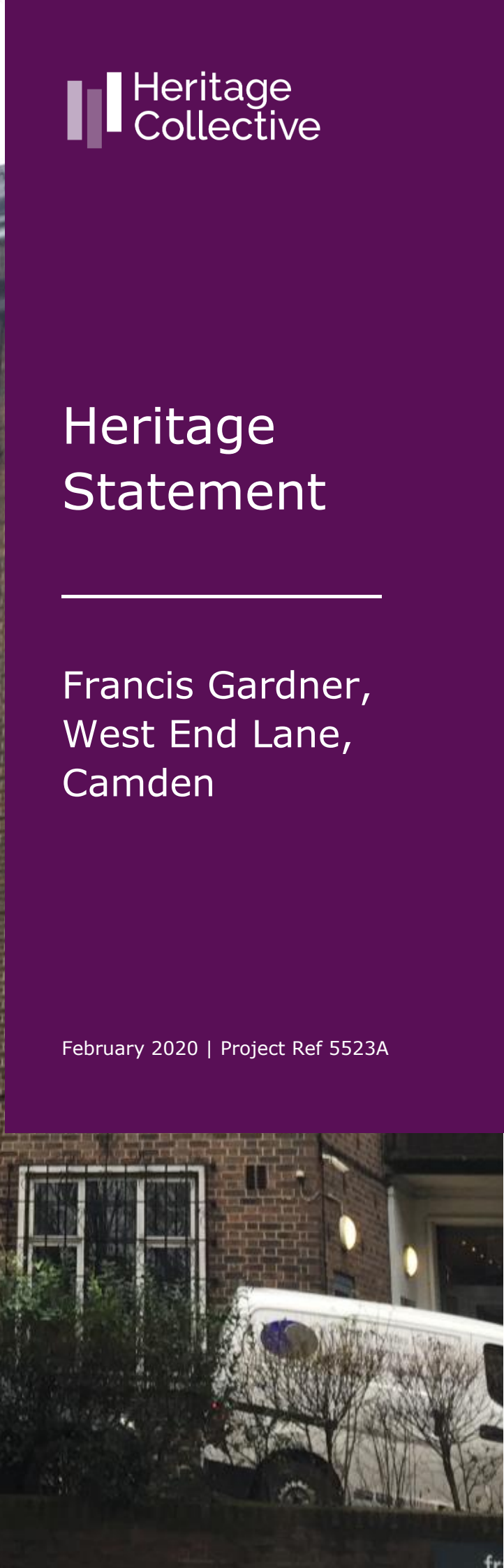


Heritage Statement

Francis Gardner,
West End Lane,
Camden

February 2020 | Project Ref 5523A



Project Number: 5523A
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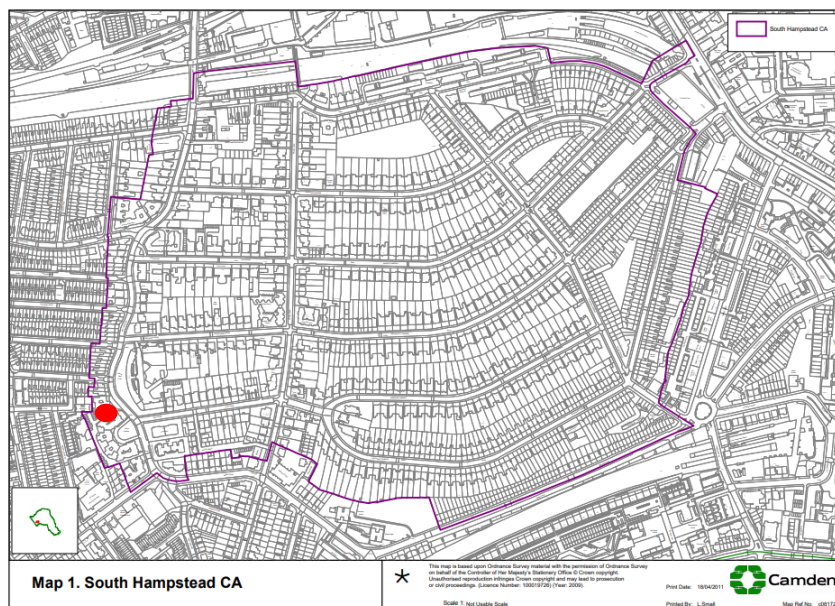
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1. Introduction

1.1 This Heritage Statement has been written and prepared by Heritage Collective on behalf of Empiric (London Francis Gardner) Limited. It relates to the proposed demolition of the existing building and erection of a replacement building. The London Borough of Camden are the determining authority.

1.2 The building, known as Hello Student Accommodation, is an unlisted building located at 89-91 West End Lane, West Hampstead. It is within South Hampstead Conservation Area (formerly known as Swiss Cottage Conservation Area) (see figure 1). Camden Council has not identified the building as making a positive contribution to the character and appearance of the conservation area. In the Conservation Area Appraisal it is identified as being of 'neutral' importance. The site is located between two buildings that are considered to contribute positively. To the immediate north the street is formed of a terrace of residential townhouse properties. To the south of the site is the larger Kings Garden Buildings mansion block housing. The post war housing on the east of West End Lane, Sydney Boyd Court, is set back from the street behind mature trees and is seven storeys tall.



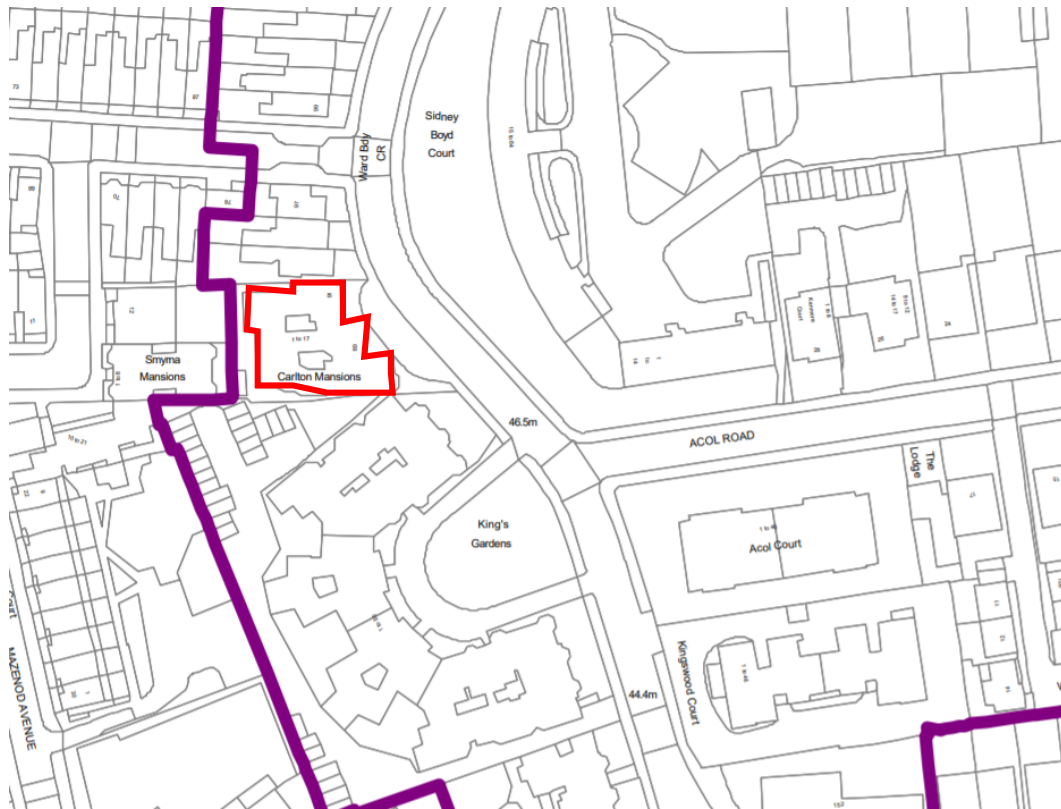


Figure 1 – Top: South Hampstead Conservation Area. Bottom: Close up of site location within the conservation area. Site location shown in red.

Background

- 1.3** The application site building was built in the early 1900s, with repairs following bomb damage during the Second World War. It was converted into Carlton Mansions by 1953 and was converted and refurbished in 2004/2005. It currently offers accommodation for 70 people and has limited communal facilities with no car parking currently provided on site. The relevant planning history can be found in Appendix 2.
- 1.4** The developing proposals for Francis Gardner have been the subject of a series of pre-application consultations with the London Borough of Camden (LBC). Feedback to initial proposals was provided in a letter dated 17 December 2017, and there have been a series of subsequent discussions and emails.

- 1.5** The proposals were also considered at the Camden Design Review Panel in April 2018 when the general massing of the scheme was discussed and agreed. A document showing the design development of the principal elevation treatment was issued to LBC in May 2019. This document was discussed at a meeting with LBC on 6 September 2019. At this it was suggested that a more contextual approach be adopted in relation to the corner bay windows and further design work was undertaken.
- 1.6** A further workbook containing further elevation studies was issued to LBC on 16 September 2019. This document contained additional perspectives and a close up elevation study showing the material and detailing intent. Additional pages also used the perspectives to discuss how the new proposal mediated in scale between the adjacent mansion block and the more domestic scale neighbours. A third bay was also added to the scheme as a recommendation of the Design Review Panel.
- 1.7** LBC responded positively to this submission noting that these revised proposals largely reflected what was discussed at the meeting and the scheme should be presented to the Design Review Panel.

Purpose of this report

- 1.8** This Heritage Statement addresses the effect of the proposed demolition and redevelopment at the site on the conservation area. Relevant national policy and guidance relating to the demolition of unlisted buildings in conservation areas is addressed in this assessment, notably the National Planning Policy Framework (NPPF) 2019 and the checklist in Historic England's *Conservation Area Designation, Appraisal and Management* 2016. A site visit was undertaken on 17th January 2020. Observations and photographs from the site visit are incorporated into this report.



2.0

2. Relevant Heritage Policy and Guidance

- 2.1** The decision maker is required by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to give considerable importance and weight to the desirability of preserving the character and appearance of the conservation area. There is a strong presumption against the grant of permission for development that would harm the character and appearance of the conservation area, though the presumption will plainly be lessened if the harm is less than substantial within the meaning in the National Planning Policy Framework (NPPF) as is explained further below.
- 2.2** For the purposes of this assessment “preserve” means to do no harm. Harm is defined by Historic England as change which erodes the significance of a heritage asset.
- 2.3** The NPPF requires the impact on the significance of a designated heritage asset to be considered in terms of either “substantial harm” or “less than substantial harm” as described within paragraphs 193 to 196. In order to assist with this articulation of the exact level of harm, specifically with reference to the ‘less than substantial’ bracket, the following table has been produced.

Scale of Harm	
Total Loss	Total removal of the significance of the designated heritage asset.
Substantial Harm	Serious harm that would drain away or vitiate the significance of the designated heritage asset

Less than Substantial Harm	High level harm that could be serious, but not so serious as to vitiate or drain away the significance of the designated heritage asset.
	Medium level harm, not necessarily serious to the significance of the designated heritage asset, but enough to be described as noticeable or material.
	Low level harm that does not seriously affect the significance of the designated heritage asset.

- 2.4** The significance of a heritage asset is defined in the NPPF as being made up of four main constituents, architectural interest, historical interest, archaeological interest and artistic interest. The setting of the heritage asset can also contribute to its significance.
- 2.5** Any development or demolition affecting a conservation area should be considered in light of this framework and more specifically with the balance between heritage significance and potential harm.
- 2.6** The setting of a heritage asset is defined in the NPPF as *"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, may affect the ability to appreciate that significance or may be neutral."*
- 2.7** In the present case the designated heritage asset is South Hampstead Conservation Area.

Local Policy

The London Plan 2016

- 2.8** The London Plan 2016 is the spatial development strategy for greater London and as such a piece of relevant planning policy.
- 2.9** *London Plan Policy 7.8:* This policy indicates that development should be sympathetic to the form, scale, materials and architectural details of heritage assets, and should, where appropriate conserve, restore and re-use heritage assets. The policy requires historic environments such as conservation areas to be preserved and enhanced and development affecting heritage assets and their settings to conserve their significance in a sympathetic manner.
- 2.10** *London Plan Policy 7.9:* This policy requires the significance of a heritage asset to be assessed when development is proposed, and schemes designed so that the heritage significance is recognized, and where possible repaired, restored and put to a suitable and viable use that is consistent with their conservation.
- 2.11** While not yet adopted the July 2019 Draft London Plan holds some weight. Of specific relevance is policy HC1 Heritage Conservation and Growth which notes that *"Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings."*

Camden Local Plan 2017

- 2.12** Policy D2 Heritage is as follows:
- "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*
- Designated 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...

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 ... "*

South Hampstead Conservation Area Appraisal and Management Strategy 2011

2.13 This document states that *"...Development proposals must preserve or enhance the character or appearance of South Hampstead Conservation Area."*

2.14 With regards to demolition of unlisted building within the conservation area, this document states that *"...Demolition of a building is unlikely to be permitted without an appropriate redevelopment scheme and reasonable certainty that this would be implemented."*

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3. Significance of Heritage Assets

South Hampstead Conservation Area

- 3.1** South Hampstead is situated in North London and occupies the north western corner of the London Borough of Camden. The conservation area, formally known as the Swiss Cottage Conservation Area, was originally designated on 15th November 1968. There have been no subsequent boundary revisions. The transport hubs and railway lines define the edges of the area, with West Hampstead station to the north west; Finchley Road and Swiss Cottage underground stations to the east, and South Hampstead overground to the south east.
- 3.2** The conservation area is a well preserved example of a leafy Victorian suburb and is almost exclusively residential in character. The area is characterised by large, semi-detached and terraced late-Victorian properties, mostly in red or gault brick. There are some particularly distinctive roofscapes including turrets, gables, and tall chimneys. Houses have a variety of decorative treatments including terracotta panels and brickwork ornamentation, tiled and patterned footpaths, ironwork, and elaborate timber doors and windows, including some original stained and leaded glass. A prominent feature of the area is vegetation both to the front and the rear of the buildings. Building lines of the residential streets are generally set-back from the pavement which, along with the vegetation and trees, give the streets a leafy suburban character.
- 3.3** The conservation area is planned on a curving grid-iron pattern with houses arranged predominantly in grand terraces or as large semi-detached dwellings. The lack of direct through routes, the prevalence of one way traffic management, and the location of major roads to either side of the conservation area, contribute to the quiet and well-preserved historic character of each street. The site sits within character area 3 of the conservation area, referred to in the Conservation Area Appraisal as 'Colonel Cotton' (see figure 2). This encompasses the west side of Priory Road and all streets west of it. These houses are characterised by being

more commercial developments with stock brick with stone or render and slate roofs and typically mid-Victorian in style with Classical details.

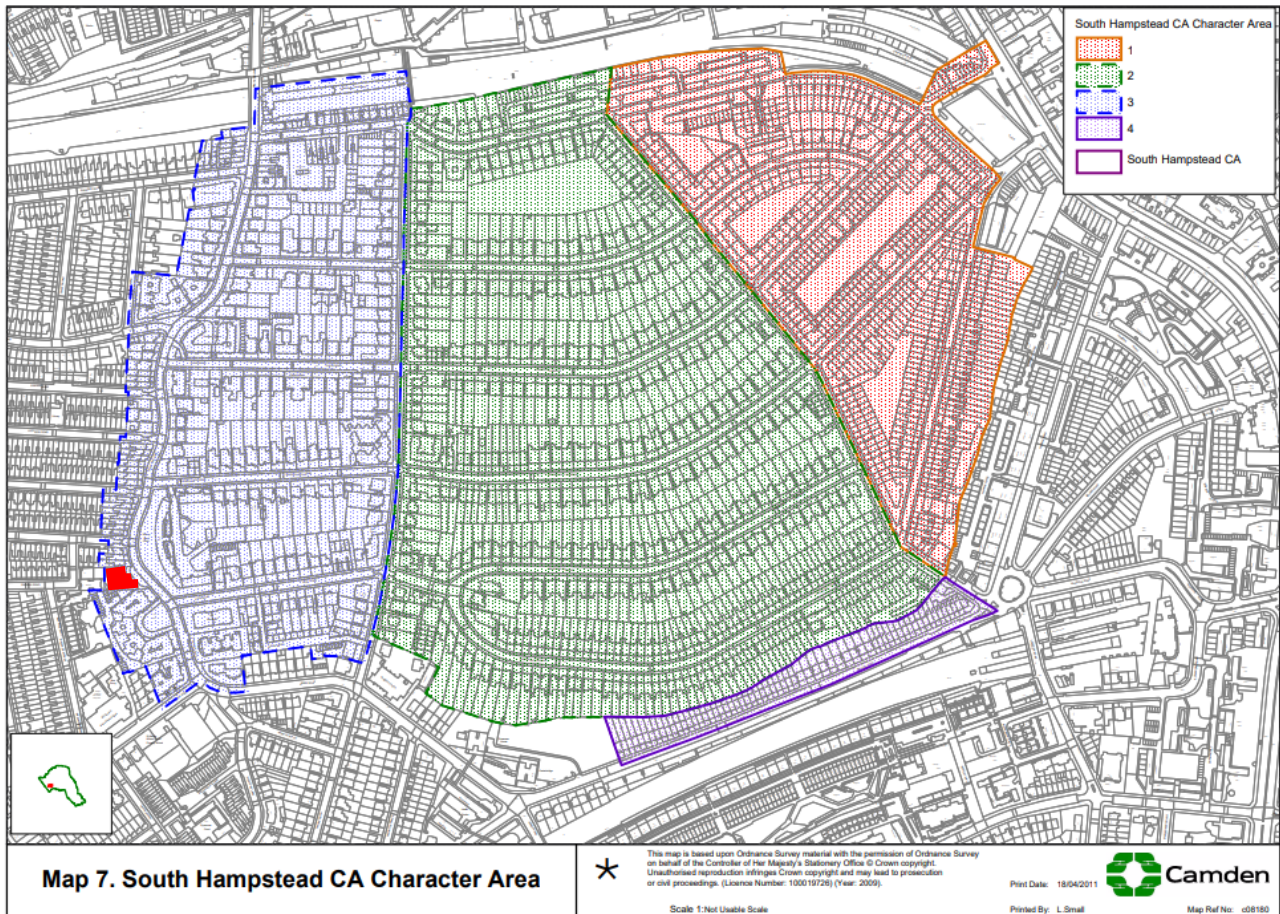


Figure 2 - South Hampstead Conservation Area Character Areas. The Site is within character area 3. Site location shown in red.

3.4

South Hampstead was developed on the southern slopes of the medieval manor of Hampstead and has a historical and visual connection with the area. To the south west of the conservation area is Priory Road Conservation Area where medieval origins are still apparent (Priory Road runs through the South Hampstead Conservation Area). Directly north west is the West End Green Conservation Area which is centred on medieval routes in and out of London. The name derived from the Anglo-Saxon 'Hamestede' (meaning homestead). In Hampstead the manor

adjoined the ecclesiastical parish, and the area is recorded in Domesday Book as a small farm¹.

3.5 Extensive development of the area was begun in the mid nineteenth century due to the opening of Finchley Road and Priory Road. The newly opened Metropolitan line in the 1860s led to further development such as the mansion flats of Broadhurst Gardens. Since the end of the nineteenth century, development has been largely limited to small pockets of later residential developments such as Kings Gardens (1897, adjacent to Francis Gardner) and Sydney Boyd Court (1953), built as a result of bomb damage to the site.

3.6 It is important to appreciate that the heritage asset in this instance is the conservation area, which is a designated heritage asset in the context of the NPPF. The building that is the subject of the planning application, Francis Gardner, is not a heritage asset, either designated or non-designated, within the definition in the NPPF.

3.7 For the purposes of the present assessment of significance, the key question is whether the Francis Gardner building makes a positive contribution to the character and appearance of South Hampstead Conservation Area.

Contribution of Francis Gardner to the conservation area

3.8 Francis Gardner makes a neutral contribution to the character and appearance of the conservation area. While it uses materials that are present within the character area of the conservation area, such as London stock bricks, the design is not of a high quality (see figure 3). It is stepped back from the road as is characteristic of buildings in the conservation area, but it does not display any particular artistic or architectural qualities and the appearance of the building is not of significance.

¹ <https://www.british-history.ac.uk/vch/middx/vol9/pp42-47> (A History of the County of Middlesex: Volume 9, Hampstead, Paddington. Originally published by Victoria County History, London, 1989).



Figure 3 - Francis Gardner building.

3.9

In order to confirm the position with regard to the contribution made by Francis Gardner, Appendix 1 contains a tabular response to Historic England's checklist in *Conservation Area Designation, Appraisal and Management*, 2016. The firm conclusion is that Francis Gardner does not make a contribution to the character and appearance of South Hampstead Conservation Area such that there should be an automatic presumption in favour of its retention. In arriving at this conclusion, consideration has been given to the significant alterations and extensions over time, and the lack of architectural quality of the building. This conclusion is in keeping with Camden Council's opinion expressed in the Conservation Area Appraisal that this building makes a neutral contribution of the conservation area.

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4. Effects on Heritage Significance

Proposal

- 4.1** The proposal includes the demolition of the existing building and the erection of a replacement purpose built, high quality student accommodation block. The replacement building would have a marginally reduced footprint, incorporating a modest increase in floorspace principally facilitated through basement floorspace and a sympathetic extension at roof level. No car parking is proposed.

Proposed demolition

- 4.2** Francis Gardner is considered to be extensively altered and of limited architectural or historic interest. It does not make a positive contribution to the character and appearance of South Hampstead Conservation Area. The building does not particularly contribute to the leafy Victorian character of the area which is a key element of interest. Therefore, in accordance with local policy its demolition should not be resisted. Demolition in itself would not be harmful to the conservation area provided an appropriate replacement structure/s followed, as is the case.

Proposed new building

- 4.3** The proposed new building adopts a similar massing and scale to the existing building (see figure 4). Communal kitchen living rooms for groups of flats are located facing the street and allow views up and down West End Lane. The proposed building will be seven storeys in height and the predominant material will be red brick.
- 4.4** Corners of the proposed building are expressed in faceted bay windows that reflect the bay windows on the residential townhouses and the neighbouring mansion block building. The scale of the three window bays creates a transition between the scale of the bay windows on the domestic properties and the grander “turrets” and bay expression on the neighbouring mansion block.



Figure 4 - The proposed new building front elevation.

- 4.5** The massing and expression of the new building has been chosen in order to mediate between the domestic scale neighbours and the larger mansion house. The proposed building would have a stepped plan, ridge lines and bay windows to transition between these varying scales in order to maintain the existing character of the area.
- 4.6** Around the windows on the upper floors there will be darker brick infill of the lintels to create contrast and reflect the architectural detailing of the area. Larger windows will have balustrades in powder-coated steel as a modern reference to the decorative ironwork within the conservation area. There will be glazed white bricks (soldier course bands) between floor levels as architectural decoration. The windows will have pre-case reconstituted stone window surrounds (see figure 5).



Figure 5 – Proposed detailing of the windows and façade.

Effect on conservation area

- 4.7** The proposal will result in a small change within the conservation area with the demolition of the building and replacement building. However, the existing building is of limited interest and the replacement is of sufficiently high quality in terms of detailing and overall form to have no material impact on the character and appearance of the conservation area, which is robust enough to undergo such a change without causing harm to significance.
- 4.8** The views looking north and west along West End Lane looking towards the application site in the conservation area will be most affected by the proposal, as the new building will result in a change in these views. These views are of significance only insofar as they allow an appreciation of the facades of the buildings along this part of the conservation area. However, its design is appropriate for this setting and so will assimilate well into the existing residential context of the site (see figures 6 & 7).

4.9 Additional bulk, scale and massing has been handled carefully, setting the roof top extension back from the street frontage and ensuring the adjacent buildings are not affected by the proposed new building. The use of red brick is entirely in keeping with the character of the conservation area, reflecting the materiality of the historic streetscape. Use of detailing to articulate the floor levels through cill band enable the building to appear comfortably alongside its neighbours. The window proportions and detail work well within the surrounding context and the modulation of the facades breaks down the bulk of the building and provides visual interest to the streetscape. This contrasts with the existing building, with its blank brick elevations. The three bays provide a feature of interest.

4.10 South Hampstead Conservation Area will continue to be an area of historic, well preserved leafy Victorian suburbia that is primarily residential in character. Its architectural interest, which comes largely from its residential form and materials, will still be evident and easily understood.



Figure 6 - Left: Current view looking north along West End Lane. Right: Proposed view looking north along West End Lane.



Figure 7 - Left: Current view looking west along West End Lane. Right: proposed view looking west along West End Lane.

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5. Conclusions

- 5.1** South Hampstead Conservation Area encompasses a well preserved leafy Victorian area which is predominantly residential in character. It has several materials that are present throughout the conservation area, such as red and yellow brick, ironwork and mature trees.
- 5.2** As part of the proposed development, Francis Gardner will be demolished and replaced with a building suited to the residential setting of the area. The slight change in the conservation area has been mitigated as much as possible by ensuring that the proposed building is of a similar scale, suitably set back from the road and draws architectural detailing from nearby buildings. The changes arising from the demolition will be relatively slight in the context of the designated heritage asset as a whole and will not erode the key qualities or characteristics of the conservation area.
- 5.3** The character and appearance of the conservation area would be preserved for the purposes of the decision maker's duty under section 72(1) of the 1990 Town and Country Planning Act, and paragraph 196 of the NPPF is not engaged (because no harm would be caused to the designated heritage asset as a result of the proposed development).
- 5.4** No harm is assessed to the heritage asset. The proposed development complies with the requirements of the NPPF and local policy in delivering a scheme which respects the conservation area around it, while providing a high standard of new accommodation for the area.



Appendices

Appendix 1 - Conservation Area Designation, Appraisal and Management (2016) Historic England Advice Note

	Question	Answer
1.	Is it the work of a particular architect or designer of regional or local note?	No
2.	Does it have landmark quality?	No, while the building can only be seen from the road, it is not a landmark or of landmark quality.
3.	Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?	Somewhat. While it is not out of keeping with the style of some of the building in this character area of the conservation area, it is not a particularly fine example of architectural style/material elements expressed in the area.
4.	Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?	No, apart from the conservation area no other designated heritage assets that may be affected.
5.	Does it contribute positively to the setting of adjacent designated heritage assets?	No, aside from the conservation area, there are no nearby designated heritage assets.
6.	Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?	No, it does not.
7.	Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?	No, while the site is within the leafy Victorian character of the area, it is not a notable part of this in itself. This wider setting is being maintained.
8.	Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?	Not particularly, only insofar as all buildings do to some extent, irrespective of their date.
9.	Does it have significant historic associations with features such as the historic road layout, burgage plots, a town park or a landscape feature?	No, none.
10	Does it have historic associations with local people or past events?	Slightly. Actress Fanny Bernard-Beer lived in No. 8 Carlton Mansions from 1899 to 1902. However, she was not a local, nor a particularly prominent actress. Her association is included for completeness. The site has since been redeveloped into student accommodation,
11	Does it reflect the traditional functional character or former uses in the area?	Yes, it is a residential building, but this is not in itself significant.

12	Does its use contribute to the character or appearance of the area?	No. It is identified in the Conservation Area Appraisal as making a neutral contribution. It contributes only insofar as any dwelling (or replacement dwelling) contributes to the character of the area.
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6. Appendix 2 – Relevant Planning History

Date of decision	Application reference	Summary	Decision
January 2003	PWX0203119	Conversion of the basement area to provide 4 additional bedrooms and the erection of 2 roof extensions to provide 7 additional bedrooms for the existing student hostel	Granted
November 2003	2003/2991/P	The erection of an additional mansard style roof extension at 4th floor level together with internal alterations to increase the number of hostel rooms from 55 to 71, excavations to part of the lower ground floor and rear garden to change existing storage and boiler room to communal facilities for the hostel, installation of a front entrance ramp and provision for the parking of 24 bicycles.	Granted
November 2003	2003/2990/P	The erection of a rear lower ground floor conservatory extension and associated excavations, the roofing and	Granted

		glazing over of two internal lightwells, the installation of a front entrance ramp and the provision of 24 bicycle stands in the forecourt, together with internal refurbishment of an existing hostel to create 64 non-selfcontained bedrooms with communal facilities.	
December 2003	2003/3484/P	Excavation of part of the lower ground floor and rear garden of the hostel to change existing storage and boiler room to habitable space including external alterations, alterations to increase the number of hostel rooms from 55 to 65 and roof over two light wells, erection of a roof extension to provide 3 self-contained flats, erection of a new lift shaft, installation of a ramp to the front entrance and provision for the parking of 15 bicycles and 1 car in the forecourt.	Granted
October 2005	2005/4280/P	Details of 15 bicycle parking stands pursuant to condition 3 of the planning permission dated 05/01/2005 (2003/3484/P) for alterations and extensions to the existing hostel and erection of a	Granted

		roof extension to provide 3 self contained flats.	
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