

**HERITAGE ASSESSMENT
&
IMPACT ASSESSMENT**

8 - 12 Camden High Street
London
NW1 0JH

for **Foundation Architecture Ltd**

21 January 2021

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HERITAGE ASSESSMENT AND IMPACT ASSESSMENT

Site to the Rear of 8-12 Camden High Street, London NW1 0JH

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Summary

Significance of Existing Context

The site is located in a back corner of the Camden Conservation Area; behind and largely hidden by a building identified as a Negative building in the 2007 Conservation Area appraisal.

The present site is an open, concreted yard, clear of permanent structures and bounded by tall walls to the north and east. The space is currently used for car parking.

Impact of Proposed Development

The relatively modest proposals comprise a pair of three-storey, 2-bedroom dwellings arranged symmetrically around the east-west axis and built into the eastern recess of the existing yard, facing west. The design respects the predominant height of the adjoining residential terraced buildings to the north and retains and reuses the party boundary wall to the east.

The proposed development represents a modest enhancement to the character of the Conservation Area, while not affecting the setting or character of the adjacent listed building. As such it should be supported.

HERITAGE ASSESSMENT AND DRAFT IMPACT ASSESSMENT

Site to the Rear of 8-12 Camden High Street, NW1 0JH

1 Introduction

1.1 Appointment

Jonathan A Law & Associates (JALA) were appointed, in January 2021, by APL Retirement Benefit Scheme, to carry out a Heritage Assessment of the existing Site to the rear of 8-12 Camden High Street, together with an Impact Assessment of proposals by their architects, Foundation Architecture Limited, for a new residential development within the Site.

1.2 Limitations of Assessment

The physical inspection was carried out on a single visit on 21 January 2021 and limited to visual inspection only.

Due to the Covid-19 'lock-down' access to local and national archive resources was restricted to online resources only.

2 Relevant Planning Policy

2.1 National Planning Policy

National planning policy is set out in the National Planning Policy Framework, revised February 2019, (NPPF 2019). NPPF 2019 sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced.

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise³. The National Planning Policy Framework must be taken into account in preparing the development plan, and is a material consideration in planning decisions.

Chapter 16 of NPPF 2019 (paras 184 to 202) relates to conserving and enhancing the Historic Environment.

NPPF 2019, paras 189 and 190 are considered relevant in setting out the general planning context:

189 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. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

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 into account when considering the impact of a proposal on

a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

NPPF Paragraph 196 may be considered of particular significance to the proposed development:

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.

2.2 London Planning Policy

The London Plan 2016 (LP 2016) provides the Spatial Development Strategy for London within which individual boroughs must set their local planning policies. A replacement Draft London Plan (July 2019) has been published for consultation but has yet to be adopted.

LP 2016 policies relating to Place-Shaping, Historic Environment and Landscape Policies are contained in Chapter 7. Policies of specific relevance to the proposed development include:

Policy 7.4 – Local Character

Buildings, streets and open spaces should provide a high-quality design response that:

- i. has regard to pattern and grain of existing spaces,
- ii. contributes to positive relationships between urban and natural landscapes,
- iii. is human in scale,
- iv. allows positively contributing buildings to influence the future character, and
- v. is informed by the surrounding historic environment.

Policy 7.8 – Heritage Assets and Archaeology

This policy seeks to safeguard heritage assets. The policy encourages development that:

- i. identifies, values, conserves, restores, re-uses and incorporates heritage assets, where appropriate, and
- ii. conserves heritage assets and their setting.

2.3 Camden Planning Policy

The London Borough of Camden assesses planning applications against the policies set out in the Local Plan 2017. The following policies are relevant to this application:

Policy D1 Design

Policy D2 states *“the council will seek high quality design in development. This will need to respect local character and context, preserve or enhance the historic environment, be sustainable, utilise high quality detail and materials, integrate with the surrounding streets and spaces ..., preserve local and strategic views and carefully integrate building services equipment.”*

Policy D2 Heritage

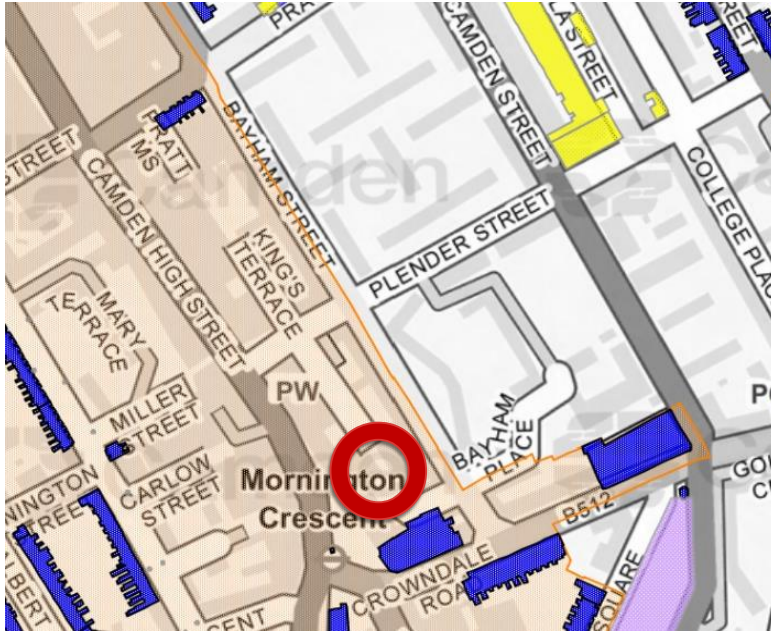
Policy D2 states *“The Council will preserve and, where appropriate, enhance Camden’s rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets.”*

Further the council will require development in Conservation Areas to *preserve or, where feasible, enhance the character and appearance of the conservation area.*

Camden council will resist the loss or total demolition of unlisted buildings that makes a *positive contribution* to the character and appearance of the conservation area, resist development outside of the conservation area that could harm its character and appearance and preserve trees or garden space that contributes to its significance.

Development that would cause harm to the significance of a listed building by a change to its setting will also be resisted.

3 Heritage Assessment



Location map - The Site is located within the red circle. Listed Buildings are shown in blue. The Conservation Area is shown within the orange line and tinted brown.

3.1 Historic Development

Camden Town

The transformation of Camden from a bucolic settlement, located beyond the edge of London, to a new suburb occurred incredibly rapidly - although starting with relative restraint late C18th it was completed in something of a scramble by the middle of the nineteenth century.

Spurred by the gradual rise in commercial opportunities presented by the Industrial Revolution through the C18th, assisted by improved roads and the establishment of canal and railway networks and by an equally significant collapse of the agricultural economy at the end of the C18th, refugee rural workers were drawn to cities in huge numbers.

This massive redevelopment, however, reflected not only the need to build the new factories and house the new workforce but also the desire of private land-owners and their developers to profit from the demands of better-off London residents seeking to escape from the encroaching poverty of the new slums.

The varied development seen in Camden and its immediate environs can, as a consequence, be considered in relation to this singular building period of circa 1790-1840 - with its mash-up of very different markets - and its subsequent, more piecemeal post-1840 redevelopment.

On the High Street some of the polite early terraces survive from c.1790, (along with their service mews e.g. Kings Terrace and Bayham Place behind) but any pretensions were quickly dispelled as they were re-cast in the 19thC as mixed retail, commercial and working-class residential streets, the new tenants displacing the more prosperous early London emigrants.

Thereafter, most of the aspirational residential development occurred a little to the west and south of Camden High Street, with its better links to the newly set-out Regent's Park. The High Street remained a focus for commercial, retail and development with housing catering to the less privileged

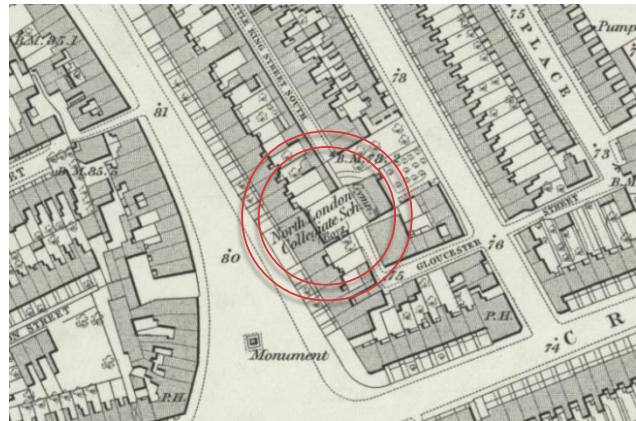
or discriminating populations located to the north and east, rubbing up against industrial factories, workshops and spreading goods yards of the new railways.

Historic Ordnance Survey mapping
(not to scale)

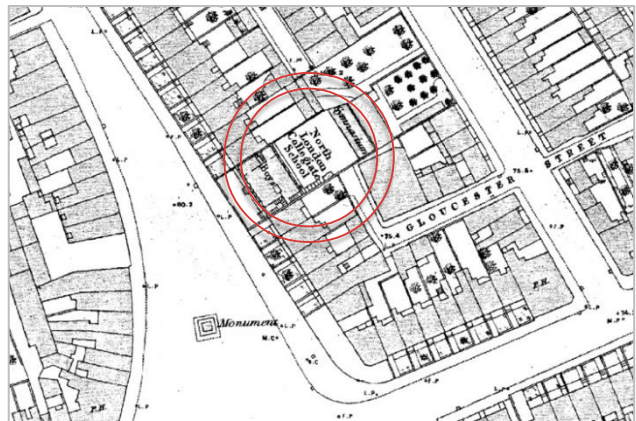
1842-45 - OS 6-Inch map



1870-76 - OS 25-Inch map



1873 - OS 60-Inch map



1914-16 - OS 25-Inch map



3.2 Conservation Area and Listed Buildings

Camden Town Conservation Area

The Site is located within the Camden Town Centre Conservation Area, established in November 1986 and reviewed in October 2007. The CA's eastern boundary runs down the centreline of Bayham Street.

As part of the CA Appraisal and Management Strategy report of 2007, (CAAMS 2007) Nos 8-12 Camden High Street were identified as having a Negative impact on the character of the Conservation Area (shown in grey), those to the east i.e. Nos 7a-c Bayham Street were described as Neutral, while the building to the south-east and those extending to the north were defined as 'Positive' buildings.



Extract from the CA Appraisal map - Appendix 6 of the CAAMS.

RED Listed Buildings
 GREEN Positive buildings
 GREY Negative buildings

Adjoining Listed Building

The Camden Palace (as Koko night club, now being extensively refurbished and further repaired following a fire which destroyed the dome in January 2020), a grade II Listed building, is located to the south of the site entrance; its bulky side elevation visually closing off the line of Bayham Place.

Designed by W G J Sprague and completed in 1901 as the Royal Camden Theatre, the building's significant architectural merit may be largely attributed to its imposing western entrance frontage (with its copper dome) and to its main interior set pieces. The building however, also represents an important example of early 20th century public theatre and boasts many appearances by famous actors and artistes - adding historic and cultural heritage value.

In relation to its surroundings, it is the building's architectural contribution to the streetscapes to the south and west that carries heritage significance - i.e. facing onto Mornington Crescent, Camden High Street, Eversholt Street and Crowndale Road.

3.3 The Site

Archival and mapping evidence shows that the northern part of the property - 12 Camden High Street - was by 1842 redeveloped as a Boys School; part of the North London Collegiate School. The front building occupied three plot-widths facing the High Street, with a high-walled playground behind and a single-storey gymnasium to the rear.

The Gymnasium building occupied the full width of the plot and backed onto a two-storey industrial (factory) building facing onto Bayham Street - still present as 7c Bayham Street.

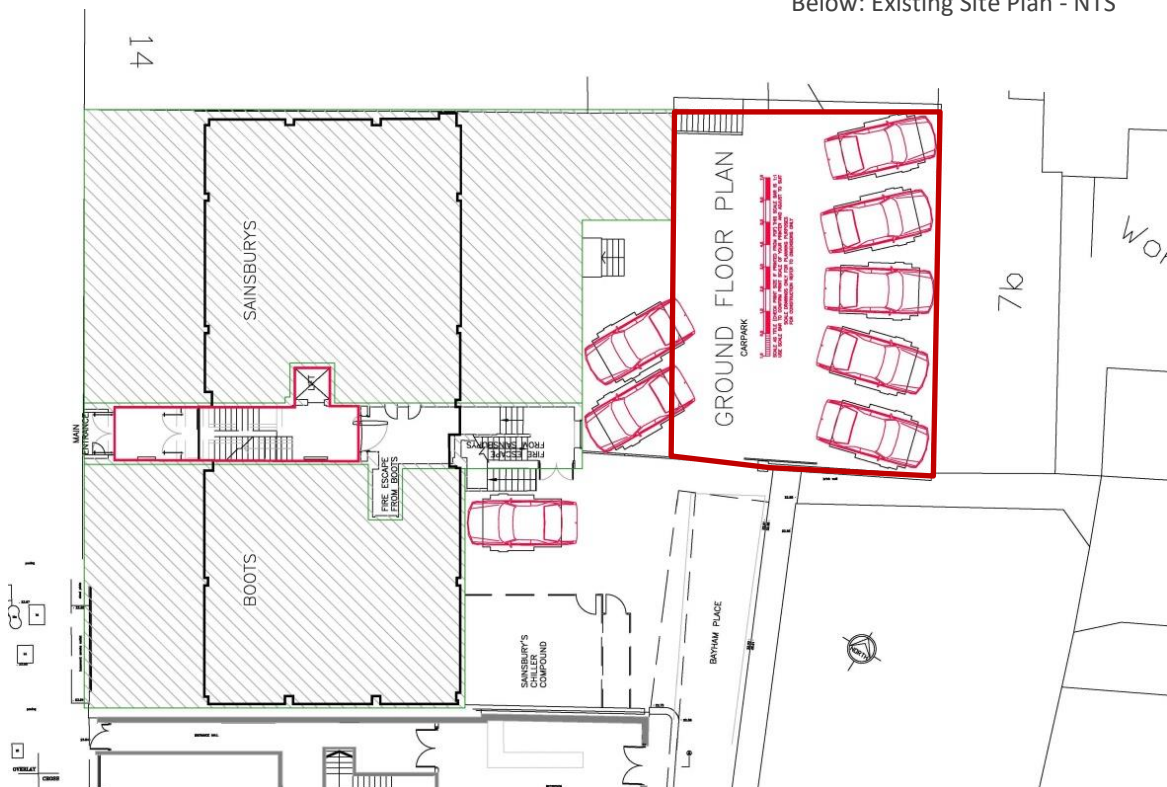
Further archival research might confirm the continuing independence for the North London Collegiate School's Boys School following the establishment of the London School Board in 1870. However, it would seem that, consistent with the Boards aspirations, the Gymnasium was demolished towards the end of the century, to enlarge the playground and allow the construction of the type of open shelters familiar to London's many late C19th LSB schools (see 1914-16 OS map).

A photograph from around 1904 (see 3.5) shows the building (stylistically c1830-40), now operating as a Cabinet Factory for Oetzmann & Co, a London firm of upholsterers and furniture makers who claimed to be "the largest proprietary furnishing establishment in the world" and whose main outlet was at 67, 69, 71 & 73, Hampstead Road.

The present front building - comprising Boots at Nos 8-10 and Sainsbury's at No 12 - was constructed in the 1960's as the current five-storey structure, to which a further attic storey was added in around 2002. It is therefore only No 7c Bayham Street (which arguably makes a very positive contribution to the Conservation Area) that can provide physical dating evidence for the original buildings and the tall blank eastern boundary wall. From a brief inspection of the two-storey building, with its well-lit factory loft at first floor level, a date for construction of between 1830 and 1840 is entirely plausible.

The present site is an open, concreted yard, clear of permanent structures, and bounded by tall walls to the north and east, rather less 'contained' to the south where the boundary wall flanking Bayham Place have been lost. The space is currently used for rental car parking, Sainsbury's being serviced from the High Street.

Below: Existing Site Plan - NTS



3.4 Assessment of Heritage Significance of Existing Site

The existing site contains little of any architectural or historic interest, beyond the retained northern and eastern Party boundary walls.

The following can be stated in terms of the site itself:

- i. No positive architectural, landscape, or spacial streetscape qualities,
- ii. No positive views or landmarks,
- iii. Negative contribution to adjacent heritage assets,
- iv. No significant historic associations beyond location of Collegiate School playground and gymnasium.

3.5 Historical Photographs



Above: View of Camden High Street, c1904, taken from the edge of Eversholt Street looking north. Oetzmann & Co have added their own advertising hoarding to the top of the stuccoed, c1840 North London Collegiate School building at No12.

The photograph captures a scene just prior to the installation of tram lines, but with an early network of roof-mounted radio ariels. (Tate collection)

Right: Illustration showing the Camden Theatre, with the terrace extending to the north - the edge of No 12 just visible. (Theatres Trust)

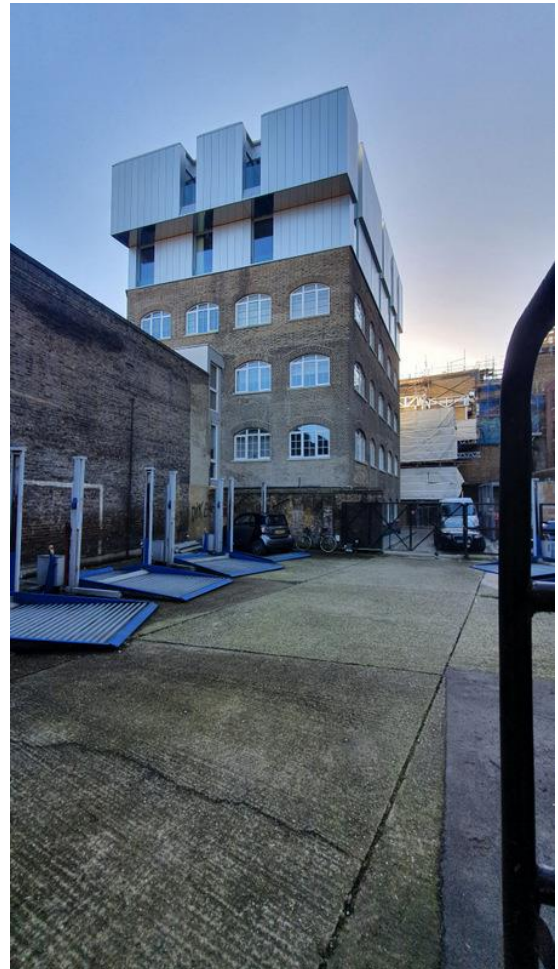


3.6 Existing Record Photographs



Above: View of rear yard from roof of front building - looking east (southern building seen pre-extension).

Clockwise from below top left: Views from within the yard, looking north towards Kings Terrace, south towards the 'Positive' and recently-raised adjoining property and west at the rear of the Sainsbury building - No12 Camden High Street.





Above: Glimpsed view of Camden Palace dome (under reconstruction following fire).



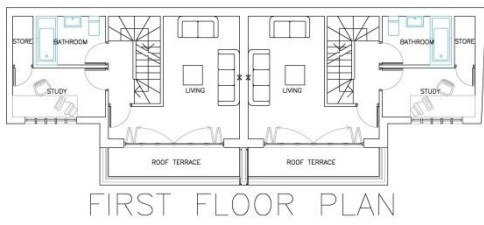
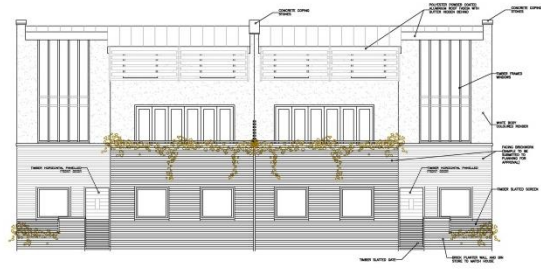
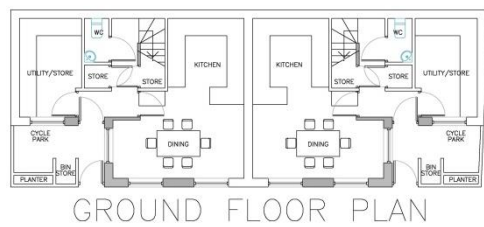
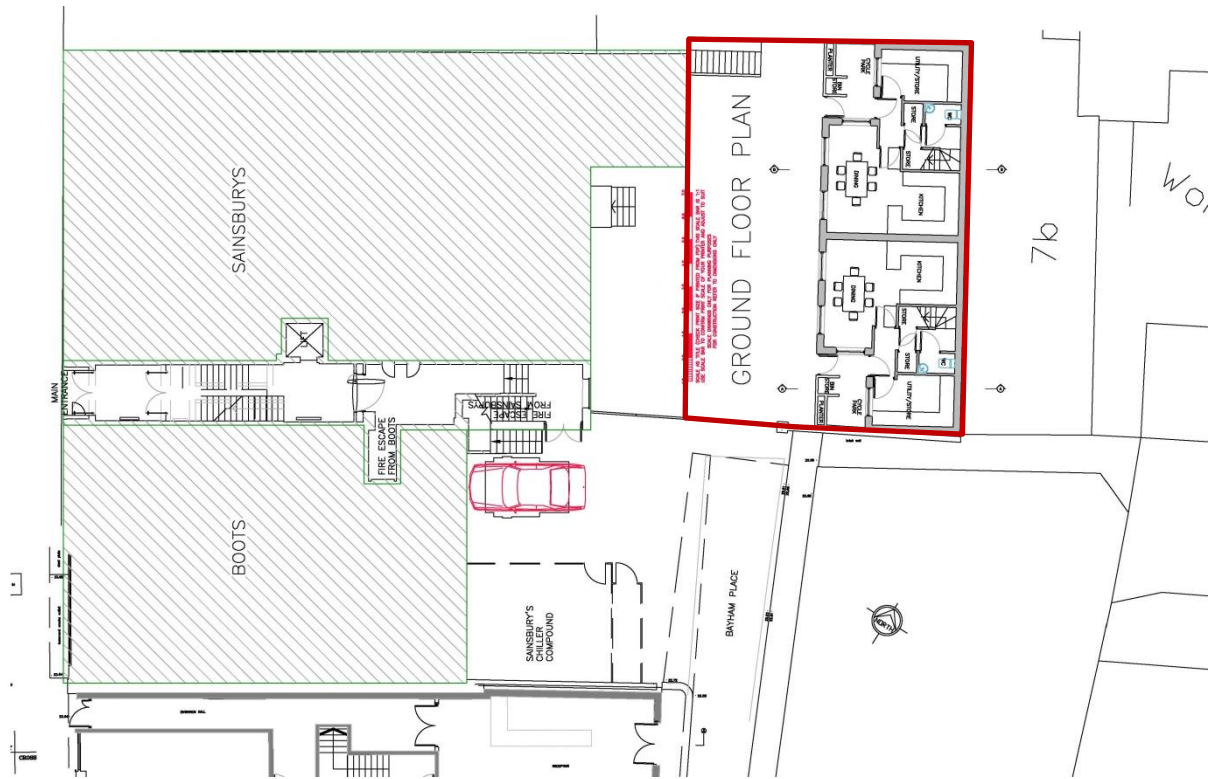
Right: View from King's Terrace looking south, with the recently extended southern building seen rising above the site.

Below: Views across Camden High Street, looking east, with the 1960's building forming Nos8-12 rising above the c1790 terrace to the north. The scaffold-encased Camden Palace can be seen on the right.

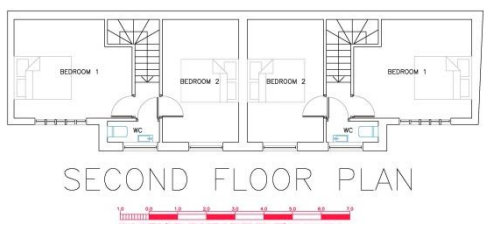


4 Proposed Development

4.1 Proposed Drawings



Architect's drawings showing the proposed floor plans and main elevation



Top: Site Plan of proposed development
Left: Proposed Floor Plans
Above: Proposed Elevation

4.2 Proposed Designs

The proposed development comprises a pair of three-storey, 2-bedroom dwellings arranged symmetrically around the east-west axis and built into the eastern recess of the existing yard, facing west.

The relatively modest design ties in with the predominant height of the adjoining residential terraced buildings to the north and retains and reuses the party boundary wall to the east; the design conceived very much as an extension of the two and three-storey buildings along King's Terrace, but also making reference to the front building.

With the use of London stock brickwork and white finished render, the proposed materials respect the existing traditional context of this part of the Conservation Area, while not 'aping' the adjoining buildings.

The proposed horizontal timber boundary gates and the use of soft landscaping to the entrance and first floor terraces lifts the quality of the proposals and reflects their more 'tactile' residential use.

5 Impact Assessment

5.1 Assessment of Impact of Proposed Development

Conservation Area

As noted, the site is located in a down-at-heel, back corner of the Conservation Area, sited behind and largely hidden by a building identified as contributing negatively to the character of the Conservation Area. The current environment does not contribute to the quality of the more visible and significant parts of the CA; the bar for demonstrating enhancement is therefore low.

The proposals are nevertheless likely to provide a worthwhile enhancement to the character of this part of the Conservation Area, and subject to the development of an appropriate management strategy for the shared use of the remaining yard, the proposed development is considered acceptable.

Adjacent Listed Buildings

The utilitarian northern side of the grade II Listed Camden Palace building does not represent an element of the heritage asset that contains any significant heritage merit, nor is it an element that would be vulnerable to any impact from the introduction of the modest three-storey development proposed, and located more than 20m distant.

Oblique views of the listed building's copper dome are afforded from the existing yard. Again, while not contributing any significant value to the architectural merit of the heritage asset, these views might be enhanced and better appreciated from the new setting of the proposed dwellings.

6 Conclusion

The proposed development represents a modest enhancement to the character of the Conservation Area, while not affecting the setting or character of the adjacent listed building. As such it should be supported.