

9D The Grove

Highgate, London

BUILT HERITAGE ASSESSMENT | SEPTEMBER 2020



i | Table of Contents

1 | INTRODUCTION 1

2 | PLANNING LEGISLATION, POLICY & GUIDANCE..... 2

3 | HISTORIC DEVELOPMENT OF THE SITE AND SURROUNDINGS..... 6

4 | SITE DESCRIPTION, IDENTIFICATION OF ASSETS &ASSESSMENT OF SIGNIFICANCE 11

5 | ASSESSMENT OF IMPACT AND CONCLUSION..... 16

6 | CONCLUSION..... 23

APPENDIX 1 | STATUTORY LIST ENTRIES..... 25



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Section 1

Introduction.

1 Introduction

- 1.1

This Built Heritage Assessment has been produced by Icen Projects to provide an appraisal of 9D The Grove, Highgate, N6 6JU (henceforth also known as 'The Site').
- 1.2

The building has been purchased by our client to provide a new family home. Working with Charlton Brown Architects a proposal has been developed for the Site for a new dwelling designed with passivhaus principles. The design for the Site has been created with a deep understanding of the surrounding context and sensitivities of the adjacent heritage assets and the Highgate Conservation Area. As such the proposals present a new highly contextual dwelling with clear improvements to the setting of surrounding assets.
- 1.3

The building is situated in the Highgate Conservation Area. It is not statutory listed or locally listed, but there are Grade II listed buildings in close proximity to the Site including the Stables (at 9C, listed as 9B) and Park House to the south.
- 1.4

The proposed works to the building include the demolition of the existing structure and the erection of a detached dwelling with basement, ground and first floor.
- 1.5

This application follows pre-application discussions with LB Camden. Design rationale and amendments to the proposals were made following feedback and are set out in detail in the Design and Access Statement by Charlton Brown and the Planning Statement by Icen Projects. This report should be read in conjunction with these documents, as well as the drawings and the other supplementary appraisals.
- 1.6

This report provides: a summary of the built heritage legislative and policy framework in which to consider the proposals; the history of the Site and surroundings; identification of surrounding heritage assets and their settings and significance; an appraisal of the significance of the Highgate Conservation Area and the Site's contribution to it; and, an assessment of the impact of the proposals, along with views produced in 3D modelling software.
- 1.7

The report is informed by Site Visits in May and September 2019 and has been written in reference to Historic England's online National Heritage List for England, British History Online, materials in LB Camden Archives, LB Camden Historic Planning Applications, OS map regression, LB Camden Conservation Area Appraisals and other sources.
- 1.8

The report is authored by Genevieve Arblaster-Hulley BA(Hons) MSt (Cantab) Senior Consultant, Built Heritage & Townscape; with review by Laurie Hancock MA (Cantab), MSc, IHBC, MCifA.



Figure 1.1 Location Plan
Source: Google / Icen I

Section 2

Planning Legislation, Policy & Guidance.

2 | Planning Legislation, Policy and Guidance

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

Planning (Listed Buildings and Conservation Areas) Act 1990

- 2.1 Where any development may have a direct or indirect effect on designated heritage assets, there is a legislative framework to ensure the proposals are considered with due regard for their impact on the historic environment.
- 2.2 Primary legislation under Section 66 (1) of the Planning (Listed Buildings and Conservation Areas Act) 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the Local Planning Authority or Secretary of State, as relevant, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest that it possesses.
- 2.3 Section 72(1) of the Act, meanwhile, states that: 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'

National Planning Policy Framework (February 2019)

- 2.4 In July 2018, the government published the updated National Planning Policy Framework ("NPPF") replacing the previous 2012 NPPF. This was subject to further minor revisions published in February 2019.
- 2.5 This national policy framework encourages intelligent, imaginative and sustainable approaches to managing change. Historic England has defined this approach, which is reflected in the NPPF, as 'constructive conservation': defined as 'a positive and collaborative approach to conservation that focuses on actively managing change...the aim is to recognise and reinforce the historic significance of places, while accommodating the changes necessary to ensure their continued use and enjoyment' (Constructive Conservation in Practice, Historic England, 2009).
- 2.6 Section 12, 'Achieving well-designed places', reinforces the importance of good design in achieving sustainable development, by ensuring the creation of inclusive and high quality places. This section of the NPPF affirms, in paragraph 127, the need for new design to function well and add to the quality of the surrounding area, establish a strong sense of place, and respond to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities).
- 2.7 The guidance contained within Section 16, 'Conserving and enhancing the historic environment', relates to the historic environment, and developments which may have an effect upon it.
- 2.8 Heritage Assets are defined in Annex 2 of the NPPF 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).' Listed buildings and Conservation Areas are both designated heritage assets.
- 2.9 'Significance' is defined as 'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological,

architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.'

- 2.10 The 'Setting of a heritage asset' is defined 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.'
- 2.11 Paragraph 187 requires local authorities to maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to assess the significance of heritage assets and the contribution they make to their environment.
- 2.12 Paragraph 189 states that, when determining applications, local planning authorities should require applicants to describe the significance of the heritage assets affected and any contribution made by their setting. The level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance. According to Paragraph 190, local planning authorities are also obliged to identify and assess the significance of any heritage asset that may be affected by a proposal and should take this assessment into account when considering the impact upon the heritage asset.
- 2.13 Paragraph 192 emphasises that local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.
- 2.14 Paragraph 193 states 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. It emphasises that

the weight given to an asset's conservation should be proportionate to its significance, and notes that this great weight should be given irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

- 2.15 Paragraph 194 states 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.
- 2.16 Paragraphs 195 and 196 address the balancing of harm against public benefits. If a balancing exercise is necessary (i.e. if there is any harm to the asset), considerable weight should be applied to the statutory duty where it arises. Proposals that would result in substantial harm or total loss of significance should be refused, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss (as per Paragraph 195). Whereas, Paragraph 196 emphasises that where less than substantial harm will arise as a result of a proposed development, this harm should be weighed against the public benefits of a proposal, including securing its optimum viable use.
- 2.17 Paragraph 197 requires a balanced judgment for proposals that affect non-designated heritage assets, having regard to the scale of any harm or loss and the significance of the heritage asset.
- 2.18 Paragraph 200 encourages opportunities for new development within, and within the setting of, Conservation Areas and World Heritage Sites. Paragraph 201 notes that not all elements of Conservation Areas and World Heritage Sites will contribute to their significance, but that, if harm to their significance is caused, decisions should follow the balancing exercise set out in paragraph 195 or 196, as appropriate.

2 | Planning Legislation, Policy & Guidance

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

Planning Practice Guidance (“PPG”) (Ministry of Housing, Communities and Local Government, last updated July 2019)

- 2.19 The guidance on Conserving and enhancing the historic environment in the PPG supports the NPPF. Paragraph 002 states that conservation is an active process of maintenance and managing change that requires a flexible and thoughtful approach, and that neglect and decay of heritage assets is best addressed through ensuring that they remain in active use that is consistent with their conservation.
- 2.20 Paragraph 006 sets out how heritage significance can be understood in the planning context as archaeological, architectural, artistic or historic, defined 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.
- 2.21 The PPG emphasises in paragraph 007 the importance of assessing the nature, extent and importance of a heritage asset in understanding the potential impact and acceptability of development proposals.
- 2.22 Paragraph 018 explains that, 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. It goes on to state that 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.

- 2.23 Harm may arise from works to the heritage asset or from development within its setting. A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.
- 2.24 The PPG also provides clear guidance in paragraph 020 on the meaning of ‘public benefits’, particularly in relation to historic environment policy, including paragraphs 193 to 196 of the NPPF. The PPG makes clear that public benefits should be measured according to the delivery of the three key drivers of sustainable development: economic, social and environmental outcomes, all of which are reflected in the objectives of the planning system, as per Paragraph 8 of the NPPF. Public benefits include heritage benefits, and 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.

Strategic Policy

The Draft New London Plan

- 2.25 The draft new London Plan is undergoing review following comments by the Secretary of State. The current draft London Plan (Intend to Publish version) was released in December 2019. This version, although not fully adopted, does carry significant weight. Heritage and Historic Environment policies in this plan are within Chapter 7.
- 2.26 The current adopted London Plan therefore remains the 2016 version, set out below.

London Plan Consolidated with Amendments (2016)

- 2.27 The London Plan (2016) incorporates the changes made in the Revised Early Minor Alterations to the London Plan (2013), Further Alterations to the London Plan (2014), and Minor Alterations to the London Plan (2015). The Revised Early Minor Alterations to the London Plan (REMA) set out minor alterations in relation to the London Plan and changes to UK legislation including the Localism Act (2011) and the NPPF. The revisions amend and split paragraph 7.31 supporting Policy 7.8 Heritage Assets and Archaeology with regard to developments affecting the setting of heritage assets, the need to weigh developments causing less than substantial harm on heritage assets against the public benefit and the reuse or refurbishment of heritage assets to secure sustainable development. The Glossary for the REMA also contains definitions for ‘Heritage Assets’ and ‘Substantial Harm’. The Further Alterations to the London Plan (2014) updated policy in relation to World Heritage Sites in London and the assessment of their setting.
- 2.28 The London Plan deals with heritage issues in Chapter 7, London’s Living Spaces and Places – Historic environment and landscapes.
- 2.29 London Plan Policy 7.4 requires development to have regard to the form, function and structure of an area and the scale, mass and orientation of surrounding buildings. The design of buildings, streets and open spaces should provide a high quality design response enhancing the character and function of an area.
- 2.30 London Plan Policy 7.6 notes that the architecture should “make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context”.

- 2.31 London Plan Policy 7.8 states that development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.
- 2.32 Policy 7.8 ‘Heritage assets and archaeology’ establishes the following clauses regarding heritage assets in London:
- 2.33 *Strategic: 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.*
- 2.34 *Planning Decisions: Development should identify value, conserve, restore, re-use and incorporate heritage assets, where appropriate.*
- 2.35 *Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.*

London Borough of Camden

- 2.36 The London Borough of Camden’s Local Plan was adopted by the Council on 3 July 2017. Along with the Local Plan, Supplementary Planning Documents (SPDs) also form a key part of LB Camden’s Local Development Framework.
- 2.37 Relevant heritage policies contained within Local Development Plan documents are as follows:
- 2.38 Local Plan: Policy D1 Design and Policy D2 Heritage;

Policy D1: Design

- 2.39 *The Council will require development to be of the highest architectural and urban design quality which improves the function, appearance, and character of the area.*

We will require that development:
 - a. is attractive and of the highest standard;*
 - b. respects local context and character and conserves or enhances the historic environment and heritage assets;*
 - c. is sustainable in design and construction;*
 - d. is carefully designed with regard to architectural detailing;*
 - e. uses attractive and high quality materials;*
 - f. contributes positively to the street frontage;*
 - o. preserves significant and protected views;*

Policy D2 Heritage

- 2.40 *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

- 2.41 *Designed heritage assets include conservation areas and listed buildings.*

- 2.42 *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.*
- 2.43 *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

- 2.44 *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.*
- 2.45 *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.*

Historic England Guidance

- 2.46 Also of consideration is guidance released by Historic England as part of their Planning Advice Note series. Of particular relevance to this study is ‘Managing Significance in Decision-Taking in the Historic Environment (GPA2) (March 2015).

Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (GPA2) (Historic England, March 2015)
- 2.47 This document provides advice on numerous ways in which decision-taking in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to its significance. The advice suggests a structured, staged approach to the assembly and analysis significance, the impact of the proposal on that significance, as well as ways to minimise impact and enhance the designated asset. The advice also reiterates that heritage assets may be affected by direct physical change or by change in their setting.

Section 3

Historic Development of the Site and Surroundings.

3 | Historic Development of the Site and Surroundings

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

Highgate

- 3.1 Highgate was a hamlet in the medieval period as part of the Bishop of London's estate. It grew in prominence from the later sixteenth century when Highgate Hill became part of the main thoroughfare from London northwards on what became the Great North Road.
- 3.2 In the seventeenth century the village became a popular place for the London wealthy to build a country retreat, Lauderdale House is an extant example. The village became a small town in the eighteenth century increasing in prominence as the Great North Road became more important for travel and droving of livestock down into Smithfield to supply the ever expanding populous of London. As the first coaching stage after London, coaching inns proliferated. Dwellings were also built, with some of the finer houses erected in the early to mid eighteenth century. Large estates covered the land to the south and west of Highgate, with Fitzroy House (built 1770, demolished 1828) historically sitting to the west of the Site.
- 3.3 In the later eighteenth and early nineteenth century, speculative development grew in the area, although constrained by land ownership. Most of the neighbouring semi-detached dwellings along the western side of The Grove were erected in this late Georgian period. The Stables which sit between the Site and the road, however, are a late nineteenth century addition (now 9C The Grove). The plot on which the Site sits was throughout the nineteenth century outbuildings and a glass house to Park House.

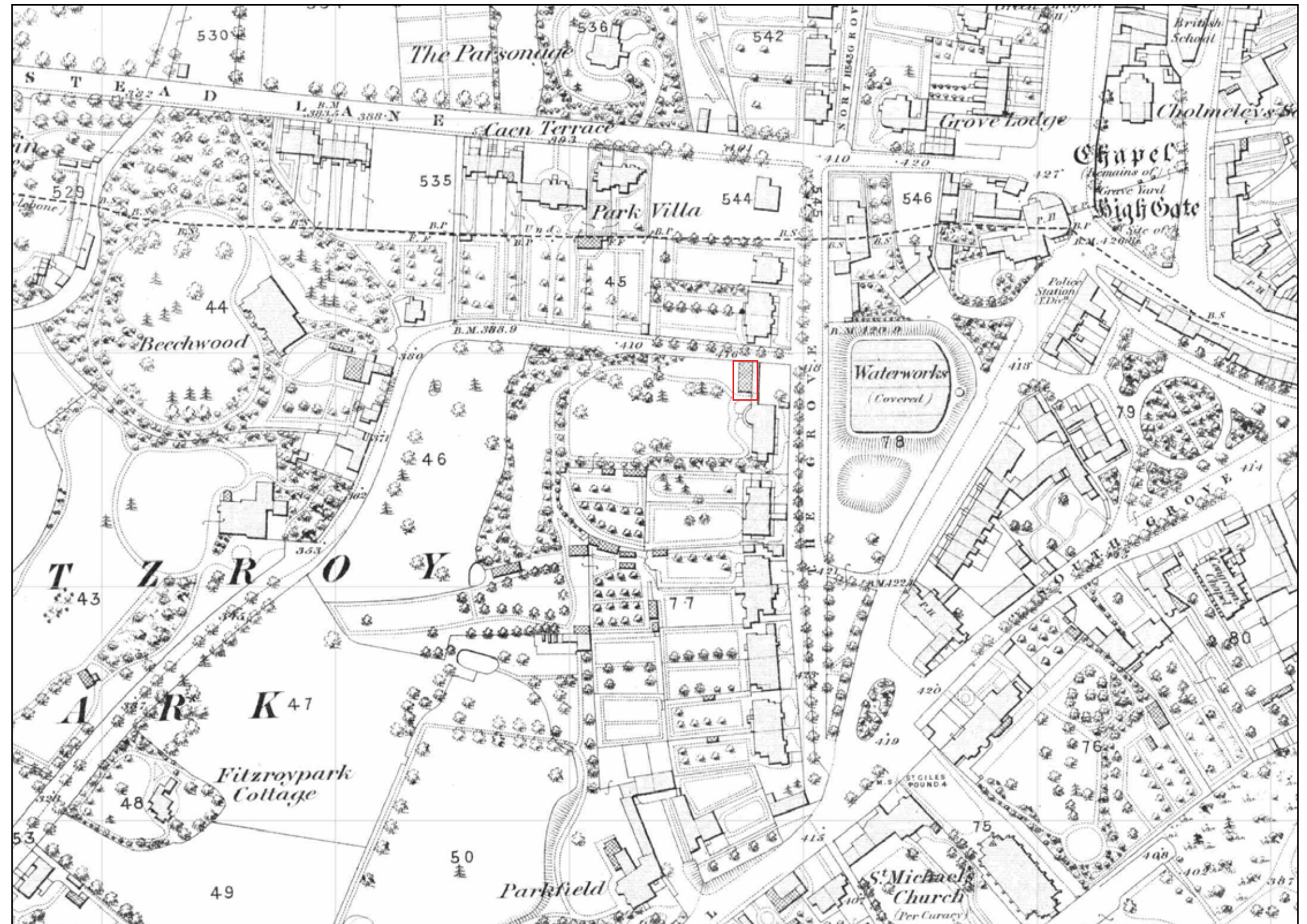


Figure 3.1 1870 Ordnance Survey,
© Crown copyright and database rights 2018 Ordnance Survey 100035207

- 3.4 Fitzroy Park, the lane, winds through what was the parkland of Fitzroy House down to Millfield Lane and Highgate Ponds. The land was sold off in lots in the nineteenth century, houses were erected along Hampstead Lane, but much of the land was slow to be developed, with the southern portion remaining as market gardens, allotments and nurseries until the mid-twentieth century.
- 3.5 In the post-war period in particular, Fitzroy Park became a desirable location for new detached houses designed by and for architects. Including, No.6 by Danish architect Erhard Lorenz for Ove Arup built in c1958 and No. 8a (Grade II listed) by Hal Higgins for Peter Epstein. Nearer to 9D The Grove, is No.2 Fitzroy Park, built c.1952 and designed by June Park.

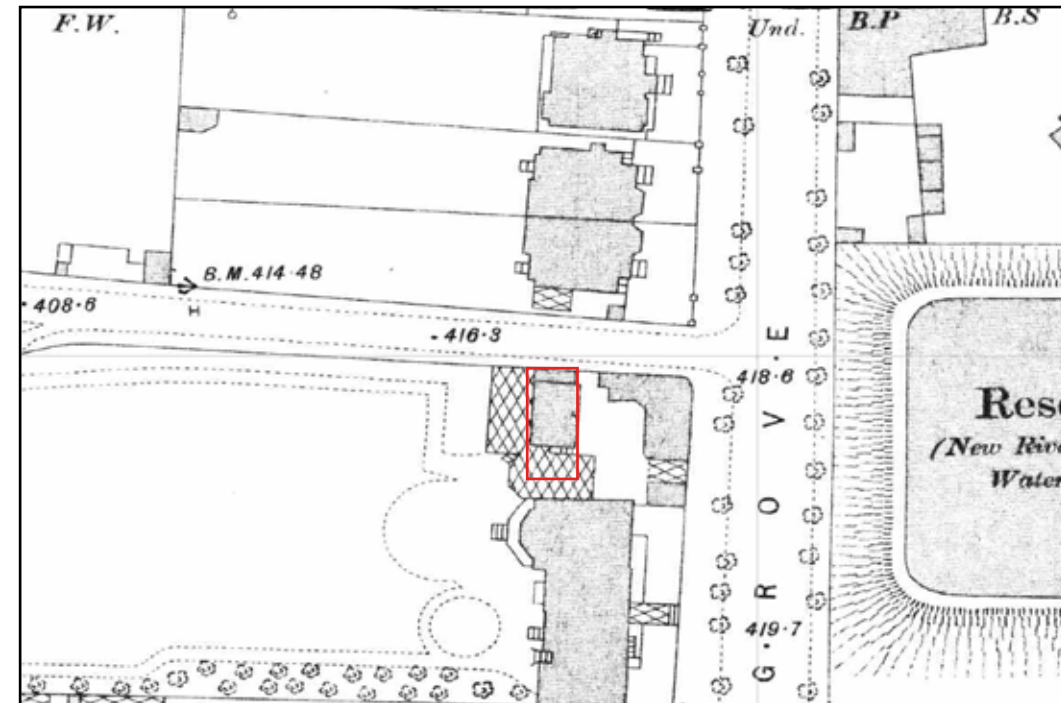


Figure 3.2 1896 Ordnance Survey
© Crown copyright and database rights 2018 Ordnance Survey 100035207

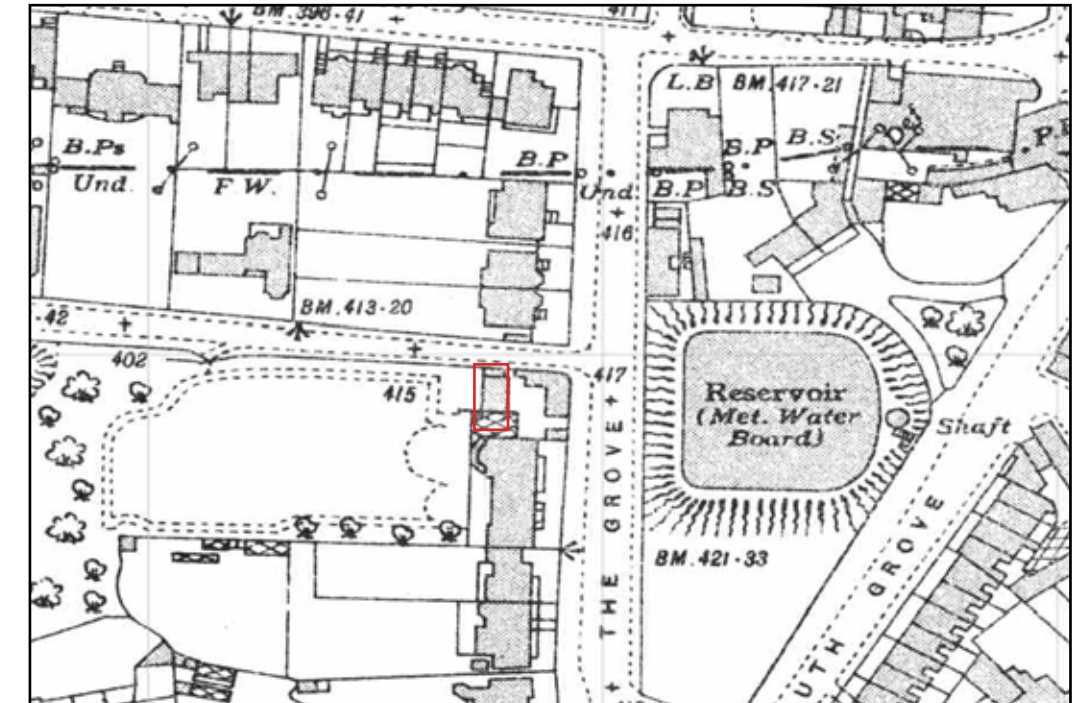


Figure 3.4 1935 Ordnance Survey
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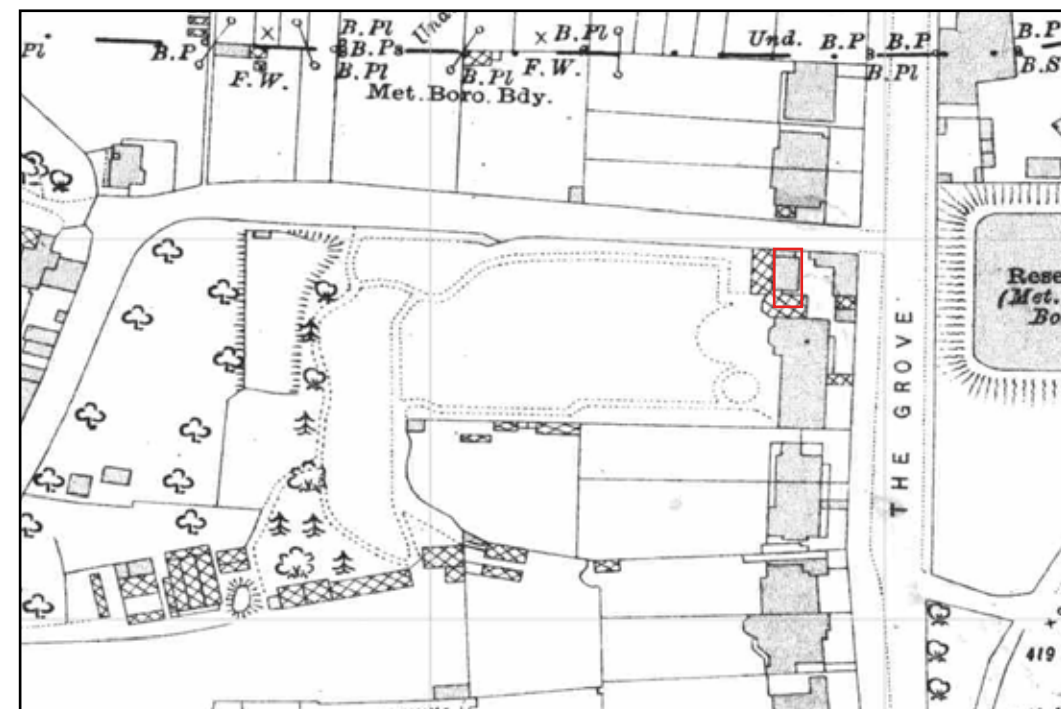


Figure 3.3 1914 Ordnance Survey
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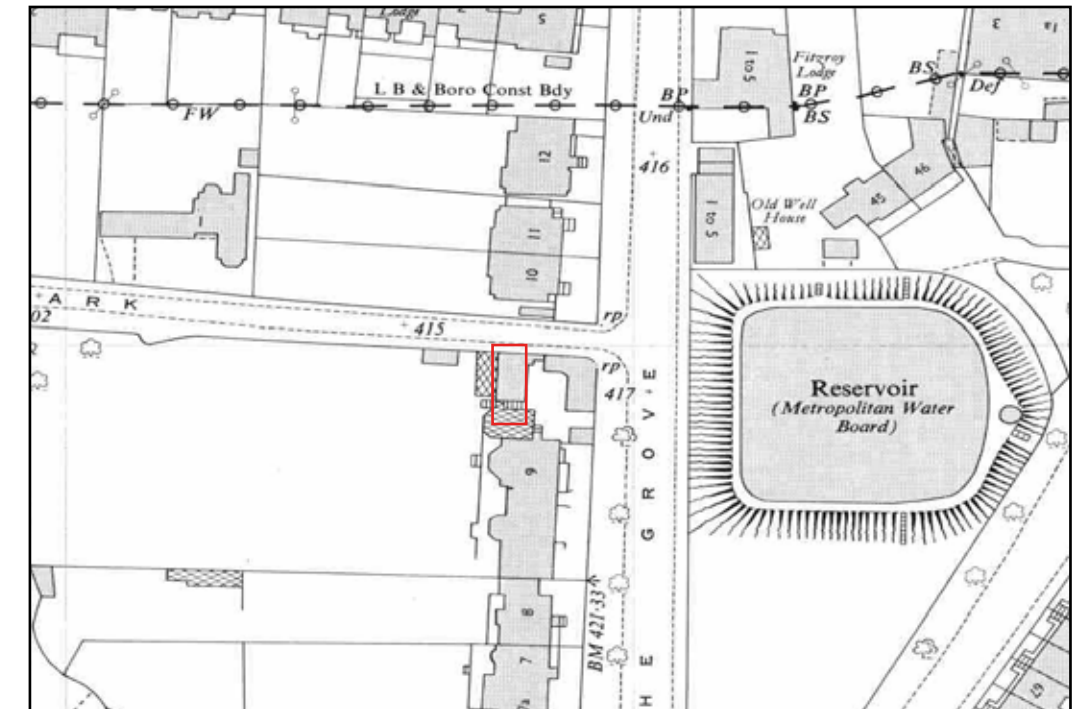


Figure 3.5 1951 Ordnance Survey
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The Site

- 3.6 9D The Grove was designed by Colin Penn for Dr Fleetwood-Walker and built in 1956.
- 3.7 Colin Penn was a minor figure in the modern movement. Prior to the war, he co-wrote 'A key to Modern Architecture' (1939) with the well-known modernist FRS Yorke and worked with Erno Goldfinger from April 1946 to December 1947 (Erno Goldfinger Papers, RIBA). It is unclear whether they were formal business partners or if it was an arrangement for business via Colin Penn's Communist contacts – Goldfinger and Penn collaborated on the Communist Party Officers and the Daily Worker building, but nothing else of note. The correspondence in the RIBA archives relates to Goldfinger's solicitors terminating an 'association' between the two at the end of Penn's attachment to Goldfinger's office.
- 3.8 In 1954, Penn published 'Houses of To-day: a practical guide', the book does not contain a design that can be directly related to 9D, but does cover a large range of planning and design issues, in one case using June Park's house on Fitzroy Park as an illustration. The book does not provide specific design principles which can be made out in the design of 9D.
- 3.9 The Site remained in the same ownership until sale to the current owner (our client).

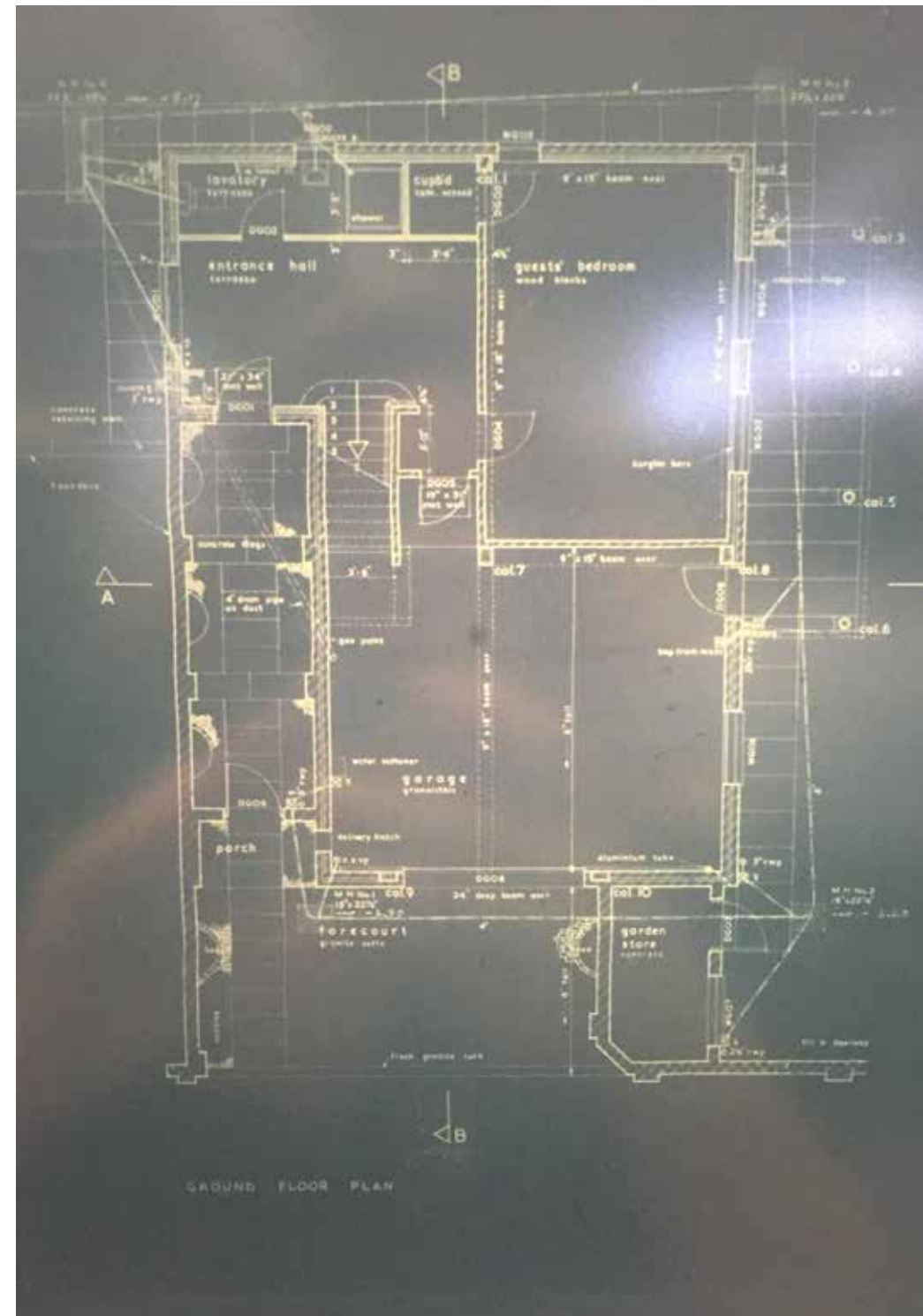


Figure 3.6 1956 Plans for 9D The Grove
Colin Penn, Camden Archives

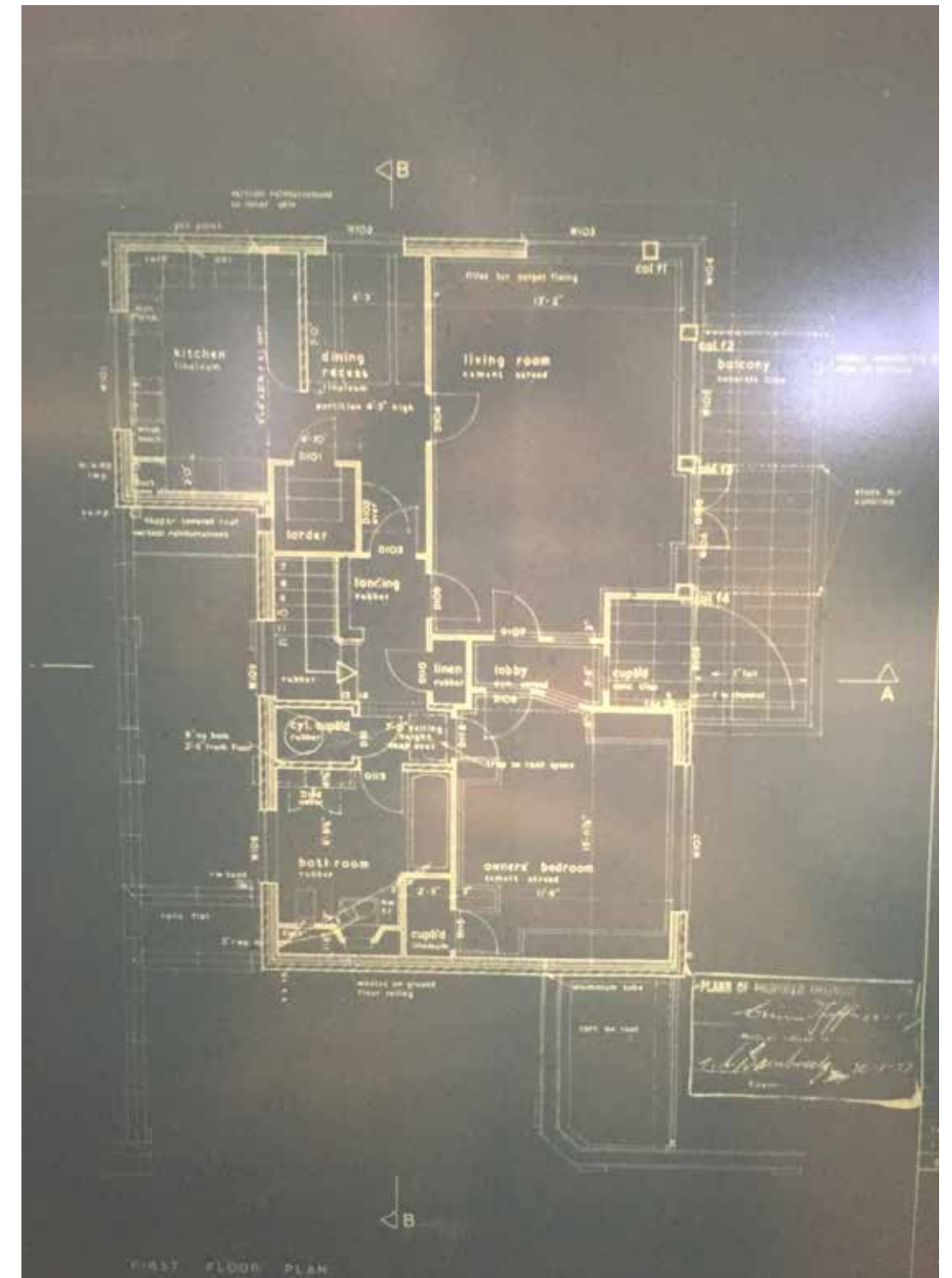


Figure 3.7 1956 Plans for 9D The Grove
Colin Penn, Camden Archives

3 | Historic Development of the Site and Surroundings

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

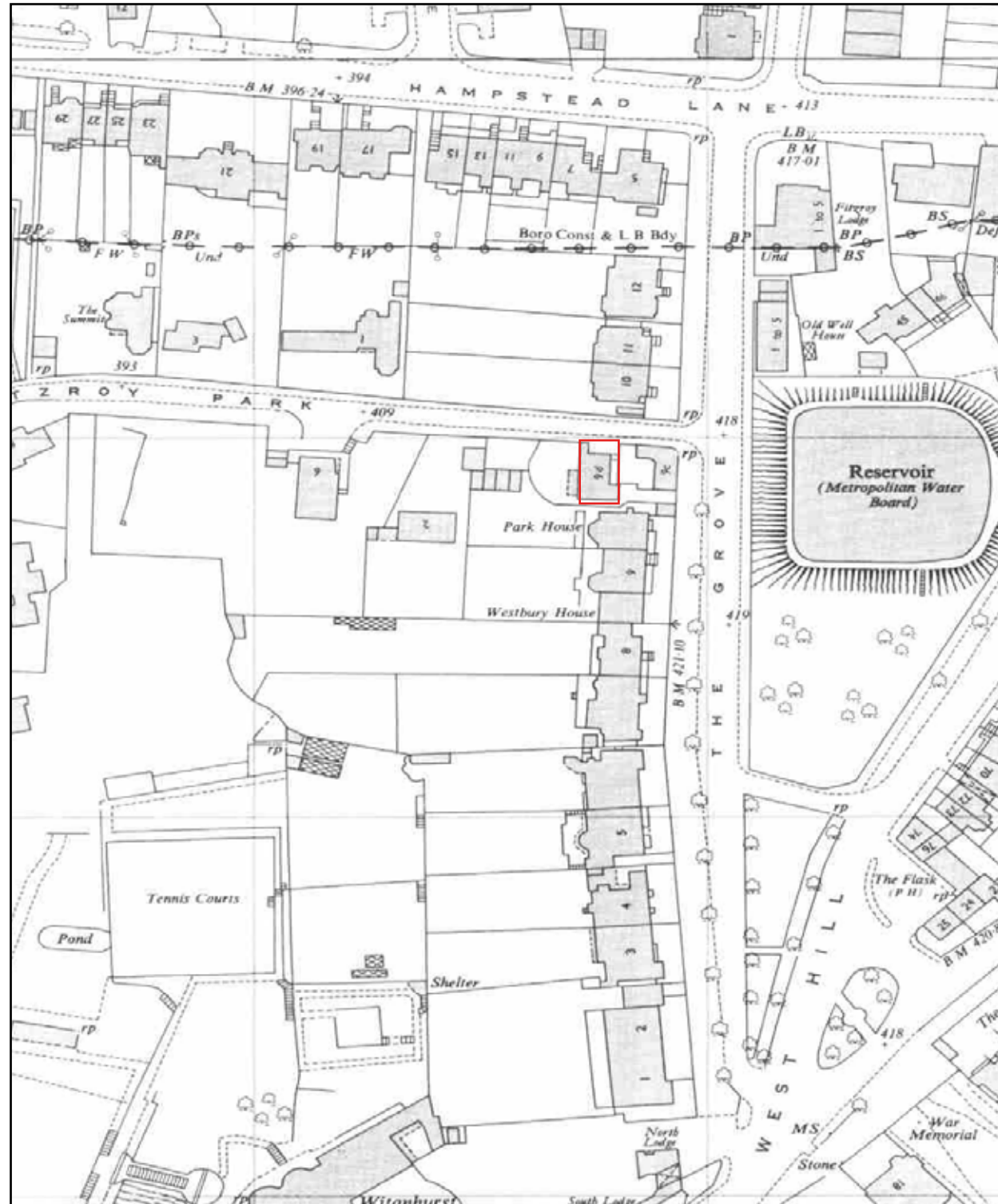


Figure 3.8 1952 Ordnance Survey
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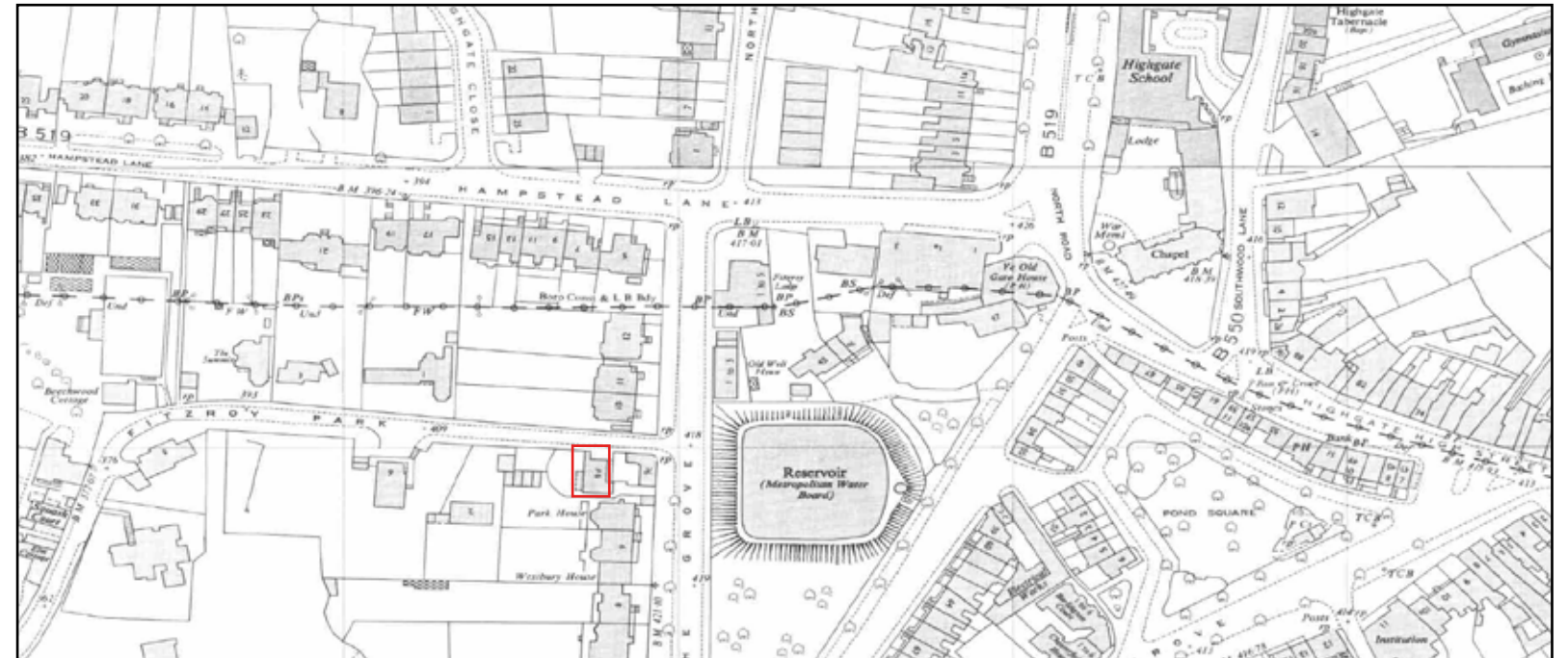


Figure 3.9 1967 Ordnance Survey
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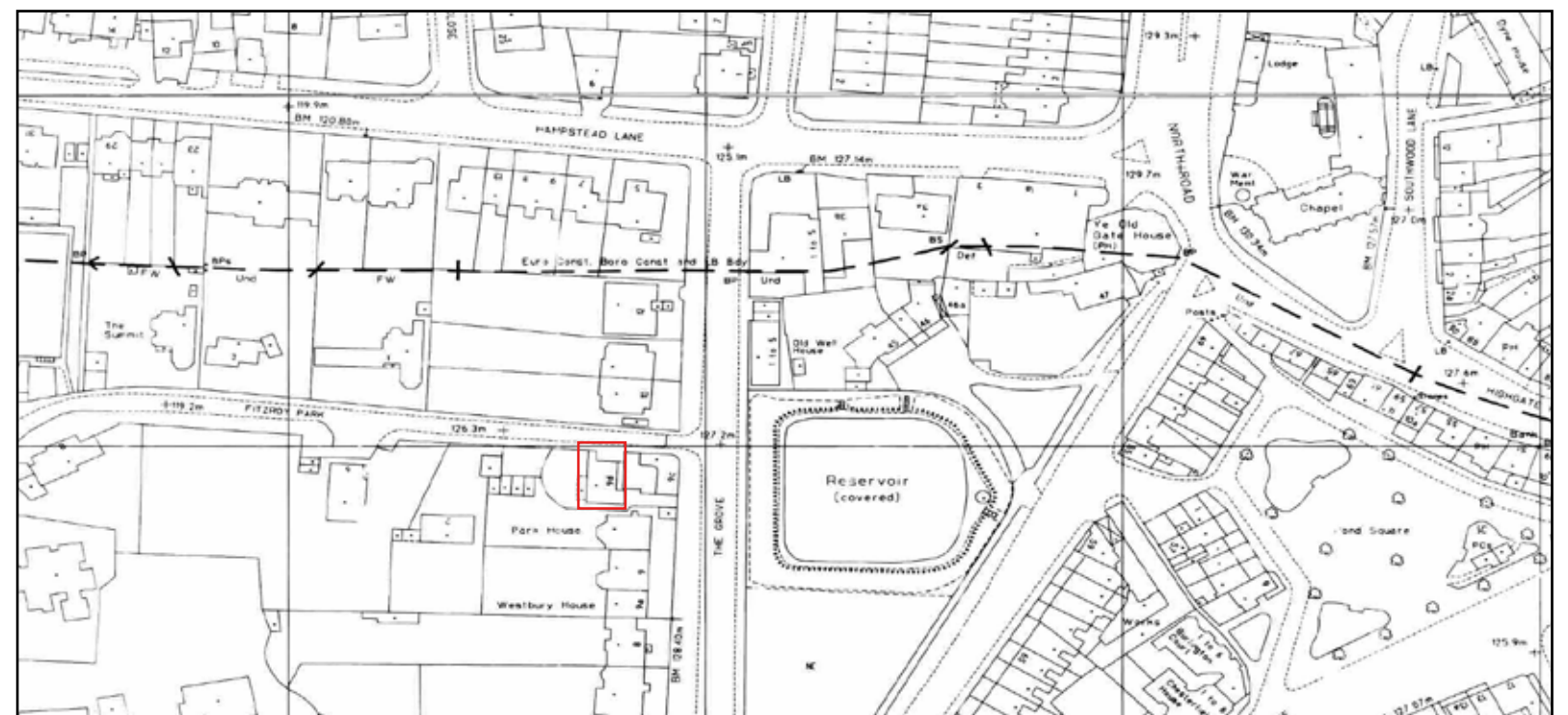


Figure 3.10 1991 Ordnance Survey
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Section 4

Site Description, Identification of Assets and Assessment of Significance.

4 | Site Description, Identification of Assets and Assessment of Significance

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

Site Location

- 4.1 The Site is located between The Grove and Fitzroy Park. It sits to the rear of the Grade II listed Stables. To the north is the private road of Fitzroy Park, to the east The Stables, to the south the boundary of Park House and the west garages.
- 4.2 It is located in the Highgate Conservation Area.

Site Description

- 4.3 The building is a three storey modernist house located behind the listed stables to Park House, in London stock brick.
- 4.4 The building is a relatively poorly designed building for the Site. Although designed by a recognised architect of the 1950s, the small plot and in-between location, coupled with the desire for a garage to be included, seems to have proved a struggle for Colin Penn to plan. All the principal rooms are on the first floor, and whilst a balcony is provided, there is no real engagement between outdoors and indoors, with the window openings small enough to make the rooms quite dimly lit.
- 4.5 The enclosure of the building onto Fitzroy Park also provides a substantially negative front, with the mostly blank facade and garage door giving the dwelling the appearance of a large storage block.
- 4.6 The side passageway, or pergola, is an interesting feature, but not functional for the prevailing weather conditions in London, or functional in relation to the relatively small footprint of the house due to its location sandwiched between the main mass of the house and its boundary wall, producing a dark and enclosed entrance route.
- 4.7 The Site also includes the former stables entrance, through the gates fronting onto The Grove, and across cobbles. This is currently a disused and unkempt space, apart from the storage of rubbish bins. The building has no entrance door located here, this elevation is the back of the building, with 9D and the Stables complex not just architecturally separated but almost as if 9D's design was to create a form that deliberately ignored this context.



Figure 4.1 The garden elevation



Figure 4.2 Elevation to the Stables and entrance path



Figure 4.3 Elevation onto Fitzroy Park



Figure 4.4 Elevation to the Stables

4 | Site Description, Identification of Assets and Assessment of Significance

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

Identification of Heritage Assets

Conservation Areas

- Highgate Conservation Area

Listed Buildings

Grade II

- The Stables (*listed as 9B The Grove, the address and land registry information for this building is now 9C The Grove. Therefore, within this document references to this building are either 'The Stables' or '9C.'*)
- Park House
- 10 & 11 The Grove



Figure 4.5 Map of the Site and surrounding Heritage Assets

4 | Site Description, Identification of Assets and Assessment of Significance

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

Significance Assessment Methodology

- 4.8 The Assessment of Significance is carried out in reference to the History of the Site and its Surroundings, as set out in Section 3.
- 4.9 The assessment methodology used here for assessing the significance of the identified heritage assets and their settings is the framework set out in the November 2017 consultation draft of Historic England's best-practice guidance document Conservation Principles 1. This proposes the use of three heritage interests – historical, archaeological, and architectural & artistic – in assessing what makes a place and its wider context special. These are broadly in line with the values – evidential [now archaeological], historical, aesthetic [now architectural and artistic], and communal [now part of historical] – set out in the previous iteration 2, but are consistent with the heritage interests in the NPPF, the definitions for which are now included in the updated Planning Practice Guidance as cited above
- 1 <https://historicengland.org.uk/content/docs/guidance/conservation-principles-consultation-draft-pdf/>
- 2 <https://content.historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historic-environment/conservationprinciplespoliciesguidanceapr08web.pdf/>

The Site

- 4.10 The Site is of some historical interest as a building designed in 1956 by an known architect for a private client, however the limitations of the building's plan-form and structure as a whole diminishes related (potential) architectural interest.
- 4.11 Colin Penn was a minor architect of the twentieth century, who had connections with well recognised architects but was a much lesser known figure himself. A limited number of buildings have been attributed to him, it is not known how prolific an architect he was but appears to have been involved in assisting other architects often on buildings with Communist connections. Rather than a large oeuvre of designed buildings, Penn appears to have written about architecture as much as he was involved in designing projects.
- 4.12 The Site does not appear to be at all integral to Penn's published work and although his book 'Houses of Today: A practical guide' must have influenced his own designed at 9D The Grove, there is nothing in particular within the book that would point towards 9D being the practical application of his theory.
- 4.13 As described in the Site Description above, the building is planned in a contained fashion, with an over-dominant garage which obliterates the potential for a coherent ground floor plan. The building also appears to willingly ignore its setting, apart from in proportions, by disengaging from the access route from the Stables gates and instead providing a narrow side route which, although has a degree of architectural interest, is awkward on a practical basis. The building's modern movement style of lack of decoration is clear, however, the function of the garage has impaired both the form of the building and the function of its dwelling spaces. The faults of the interior plan may have been overcome had the building been designed on three storeys, but across two it is emphasised.
- 4.14 The house is therefore considered to be of a limited amount of historical or architectural interest and not of the degree to be assessed as a non-designated heritage asset for the purposes of planning policy.

Highgate Conservation Area

- 4.15 The Highgate Conservation Area Appraisal summarises the special interest of the area as being one of a 'close-knit village' given particular identity by its elevated position and green surroundings. The number of 'large and fashionable historic houses from the 17th, 18th, 19th and 20th centuries' are noted in how they cluster around the historic core. It is this relationship of 'topography, open spaces, urban form and architectural details' forms the character of the area.
- 4.16 The Grove and Fitzroy Park developed from two very different forms of development in different eras. The formality of the early nineteenth century speculative terraces that line the western side of The Grove, in relatively tight plots, are in contrast with the more open landscapes of the detached mid-twentieth century properties in Fitzroy Park, which are in the most part properties designed by architects for specific clients.
- 4.17 While houses on The Grove face the street edge quite formally, the character on Fitzroy Park is different, with set-backs, short approaches and more tree cover giving a more intimate feel. The design of the existing building somewhat reflects that character, albeit on a small cramped plot, by setting back and providing an informal route into the site.
- 4.18 Its simplicity of design also signals that it is subordinate to Park House to the south and the Stables to the east.
- 4.19 The Highgate Conservation Area Appraisal and Management Proposals document produced by LB Camden (adopted October 2007) states that, "As the road turns into Fitzroy Park on the south side is the imposing brick panelled enclosure to No 9d, a modern post-war building deliberately introverted on The Grove frontage, but a positive contributor to its surroundings by way of its rear first-floor balcony with a copper-clad canopy, looking down Fitzroy Park. The house has a simple rectangular plan and is built from yellow stock bricks, with a garage built into the north-west corner".
- 4.20 The description is ambiguous in that LB Camden's Conservation Area Appraisal refers to the 'imposing brick panelled enclosure to 9D' as the road turns into Fitzroy Park. The brick enclosure described appears to be the return elevation to the Grade II listed early 19th

century stables that also front directly onto The Grove, rather than part of 9D. (The stables are erroneously stated as Grade II* in the appraisal). The experience of 9D, further west on Fitzroy Park than the enclosure to 9B, is of a plain north elevation, in stock brick with garage door beneath, and entrance route to the left. The setting back of the house from Fitzroy Park is, in our view, a concession to the building's location on Fitzroy Park, which is more intimate in character than The Grove.

- 4.21 The character area appraisal is probably correct in noting that the building is deliberately introverted in respect of The Grove frontage, and this is an appropriate response given its modernist movement aesthetic.
- 4.22 Whilst in location 9D fits closely within The Grove and this is reflected in the building's inclusion in this character area within the Highgate Conservation Area Appraisal Statement, in building typology (as a mid-century architect designed house) it is more closely related to Fitzroy Park. However, the building's plot and form do not reflect the prevailing features of quality that characterise the architecturally led houses of Fitzroy Park itself. The building therefore neither successfully reflects either part of the conservation area well, nor acts as an adequate transition between the two.
- 4.23 Therefore, with regard to the building's positive contribution to the Conservation Area, this is found solely in the copper clad balcony of the first-floor. This itself is almost fully obscured in public realm views of the building and is the only real element of architectural embellishment on the structure. Why this discrete element has been identified to contribute is fairly unclear, given that the character and appearance of the immediate surroundings is of nineteenth century buildings, which sit in contrast to the 1950s structure and the lack of prominence of this feature.
- 4.24 Our assessment judges the feature to have no substantive to the special interest of the conservation area, as such its identified positive contribution in the Appraisal is considered to be only a very low contribution.

4 | Site Description, Identification of Assets and Assessment of Significance

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN



The Stables

- 4.25 The Stables are the original stables to Park House. The historic map regression has shown that these buildings are late nineteenth century in date, contrary to the list description. The stable block itself is of simple design, as observed internally within the complex, with the exterior curtain wall enriched with stone pilasters, constructed in a pale stock brick and with an entablature and dentil cornice. There is also a pediment and enriched tympanum over the main stable doors (which lead to the Site).
- 4.26 The building is listed at Grade II and is of special interest for its historical connection to Park House and its clear architectural and aesthetic quality. This is particularly interesting in a former ancillary building and shows a conscious display of the wealth of the owners of Park House in the later nineteenth century.
- 4.27 The Site is a minor detractor in the setting of the Stables, due to its design having a lack of engagement with both the form and the architecture of the listed building. The plan of 9D objectively turns its back on the Stables courtyard, as well as the lack of engagement of the building with the main entrance which is part of the Site. 9D appears generally as a blank wall emerging behind the decorative facade of the stable block, with no architectural communication between the rhythm and style of each of the buildings.



Park House

- 4.28 A semi detached house built around 1832. The building is in yellow stock brick with a rusticated ground-floor. It is of interest for its age and architectural quality, as well as its group value with the Stables and ancillary features, including the post war side extension by June Park, originally forming part of the house. The house is of further interest as the upper two floors were destroyed by fire and later re-instated in the same manner as was lost. The building therefore has later phasing which is both 'hidden' as with the re-instatement, and 'opaque', as with the June Park extension.
- 4.29 The Site has a relationship with Park House, situated on the location of former outbuildings and glasshouses to this dwelling. The building at 9D continues this primary and secondary relationship in scale and mass, however the plan-form and entrances of 9D onto Fitzroy Park, fully separate it from Park House. (D therefore appears as an somewhat awkwardly arranged infill building in the setting of Park House, and a minor detractor due to its physical arrangement and style.



10 & 11 The Grove

- 4.30 Situated to the north of the Site, Nos 10 and 11 The Grove are a pair of handsome semi-detached villas, with distinctive stucco quoins. The buildings have strong horizontal banding and deep eaves with modillions and shallow roofs. Built between 1854-5.
- 4.31 The buildings are of clear architectural special interest as an attractive and characterful pair of buildings, relatively unmodified, capturing the fashion for the Italianate style in the 1850s.
- 4.32 The Site forms a minor part of the wider formal street setting of 10 & 11 The Grove, as a minor detracting element in this setting. 9D makes no contribution to the significance of these buildings, but is close enough in proximity to warrant consideration of the proposal's impacts.

Section 5

Assessment of Impact.

5 | Assessment of Impact

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

Overview of Proposals

- 5.1 The proposals include the demolition of the existing building and the erection of a two storey dwelling with basement.
- 5.2 The proposals for the Site take inspiration from the Stables context of its location. The architects have made a study into the simple architecture of stable buildings, especially in the late Georgian and regency period, to reflect the location of the Site's historic use as part of the ancillary areas to Park House.
- 5.3 Drawing on the proportionality of these historic precedents and the proportions of buildings along The Grove, the proposals provide a re-interpretation of this in a modern, stripped back style, with emphasis on shape, line and quality of brickwork.
- 5.4 The tonality of brickwork proposed is lighter than the London yellow stock brick, which is intended to fit into the surrounding material palette of the street but also to provide a clearly legible change demarcating the phasing of the surrounding structures.
- 5.5 The scheme also seeks to re-instate the stable gates as a main entrance, placing the main entrance to align with the gated entrance between The Stables and Park House.



Figure 5.1 Street scene onto The Grove

5 | Assessment of Impact

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN

Proposed Massing Model - Viewpoints

- 5.6 Three views have been identified to demonstrate the change in the massing of the proposed compared to the baseline position. This study has been produced using Vu.City modelling software and the proposed SketchUp model provided by Charlton Brown Architects.
- 5.7 The three chosen views capture the following important aspects of the context:
- 1. The juxtaposition of the Site, Park House and the Stables from The Grove in views north;
 - 2. The juxtaposition of the Site and the Stables, with Park House to the rear and in the context of No.10 The Grove, from The Grove looking south;
 - 3. From the garages to the rear in public realm views just off Fitzroy Park, relatively high degree of visual exposure.



5 | Assessment of Impact



View 1 photograph

This view past Park House to the left shows the Site deeply hidden behind the enclosure of the Stables and (in reality very occluded by the surrounding evergreen and deciduous foliage). In the model viewpoints, the very minimal change in massing is apparent, with an increase in the massing to the north making the proposals appear beyond the right hand side of the tree.

The overall change in the view is very minimal with the current relationship between Park House, the Stables and 9D maintained.



Existing



Proposed

5 | Assessment of Impact

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN



View 2 photograph

This view is also more occluded in reality. The enclosure of the Stables is prominent in this view, with the Site appearing to the rear. The slight height increase of the proposed is more visible from this viewpoint, with the closer proximity of the proposals to Fitzroy Park also making the proposed Site very slightly more prominent in this view. Overall, the proposed changes will make a positive change to this view by virtue of the improved architecture, and almost no change to this view in terms of massing, fully retaining the existing relationship between the buildings and improving the backdrop setting of the Stables.



Existing



Proposed

5 | Assessment of Impact

9D THE GROVE, HIGHGATE | LONDON BOROUGH OF CAMDEN



View 3 photograph

This view shows the garden elevation of 9D, backdropped by the considerably taller rear elevation of Park House. It is of note that the copper clad balcony is not visible from here and is barely visible from surrounding viewpoints.

As the modelling software does not include the boundary wall of 9D, the views are necessarily different in reality. Nonetheless, a good impression can be obtained of how the Site will be perceived in relation to Park House to the rear. The proposed retains much of the proportionality of the existing building, still providing a transition between Fitzroy Place and The Grove, remaining subservient to Park House. Again, the architectural aesthetic of the building will be improved within the maintained massing.



Existing



Proposed

Assessment Methodology

- 5.8 The impact assessment utilises the guidance as set out in Historic England's Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment (July 2015); and Planning Note 3: The Setting of Heritage Assets (GPA3) (as revised December 2017), whereby the 5 Step process for assessment is applied - Steps 1-2 of this process are addressed within section 3-5 of this document, with Step 3 and 4 engaged during the iterative process of design development. The assessment provides the final stage of Step 3 namely assessing the effects of the proposed development.
- 5.9 Consideration of harm (where identified) utilises the internal methodology set out in paragraphs 192 to 197 of the NPPF is as its basis and is applied with the interpretation established by current case law.
- 5.10 The assessment also takes into account 3D modelling of massing, presented on the previous pages. Whilst these views are indicative and do not present the full context of the Site and its surroundings, they do provide a robust demonstration of the before and after visual presence of the current Site and its proposed replacement. The are therefore assessed in this context.

Assessment of Impact

Principle of Demolition

- 5.11 Part of 9D The Grove is identified as a contributor to the conservation area. As discussed in paragraphs 4.23-4.24 above, this contribution is very limited and minor, especially due to the lack of visibility of this feature and the surrounding context of the building, including the tall boundary wall. Alongside this feature, the rest of the building's quality, context and setting needs to be taken into account in determining its contribution and the impact of its loss.
- 5.12 9D is a building which neither successfully sits in the context of Fitzroy Park or of The Grove, its 'introverted' form doesn't engage successfully with its immediate neighbour, The Stables, to the degree that it is a detractor in the setting of this listed building; this is alongside an interior plan-form which is dominated by the ground floor garage and places the principle rooms of the building on the first-floor, with very little communication with the garden. The orientation of the entrances and rear of the building also leaves a large area vacant and under-maintained behind the stable doors onto The Grove. As the building is currently formed, it is unsuccessful within its plot creating a negative relationship with its surroundings. Therefore, whilst the first-floor balcony can be considered as a (very low level) contributor to the conservation area, the building as a whole is closer to being neutral to negative in contribution even after taking into account the positive feature.
- 5.13 As such, the potential loss of the building currently on the Site, subject to its replacement with a building which improves this baseline position, is not considered to be in principle harmful to the significance of the Highgate Conservation Area.

The Proposals

- 5.14 The proposed architecture for the Site considers the context from first principles, taking the Stables setting and the historical development of the Site as part of the grounds of Park House, as well as the prevailing nineteenth century architecture along The Grove to directly inform the design.
- 5.15 A important feature of this is the direct engagement the proportionality, rhythm and fenestration of the proposed building has with the architecturally prominent exterior wall of the stables. This is centred

around making the stables entrance the primary entrance to the house, this reinstates a relationship between the Stables and the Site, as well as a degree of improvement to the setting of the Park House.

- 5.16 The proposed architectural design, taking fully into account the design of the Stables, serves to compliment and enhance the main elevation of the Stables, albeit remaining as a background feature. As the three viewpoints produced in modelling software show (pp.19-21), the difference in massing between the existing and proposed is very marginal, with the current hierarchy between the Site and its nearby buildings maintained. This study also highlights the general limited visibility of the Site from public realm views within the Conservation Area.
- 5.17 Whilst the above ground proportions of the replacement dwelling are close to the existing, it is the features of the overall design that provide the greatest enhancement to the Site, with a clear improvement in its designed quality. The proposed building is intended to be constructed from high-quality brickwork, in a lighter and complimentary tone, which also emphasises the building's contemporary form. As a building that clearly draws inspiration from historical stable building types, but is also strongly contemporary, the proposed building is considered to much more successfully provide the transition needed between the prevailing character of The Grove and Fitzroy Park, than that of the current structure.
- 5.18 As such, the replacement building is considered to respond very positively to its setting, the setting of nearby listed buildings, and the character and appearance of the Highgate Conservation Area, providing a quality addition to this sensitive area. .
- 5.19 Considering the proposals under the statutory duty in section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, 'special attention' should be 'paid to the desirability of preserving or enhancing the character or appearance of that area'. The application of this duty with reference to buildings that make a neutral or positive contribution to a Conservation Area has been clarified in case law, specifically in "Bohm" (Dorothy Bohm & Ors v SoS CLG & Ors [2017] EWHC 3217 (Admin)). This case clarified that an application for a replacement building in a conservation area, and the demolition of a existing building which makes a positive contribution, should

be decided in the round with the contribution the proposed building will make on the Conservation Area a material factor in determining impact. If a proposed building will preserve or enhance the a character or appearance of that area, it is reasonable to conclude a position of no harm.

- 5.20 Taking into account the whole application here, whereby part of 9D is considered to make a contribution to the conservation area, but is replaced by a structure which results in an enhancement to the character and appearance of the Highgate Conservation Area and the setting of the listed Stables, by virtue of its architectural design, the overall balance is a clear net positive with regards to heritage assets.

Summary

- 5.21 Overall, therefore, the proposals see the introduction of a high quality design, of a highly contextual nature in terms of massing, footprint and architecture, replacing a poorly arranged and inefficient dwelling.
- 5.22 The changes result in a direct benefit to the Grade II listed Stables though re-instatement of the regular use of the entrance gates onto The Grove and associated works; and, enhancement to the setting of the Grade II listed Stables, through the introduction of a more complimentary architectural design, which results in a beneficial impact to appreciations of its architectural interest.
- 5.23 In addition, an enhancement to this part of the Highgate Conservation Area arises, resulting in an overall (minor) enhancement to the character and appearance of the conservation area as the designated assets as a whole, through the introduction of a building which can be seen as a contributor to the appearance of the area.
- 5.24 Finally, in relation to the other identified assets, including Park House and 10 & 11 The Grove, the changes are marginal within the setting of these buildings with resultant minor beneficial impacts arising.

Section 6

Conclusion.

6 | Conclusion

- 5.25 This report sets out the historic development of the Site and its immediate surroundings, provides an assessment of the Site, the Highgate Conservation Area and nearby listed buildings and critically assessed the Site's contribution to the character and appearance and setting of these heritage assets. The report has further utilised 3D modelling software to provide an assessment of the existing massing and proposed changes.
- 5.26 In summary, it is considered that the proposals are high-quality, well considered and contextual, providing a dwelling which is a clear and substantive improvement on the existing structure that occupies the Site. In turn, this provides a direct enhancement in the setting of the Grade II listed Stables, Park House and an improvement to the appearance of the Highgate Conservation Area. The replacement building is similar in proportions to the existing, but makes a strong architectural improvement, the design creating a contemporary interpretation of its Stables setting and nineteenth century surroundings. In our view this successfully respects local character and context, whilst enhancing the baseline position provided by the existing dwelling.
- 5.27 As such and as a whole, the proposals are judged to enhance the character and appearance of the Highgate Conservation Area compared to the existing position, notwithstanding the positive feature of the existing first-floor copper clad balcony. The proposals are therefore judged to meet the required policy and legislative tests, especially policy D2: Heritage of LB Camden's Local Plan; paragraphs within Chapter 16 of the NPPF, including paragraph 200 seeking enhancement in Conservation Areas; and section 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, concerning setting of listed buildings and maintenance and enhancement of character and appearance in conservation areas.

Appendix 1

Statutory List Entries.

9B, THE GROVE (The Stables, now 9C)

Overview
Heritage Category: Listed Building
Grade: II
List Entry Number: 1378987
Date first listed: 14-May-1974
Location
Statutory Address: 9B, THE GROVE
County: Greater London Authority
District: Camden (London Borough)
National Grid Reference: TQ 28191 87391
Details
CAMDEN
TQ2887SW THE GROVE 798-1/5/1613 (West side) 14/05/74 No.9B
GV II
Stables to Park House, The Grove (qv), now private residence. Early C19 with late C19 alterations and additions. Stucco single storey stable buildings with additions. Hipped slated roofs with wooden cupola. Outer wall of pale stock brick with stone pilasters, half reeded, between window bays carrying entablature with dentil cornice. Gated entrance with dentil pediment having enriched tympanum. Small architraved and barred stable windows. Rounded right hand angle; return to Fitzroy Park similar but entrance without tympanum. INTERIOR: not inspected.
Listing NGR: TQ2817887376

PARK HOUSE

Overview
Heritage Category: Listed Building
Grade: II
List Entry Number: 1378990
Date first listed: 14-May-1974
Location
Statutory Address: PARK HOUSE, THE GROVE
County: Greater London Authority
District: Camden (London Borough)
National Grid Reference: TQ 28181 87375
Details
CAMDEN
TQ2887SW THE GROVE 798-1/5/1615 (West side) 14/05/74 Park House
GV II
Semi-detached house. c1832. Yellow stock brick with rusticated stucco ground floor. 2 storeys and basement. 2 windows. Doric portico; square-headed doorway with eared architrave, overlight and panelled door. Tripartite sash to ground floor. Upper floor with gauged brick flat arches to recessed sashes. Parapet. INTERIOR: not inspected. (Survey of London: Vol. XVII, The Village of Highgate, St Pancras I: London: -1936: 92-4).
Listing NGR: TQ2817887376

10 AND 11, THE GROVE

Overview
Heritage Category: Listed Building
Grade: II
List Entry Number: 1378988
Date first listed: 11-Jan-1999
Location
Statutory Address: 10 AND 11, THE GROVE
County: Greater London Authority
District: Camden (London Borough)
National Grid Reference: TQ 28181 87419
Details
CAMDEN
TQ2887SW THE GROVE 798-1/5/1614 (West side) Nos.10 AND 11
GV II
2 semi-detached villas. c1854-5. Pale stock bricks with stucco quoins and dressings. Shallow hipped slated roofs with central slab chimney-stack and projecting bracketed eaves. 2 storeys, attic and basement. Outer entrance bays slightly recessed. Projecting porticos with round-arched entrances having keystones and impost bands, cornices and parapet which continues across the front of the houses to form balconies to 1st floor windows. Each with a canted bay window to ground floor and architraved tripartite sash with cornice above; architraved sash with cornice above porches. Architraved attic windows with continuous sill band. INTERIORS: not inspected.
Listing NGR: TQ2817887420



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