron railings with acorn finials to area. No.81: mid-C20 shopfront with vitrolite fascia. Gauged brick flat arches to recessed sashes; 1st floor in shallow, round-arched recesses. Rebuilt parapet. INTERIORS: not inspected.

Listing NGR: TQ3090282117

Appendix II - Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

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

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

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

> *in considering whether to grant permission for development which affects a listed building or its setting, the local planning authority, or as the case may be the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*

Similarly, section 72(I) 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 (February 2019). 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.

Paragraph 7 of the Framework states that the purpose of the planning system is to '*contribute to the achievement of sustainable development*' and that, at a very high level, '*the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs*.

At paragraph 8, the document expands on this as follows:

> *Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives:*

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

and notes at paragraph 10:

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).

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

190. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) 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 192 of the NPPF identifies the following criteria in relation to this:

a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
c) 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 193 the framework states the following:

...great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether the any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

The Framework goes on to state at paragraph 194 that:

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) 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 195 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:

a) the nature of the heritage asset prevents all reasonable uses of the site; and
b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
c) conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
d) 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;

196. 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, where appropriate, securing its optimum viable use.

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

197. 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.

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 200 states that:

Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Concerning conservation areas and world heritage sites it states, in paragraph 201, that:

> *Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.*

National Planning Practice Guidance

The National Planning Practice Guidance (NPPG) was published on the 23rd July 2019 to support the National Planning Policy Framework (NPPF) 2019 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 2: What is meant by the conservation and enhancement of the historic environment?

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 and 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, though on-going management remains important. Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-making in respect of applications for planning permission and listed building consent 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. Heritage assets are either designated heritage assets or non-designated heritage assets.

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 (noting that the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted), 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 (National Planning Policy Framework paragraph 199)

Paragraph 6: What is "significance"?

'Significance' in terms of heritage-related planning policy is defined in the Glossary of the National Planning Policy Framework as the value of a heritage asset to this and future generations because of its heritage interest. Significance derives not only from a heritage asset's physical presence, but also from its setting.

The National Planning Policy Framework definition further states that in the planning context heritage interest may be archaeological, architectural, artistic or historic. This can be interpreted as follows:

- archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
- historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

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 what, in planning terms, is referred to as the identified heritage asset's significance.

Paragraph 7: 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.

All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent.
The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell 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 of way or an ability to otherwise access or experience that setting. The contribution may vary over time.

When assessing any application 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 the optimum 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 for the future conservation of the asset: a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable 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 economically viable one. Nor need it be the original use. However, if from a conservation point of view there is no real difference between alternative economically viable uses, then the choice of use is a decision for the owner, subject of course to obtaining any necessary consents.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, and provided the harm is minimised. The policy on addressing substantial and less than substantial harm is set out in paragraphs193-196 of the National Planning Policy Framework.

Paragraph 18: How can the possibility of harm to a heritage asset be assessed?

What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting.

Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (paragraphs 194-196) apply.

Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.

Whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting. While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings' significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting.

The National Planning Policy Framework confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). It also makes clear that any harm to a designated heritage asset requires clear and convincing justification and sets out certain assets in respect of which harm should be exceptional/wholly exceptional (see National Planning Policy Framework, paragraph 194).

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

The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal. Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). 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 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, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

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

Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.
A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.

Paragraph 40: How are non-designated heritage assets identified?

There are a number of processes through which non-designated heritage assets may be identified, including the local and neighbourhood plan-making processes and conservation area appraisals and reviews. Irrespective of how they are identified, it is important that the decisions to identify them as non-designated heritage assets are based on sound evidence.

Plan-making bodies should make clear and up to date information on non-designated heritage assets accessible to the public to provide greater clarity and certainty for developers and decision-makers. This includes information on the criteria used to select non-designated heritage assets and information about the location of existing assets.

It is important that all non-designated heritage assets are clearly identified as such. In this context, it can be helpful if local planning authorities keep a local list of non-designated heritage assets, incorporating any such assets which are identified by neighbourhood planning bodies. (Advice on local lists can be found on Historic England's website.) They should also ensure that up to date information about non-designated heritage assets is included in the local historic environment record.

In some cases, local planning authorities may also identify non-designated heritage assets as part of the decision-making process on planning applications, for example, following archaeological investigations. It is helpful if plans note areas with potential for the discovery of non-designated heritage assets with archaeological interest. The historic environment record will be a useful indicator of archaeological potential in the area.

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 relate 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.

Curtilage Structures

15. Some buildings and structures are deemed designated as listed buildings by being fixed to the principal building or by being ancillary within its curtilage and pre-dating 1 July 1948. Whether alteration, extension or demolition of such buildings amounts to harm or substantial harm to the designated heritage asset (i.e. the listed building together with its curtilage and attached buildings) needs careful consideration. Some curtilage structures are of high significance, which should be taken fully into account in decisions, but some are of little or none. Thus, like other forms of heritage asset, curtilage structures should be considered in proportion to their significance. Listed buildings designated very recently (after 25 June 2013) are likely to define curtilage definitively; where this is (or is not) the case will be noted in the list description.

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.

Listed Building Consent Regime

29. Change to heritage assets is inevitable but it is only harmful when significance is damaged. The nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be needed if it is to go ahead. In the case of listed buildings, the need for owners to receive listed building consent in advance of works which affect special interest is a simple mechanism but it is not always clear which kinds of works would require consent. In certain circumstances there are alternative means of granting listed building consent under the Enterprise & Regulatory Reform Act 2013.

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. All interested parties should be included at an early stage to avoid conflict between setting and other aspects of a proposal.

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 where town-or village-scape reveals views with unplanned or unintended beauty;

- Those with cultural associations, including landscapes known historically for their picturesque and landscape beauty, those which became subjects for paintings of the English landscape tradition, and those views which have otherwise become historically cherished and protected;
- 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. Settings may also have suffered negative impact from inappropriate past developments and may be enhanced by the removal of the inappropriate structure (s).

Access and 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. These points apply equally, in some rare cases, to designated heritage assets such as scheduled monuments or Protected Wreck Sites that are periodically, partly or wholly submerged, eg in the intertidal zone on the foreshore.

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. Reference is sometimes made to the 'immediate', 'wider' and 'extended' setting of heritage assets, but the terms should be be regarded as having any particular formal meaning. While many day-to-day cases will be concerned with development in the vicinity of an asset, development further afield may also affect significance, particularly where it is large-scale, prominent or intrusive. The setting of a historic park or garden, for instance, may include land beyond its boundary which adds to its significance but which need not be confined to land visible from the site, nor necessarily the same as the site's visual boundary.

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.

Landscape Assessment and Amenity

Analysis of setting is different from landscape assessment. While landscapes include everything within them, the entirety of very extensive settings may not contribute equally to the significance of a heritage asset, if at all. Careful analysis is therefore required to assess whether one heritage asset at a considerable distance from another, though intervisible with it – a church spire, for instance – is a major component of the setting, rather than just an incidental element within the wider landscape. Similarly, setting is different from general amenity. Views out from heritage assets that neither contribute to significance nor allow appreciation of significance are a matter of amenity rather than of setting.

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 clear-cut, 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.

Local Policy

Camden Local Plan (June 2017)

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.

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.

Tall buildings

All of Camden is considered sensitive to the development of tall buildings. Tall buildings in Camden will be assessed against the design criteria set out above and we will also give particular attention to:
p. how the building relates to its surroundings, both in terms of how the base of the building fits in with the streetscape and how the top of a tall building affects the skyline;
q. the historic context of the building's surroundings;
r. the relationship between the building and hills and views;
s. the degree to which the building overshadows public spaces, especially open spaces and watercourses; and
t. the contribution a building makes to pedestrian permeability and improved public accessibility.

In addition to these design considerations tall buildings will be assessed against a range of other relevant policies concerning amenity, mixed use and sustainability.

Public art

The Council will only permit development for artworks, statues or memorials where they protect and enhance the local character and historic environment and contribute to a harmonious and balanced landscape design.

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.

Sustainable design and durability

7.7 The Council expects development to be sustainable in design and construction. Development should be consistent with the policies set out in section 8 of this plan on sustainability and also consistent with Camden Planning Guidance on sustainability.

7.8 Design should be durable in construction and where appropriate should be flexible and adaptable for a range of uses over time, a quality known as robustness. Robustness is influenced by factors including the size and shape of rooms, points of access and the depth of floorplates. The overall quality of a building is also a consideration as buildings with character and charm are more likely to be retained and adapted.

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".

Access

7.14 Good access benefits everyone. The Council requires new buildings and spaces to be inclusive and accessible to all. As accessibility is influenced by perceptions as well as physical factors, buildings should also be designed to appear, as well as be, fully accessible. The Council will require Design and Access Statements for developments to show how the principles of inclusive design, ensuring access for all, have been integrated into the proposed development and how inclusion will be maintained and managed.

7.15 Making roads and pavements and the spaces between buildings fully accessible is as important as making the buildings themselves accessible. The Council will seek improvements for all pedestrians to ensure good quality access and circulation arrangements, including improvements to existing routes and footways. The Camden Streetscape Design Manual and our supplementary planning documents Camden Planning Guidance on design and Camden Planning Guidance on amenity provide more detailed information on this issue.

7.16 Any adaptation of existing buildings must respond to access needs whilst ensuring that alterations are sympathetic to the building's character and appearance. Please refer to "Policy C6 Access for all" for the Council's policies on access and to "Policy D2 Heritage" for the policy on providing access to listed buildings.

Responding to natural features and preserving gardens and open space

7.19 New developments should respond to the natural assets of a site and its surroundings, such as slopes and height differences, trees and other vegetation. Extensions and new developments should not harm existing natural habitats, including in private gardens. "Policy A3 Biodiversity" sets out the Council's policy on nature conservation, protecting trees and biodiversity.

7.20 Development within rear gardens and other undeveloped areas can often have a significant impact upon the amenity and character of an area. The Council will resist development that occupies an excessive part of a garden and where there is a loss of garden space which contributes to the character of the townscape.

7.21 The Council will resist development which fails to preserve or is likely to damage trees on a site which make a significant contribution to the character and amenity of an area. Where appropriate the Council will seek to ensure that Local Plan Adoption Version | Design and Heritage 205 developments make adequate provision for the planting and growth to maturity of large trees.

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 statutes (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

Design of housing

7.32 All residential developments are required to be designed and built to create high quality homes. The Council will seek to ensure that residential development, both new build and change of use:

- is self-contained and has its own secure private entrance;

- has good ceiling heights and room sizes;
- is dual aspect except in exceptional circumstances;
- has good natural light and ventilation;
- has good insulation from noise and vibration;
- has a permanent partition between eating and sleeping areas (studio flats are acceptable where they provide adequate space to separate activities);
- incorporates adequate storage space;
- incorporates outdoor amenity space including balconies or terraces; and
- is accessible and adaptable for a range of occupiers.

7.33 New dwellings and conversions to residential use will be expected to meet the government's nationally described space standard as set out in London Plan Table 3.3. The Council will also require development to adhere to the Mayor's Housing Supplementary Planning Guidance.

Tall buildings

7.35 For this policy tall buildings are considered to be those which are substantially taller than their neighbours or which significantly change the skyline. While tall buildings offer the opportunity for intensive use, their siting and design should be carefully considered in order not to detract from the nature of surrounding places and the quality of life for living and working around them. Applications for tall buildings will be considered against Local Plan policies on design and heritage, along with the full range of policies, including those on mixed use, sustainability, amenity and microclimate. The effect on views and provision of communal and private amenity space will also be important considerations. In assessing applications for tall buildings the Council will have regard to the London Plan Policy 7.7 on the location of tall and large buildings and the Historic England Advice Note 4 on Tall Buildings

7.36 Due to the dense nature of Camden with extensive range and coverage of heritage assets, such as conservation areas, numerous listed buildings and five strategic views and two background views crossing the borough, the Council do not consider that it is practical to identify broad areas either suitable, or not suitable, for tall buildings. In the borough, a site may be suitable for a tall building while adjacent sites are not, due to impact on either views, conservations areas or listed buildings. Indeed, in some cases, suitability for a tall building differs across a single site. Given Camden's environmental characteristics, the entire borough is considered as being within the 'sensitive' category, as defined by the English Heritage / CABE Guidance on Tall Buildings. Tall building proposals in Camden will therefore merit detailed design assessments.

7.37 Further relevant guidance to the Council's approach to tall buildings is set out in:

- Area Action Plans including the Euston Area Plan and the Fitzrovia Area Action Plan;

- Site Allocations;
- Conservation area appraisals and management strategies;
- The Camden Character Study; and
- Neighbourhood Plans.

7.38 The Council will take these documents into account where relevant in assessing applications for tall buildings.

Heritage

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.

Designated heritage assets

Designed heritage assets include conservation areas and listed buildings. The Council will not permit the loss of or substantial harm to a designated heritage asset, including conservation areas and Listed Buildings, 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:

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

The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm.

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.

Listed Buildings

Listed buildings are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. To preserve or enhance the borough's listed buildings, the Council will:
i. resist the total or substantial demolition of a listed building;
j. resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building; and
k. resist development that would cause harm to significance of a listed building through an effect on its setting.
Archaeology

The Council will protect remains of archaeological importance by ensuring acceptable measures are taken proportionate to the significance of the heritage asset to preserve them and their setting, including physical preservation, where appropriate.

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.

Demolition in conservation areas

7.49 The Council has a general presumption in favour of retaining buildings that make a positive contribution to the character or appearance of a conservation area, whether they are listed or not, so as to preserve this character and appearance. The Council will resist the total or substantial demolition of buildings which make a positive contribution to a conservation area unless circumstances are shown that outweigh the case for retention. Applicants will be required to justify the demolition of a building that makes a positive contribution to a conservation area, having regard to the National Planning Policy Framework, Camden's conservation area statements, appraisals and management strategies and any other relevant supplementary guidance produced by the Council.

7.50 When considering applications for demolition, the Council will take account of group value, context and the setting of buildings, as well as their quality as individual structures and any contribution to the setting of listed buildings. Applications must clearly show which buildings or parts of buildings are to be demolished.

7.51 Applications for total or substantial demolition in conservation areas must demonstrate to the Council's satisfaction that effective measures will be taken during demolition and building works to ensure structural stability of retained parts and adjoining structures. Before planning permission for demolition is granted, the Council must be satisfied that there are acceptable detailed plans for the redevelopment.

7.52 In addition proposals for demolition and reconstruction should be justified in terms of the optimisation of resources and energy use in comparison with the existing building. Further details on this are in "Policy CC1 Climate change mitigation".

Use

7.53 Changes in patterns of use can also erode the character of an area. It is therefore important that, whenever possible, uses which contribute to the character of a conservation area are not displaced by redevelopment. Two uses of particular importance to the character of conservation areas are pubs and local shops, especially when they are in located in historic buildings. The Council will protect these uses as set out in "Policy C4 Public houses" and "Section 9 Town centres and shops".

Details

7.54 The character and appearance of a conservation area can be eroded through the loss of traditional architectural details such as historic windows and doors, characteristic rooftops, garden settings and boundary treatments. Where alterations are proposed they should be undertaken in a material of a similar appearance to the original. Traditional features should be retained or reinstated where they have been lost, using examples on neighbouring houses and streets to inform the restoration. The Council will consider the introduction of Article 4 Directions to remove permitted development rights for the removal or alterations of traditional details where the character and appearance of a conservation area is considered to be under threat.

Landscape

7.55 The value of existing gardens, trees and landscape to the character of the borough is described in "Policy A2 Open space" and they make a particular contribution to conservation areas. Development will not be permitted which causes the loss of trees or garden space where this is important to the character and appearance of a conservation area.

Sustainable design and retrofitting

7.56 Historic buildings including those in conservation areas can be sensitively adapted to meet the needs of climate change and energy saving while preserving their special interest and ensuring their long-term survival. In assessing applications for retrofitting

sustainability measures to historic buildings the Council will take into consideration the public benefits gained from the improved energy efficiency of these buildings, including reduction of fuel poverty. These considerations will be weighed up against the degree to which proposals will change the appearance of the building, taking into consideration the scale of harm to appearance and the significance of the building. Applicants are encouraged to follow the detailed advice in Camden's Retrofitting Planning Guidance, the energy efficiency planning guidance for conservation areas and the Historic England website.

Listed Buildings

7.57 Camden's listed buildings and structures provide a rich and unique historic and architectural legacy. They make an important and valued contribution to the appearance of the borough and provide places to live and work in, well known visitor attractions and cherished local landmarks. We have a duty to preserve and maintain these for present and future generations.

7.58 The Council has a general presumption in favour of the preservation of listed buildings. Total demolition, substantial demolition and rebuilding behind the façade of a listed building will not normally be considered acceptable. The matters which will be taken into consideration in an application for the total or substantial demolition of a listed building are those set out in the National Planning Policy Framework.

7.59 In order to protect listed buildings, the Council will control external and internal works that affect their special architectural or historic interest. Consent is required for any alterations, including some repairs, which would affect the special interest of a listed building.

7.60 The setting of a listed building is of great importance and should not be harmed by unsympathetic neighbouring development. While the setting of a listed building may be limited to its immediate surroundings, it can often extend some distance from it. The value of a listed building can be greatly diminished if unsympathetic development elsewhere harms its appearance or its harmonious relationship with its surroundings. Applicants will be expected to provide sufficient information about the proposed development and its relationship with its immediate setting, in the form of a design statement.

Access in listed buildings

7.61 Where listed buildings and their approaches are being altered, disabled access should be considered and incorporated. The Council will balance the requirement for access with the interests of conservation and preservation to achieve an accessible solution. We will expect design approaches to be fully informed by an audit of conservation constraints and access needs and to have considered all available options. The listed nature of a building does not preclude the development of inclusive design solutions and the Council expects sensitivity and creativity to be employed in achieving solutions that meet the needs of accessibility and conservation.

Sustainability measures in listed buildings

7.62 Proposals that reduce the energy consumption of listed buildings will be welcomed provided that they do not cause harm to the special architectural and historic interest of the building or group. Energy use can be reduced by means that do not harm the fabric or appearance of the building, for instance roof insulation, draught proofing, secondary glazing, more efficient boilers and heating and lighting systems and use of green energy sources. Depending on the form of the building, renewable energy technologies may also be installed, for instance solar water heating and photovoltaics.

Archaeology

7.63 Camden has a rich archaeological heritage which comprises of both above and below ground remains, in the form of individual finds, evidence of former settlements and standing structures. These remains are vulnerable to modern development and land use. There are currently 13 archaeological priority areas in the borough (see "Map 4: Heritage and Archaeological Sites") although these are scheduled for review in 2017.

7.64 The archaeological priority areas provide a general guide to areas of archaeological remains, but do not indicate every find site in the borough. These are based on current knowledge and may be refined or altered as a result of future archaeological research or discoveries.

7.65 It is likely that archaeological remains will be found throughout the borough, both within and outside the archaeological priority areas. Many archaeological remains have yet to be discovered, so their extent and significance is not known. When researching the development potential of a site, developers should, in all cases, assess whether the site is known or is likely to contain archaeological remains. Where there is good reason to believe that there are remains of archaeological importance on a site, the Council will consider directing applicants to supply further details of proposed developments, including the results of archaeological desk-based assessment and field evaluation. Scheduled monument consent must be obtained before any alterations are made to scheduled ancient monuments. Camden has only one scheduled ancient monument: Boadicea's Grave in Hampstead Heath

7.66 If important archaeological remains are found, the Council will seek to resist development which adversely affects remains and to minimise the impact of development schemes by requiring either in situ preservation or a programme of excavation, recording, publication and archiving of remains. There will usually be a presumption in favour of in situ preservation of remains and, if important archaeological remains are found, measures should be adopted to allow the remains to be permanently preserved in situ. Where in situ preservation is not feasible, no development shall take place until satisfactory excavation and recording of the remains has been carried out on site and subsequent analysis, publication and archiving undertaken by an archaeological organisation approved by the Council.

7.67 The Council will consult with, and be guided by, Historic England and the Greater London Archaeology Advisory Service (GLAAS) on the archaeological implications of development proposals. The Greater London Historic Environment Record, maintained by Historic England, contains further information on archaeological sites in Camden. When considering schemes involving archaeological remains, the Council will also have regard to the National Planning Policy Framework.

Other heritage assets

7.68 In addition to conservation areas, listed buildings and archaeological remains, Camden contains 14 registered parks and gardens, as identified by Historic England. There are also 53 London squares in the borough protected by the London Squares Preservation Act 1931. The Council will encourage the management of registered parks and gardens and London squares to maintain, and where appropriate, enhance their value and protect their setting. The Council will consult with Historic England over proposals affecting these parks and gardens. We also encourage the restoration and management of registered parks and gardens and London squares to enhance their value.

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.

Protecting existing shopfronts

7.72 Shopfronts form an essential part of the character and attractiveness of many areas in Camden, in particular its centres, and contribute to the creation of vibrant streets and public spaces. We will seek to protect existing shopfronts that make a significant contribution to the appearance and character of an area, for example through their architectural and historic merit. We will consider the need to keep the appearance of the shopfront, taking into account the quality of its design, its historic importance and its location. Good examples of shopfronts should be retained wherever possible.

7.73 A number of Camden's centres lie within conservation areas. The Council has prepared conservation area statements, appraisals and management strategies for these which set out detailed information on the area and its character and the Council's approach to their preservation and enhancement, including, where relevant, shopfronts

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.

Replacement shopfronts

7.76 If a shopfront is replaced or altered, the design should respect the characteristics of the building and, where appropriate, shopfront windows and framework features, such as pilasters, fascias and console brackets, should be retained or restored. Careful consideration will be given to proposals for excavating or re-opening lightwells in front of shopfronts, particularly those in a group, as they can affect the cohesiveness of a frontage.

7.77 Folding or opening shopfronts will not generally be acceptable, as they can create a void at ground level that can harm the appearance of a building and can also have a negative impact on local amenity, for example in terms of noise and disturbance.

Shop windows

7.78 Shop windows provide views into and from premises and can help bring activity and enhance feelings of security by providing natural surveillance. Displays in shop windows can add to the attractiveness of a premises and the vitality and attraction of the centre. Security features associated with shop window displays should be internal in order to avoid harming the appearance of shop premises and creating clutter. Solid shutters are only considered to be acceptable in exceptional cases as they are unsightly and can generate feelings of insecurity in those walking by, hide internal intruders and encourage graffiti.

7.79 Lighting from shop windows can help to increase security after dark. The Council may therefore seek the maintenance of some shopfront lighting overnight, where appropriate, particularly in areas identified as having high levels of crime. However, this lighting should be well designed so it does not cause light pollution.

7.80 The Council discourages shop window displays and graphics that completely obstruct views into the shop (for example vinyl graphics applied to the window). The layout of shop units should be designed to overcome the need for excessive window graphics, for example to hide shelving. The supplementary planning document Camden Planning Guidance on design provides more detail on the Council's approach to the design of shopfronts.

Hatton Garden Conservation Area Appraisal and Management Strategy (2017)

The Hatton Garden Conservation Area was first designated in 1999. The importance of the Hatton Garden area was first recognised in the 1976 Greater London Development Plan as part of the 'Royal Courts of Justice, Inns of Court Area of Special Character'. The conservation area was reviewed in 2017 and a new Conservation Area Appraisal and Management Strategy has been adopted in the same year. The Hatton Garden Conservation Area is bound by Gray's Inn Road to the west, Holborn and Charterhouse Street to the south, Farringdon Road and Herbal Hill to the east and Elm Street, Mount Pleasant and Warner Street to the north. Bloomsbury Conservation

Area sits on the western side of Gray's Inn Road and the Rosebery Avenue Conservation Area and Clerkenwell Green Conservation Area, both belonging to the London Borough of Islington, lie to the east.

The general character of the conservation area is described below:

> *The Hatton Garden Conservation Area derives much of its character from its robustly detailed industrial, commercial and residential buildings of the late nineteenth to mid twentieth centuries. Also in evidence are a few Georgian terraces and a large number of unexceptional late twentieth-century buildings (see Age of Buildings map). All of these buildings occupy a historic and intricate network of streets that becomes gently hilly in places, adding another dimension to the character. On top of these features, the activities, sights and smells of the Area add a richness to the way it is experienced, particularly in the bustling street market of Leather Lane and around the Hatton Garden jewellery quarter.*

156-158 Gray's Inn Road, 160-164 Gray's Inn Road and 38 Mount Pleasant are considered positive contributions to the Conservation Area and the shopfronts of 160 & 162 Gray's Inn Road are considered shopfronts of merit. These buildings reside in the Sub-area 1 of the Conservation Area appraisal, the following excerpt discusses the character of this sub-area:

Spatial character

Sub-area 1, in the northern part of the Area, forms a dense pattern of short, narrow, hilly streets, contained within a framework of three major thoroughfares: Gray's Inn Road, Rosebery Avenue and Clerkenwell Road. The complex medieval street plan, cut through by these three nineteenth-century roads, creates surprising vistas and transitions in the townscape that are integral to the character. There are many curving or angular plot boundaries and there are also interesting changes in level. For example, it is possible to turn off the broad, tree-lined Rosebery Avenue, descend steep steps and find yourself in Vine Hill, a narrow lane with a strong sense of enclosure.

Architectural character

Much of Sub-area 1 has a strongly defined architectural character derived from its large and impressive late nineteenth-century housing blocks. These include austere 'model dwellings' in London stock brick (e.g. Cavendish Mansions, Clerkenwell Road; Positive) and more decorative mansion blocks in red brick with stucco ornaments (e.g. Churston, Dawlish, Dulverton and Tiverton Mansions on Gray's Inn Road; Positive). There are also several large industrial buildings of similar or later date, including Panther House, grouped around a secluded courtyard off Mount Pleasant (Positive), and Herbal House (Positive), a monumentally treated former print works on Herbal Hill and Back Hill. As a result the overall architectural character is robust and strongly articulated though not highly decorative. The irregular street pattern has created many wedge-shaped sites that some of the best buildings turn to advantage, e.g. 144 Clerkenwell Road (Positive), which sweeps round dramatically into Back Hill. Red brick and London stock brick are the predominant materials.

In terms of management, the conservation area audit offers the following relevant issues and guidelines:

Shopfronts

The existing shopfronts within the Area are very mixed and many of them are of poor quality and fail to relate to the historic character. Proposals for new shopfronts or alterations to existing shopfronts will be expected to preserve or enhance the historic character of the Area through careful, high quality design, while respecting the proportions, rhythm and architectural form of any nearby shopfronts of merit (see Audit). Shopfronts of merit should be retained or sensitively adapted; their loss will be strongly resisted. Internally illuminated box signs are out of keeping with the character of the Area and are generally unacceptable. The installation of a new shopfront and/or external security shutters, and most alterations to an existing shopfront, will require planning permission.

Demolition

In the past, the Hatton Garden Conservation Area has had its character damaged through demolition. Within the Area, total or substantial demolition of a building (whether listed or otherwise) will require planning permission. Camden will seek the retention of those buildings which are considered to make a positive contribution to the character or appearance of the Conservation Area, and will only usually grant consent for demolition where it can be shown that the building detracts from the character of the area. Consent will not be granted for demolition unless a redevelopment scheme has been approved which will preserve or enhance the Conservation Area. The removal of streetscape features which make a positive contribution to the character and appearance of the Conservation Area will be resisted (see Audit).

Development, design and plot widths

New development will generally be subject to planning permission. It should be seen as an opportunity to enhance the Conservation Area through high quality design that respects the historic built form and character of the area and local views. Important considerations will include the building lines, roof lines and bay rhythm of adjacent properties. The prevailing heights are generally of 3-6 storeys, which will be considered the appropriate height for new development. Plot widths are also particularly important. In the past, these have often been amalgamated into larger plots, damaging the 'urban grain' and character of the Area. Therefore, new development should preserve the visual distinction of existing plot widths and, where possible, reinstate some sense of the visual distinction of lost plot widths.

Roof extensions and terraces

Planning permission is required for alterations to the external form of a roof, including extensions and terraces. Because of the varied design of roofs in the Conservation Area it will be necessary to assess proposals on an individual basis with regard to the design of the building, the nature of the roof type, the adjoining properties and the streetscape. The formation of roof terraces or gardens provides valuable amenity and can have a positive effect. However, care should be given to locating terraces so that they are not unduly prominent and do not create problems of overlooking.

Roof extensions and terraces are unlikely to be acceptable where:

- They would detract from the form and character of the existing building
- The property forms part of a group or terrace with a unified, designed roofscape
- The roof is prominent in the townscape or in long views.

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