

# **Heritage Statement**

14B Downshire Hill, London Borough of  
Camden, NW3 1NR

December 2021

# Contents

1.	Introduction	1
2.	The Heritage Assets	3
3.	Assessment of Heritage Significance	5
4.	Heritage Impact Assessment	22
5.	Summary and Conclusions	27
Appendix 1: Heritage Asset Gazetteer		28
Appendix 2: Heritage Legislation, Policy and Guidance		32

# 1. Introduction

## Purpose of this Report

- 1.1 This Heritage Statement has been prepared by Turley Heritage on behalf of the applicant in support of a listed building consent application at No.14B Downshire Hill ('the Site'), which forms part of the grade II listed building at Nos.14A and 14B Downshire Hill (and attached garden wall and railings). The Site is also located within the Hampstead Conservation Area.
- 1.2 The proposed works includes repairs to the rear garden boundary wall, the demolition of the external swimming pool, alterations to the rear garden and internal alterations.
- 1.3 This Heritage Statement should be read in conjunction with the full drawings package and Design and Access Statement prepared by 4H Architecture, all included as part of the submission.

## Legislation and Policy Context

- 1.4 This report has been prepared in light of the requirement of Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which places a duty upon the local planning authority in determining applications for development or works that affect a listed building to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Under Section 72, the Act also requires that special attention be given to the desirability of preserving or enhancing the character or appearance of a conservation area.
- 1.5 The National Planning Policy Framework (NPPF) 2021 provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, it sets out that:  
  
*"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance."*<sup>1</sup>
- 1.6 Paragraph 195 then sets out that local planning authorities should also identify and assess the particular significance of any heritage asset that may be affected by a proposal. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the emerging proposals.

## Structure of this Report

- 1.7 In accordance with the legislative and policy requirements outlined above, **Section 2** of this report firstly identifies the relevant heritage assets within the Site and its vicinity,

---

<sup>1</sup> National Planning Policy Framework (NPPF) 2021 – para. 194

the significance of which may be affected (directly through change on Site) by the application proposals. These have been confirmed for assessment through desktop and subsequent fieldwork analysis.

- 1.8 **Section 3** firstly provides a statement of significance for the listed building of which the Site forms part, in terms of its overall special architectural and historic interest. This is followed by a proportionate statement of significance for the surrounding Hampstead Conservation Area, in terms of its historical development and character and appearance. These statements have been prepared using published information and on-site visual survey.
- 1.9 **Section 4** undertakes a review of the proposed development, and then provides an assessment of its likely impacts on the particular significance of the relevant built heritage assets, informed by review of the application design material. The conclusions of the heritage impact assessment are reviewed in light of the relevant statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy in the NPPF 2021 and supported by NPPG, and other local planning policy and guidance for change within the historic environment.
- 1.10 A summary of the conclusions of this assessment is set out within **Section 5**.
- 1.11 **Appendix 1** to this report is a Heritage Asset Gazetteer, including List Entry descriptions and the boundary of the Hampstead Conservation Area.
- 1.12 **Appendix 2** sets out in full the relevant statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy contained within the NPPF 2021 and supported by NPPG, and also regional and local planning policy for the historic environment.

## 2. The Heritage Assets

### Introduction

- 2.1 The National Planning Policy Framework (NPPF), updated 2021, defines a heritage asset as:

*“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”<sup>2</sup>*

### Designated Heritage Assets

- 2.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation under relevant legislation and are then subject to particular procedures in planning decisions that involve them. Designated heritage assets are defined by the NPPF as:

*“A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.”<sup>3</sup>*

### Grade II Listed Building: Numbers 14A and 14B Downshire Hill and Attached Garden Wall and Railings

- 2.3 The Site comprises 14B Downshire Hill, which is located to the rear of 14A, was included on the statutory list of buildings of special architectural or historic interest on 14<sup>th</sup> May 1974. The List Entry, included in full at **Appendix 1**, states:

*“Detached villa. c1820, altered. Stucco. A long narrow plan. Single storey. Front of paired pilasters flanking a tripartite window and supporting a deep entablature with pediment. To half height, a C20 projecting rectangular wooden bay. Recessed entrance extensions to both returns with C20 doorways. INTERIORS: not inspected. SUBSIDIARY FEATURES: attached low garden wall and railings with spearhead finials; round-arched gateposts of stele type with lamp overthrow. HISTORICAL NOTE: No.14A was St John's Chapel School, founded 1830, and became St Stephen's National School by 1885. During World War I became the studios of the Carline family and meeting place for a large circle of painters known as the Hampstead Set or the Downshire Hill Group.”*

- 2.4 A number of listed buildings are located within close proximity of the Site. Notwithstanding, given the nature of the proposals for development on Site – being largely restricted to the rear of the Site and the interior, and limited in nature – it is assessed that the proposals are unlikely to have any impact on the significance or setting of these listed buildings, or the way in which their significance is experience. Accordingly,

---

<sup>2</sup> National Planning Policy Framework (NPPF) 2021 - Annex 2: Glossary

<sup>3</sup> National Planning Policy Framework (NPPF) 2021 - Annex 2: Glossary

these other designated heritage assets have been scoped out from further assessment as part of this report.

### **Hampstead Conservation Area**

- 2.5 The Site is located within the boundary of the Hampstead Conservation Area. This heritage asset was designated by the London Borough of Camden in January 1968, and subsequently extended in 1977, 1978, 1980, 1985, 1988 and 1991. A map of the conservation area boundary is included at **Appendix 1**.
- 2.6 The Hampstead Conservation Area Statement was adopted by the London Borough of Camden in October 2001. The Site is located within Sub-Area 3 – Willoughby Road / Downshire Hill.

### **Non-Designated Heritage Assets**

- 2.7 The NPPF identifies that heritage assets include not only designated heritage assets, such as listed buildings and conservation areas, but also assets that may be identified by the local planning authority during the plan making and or application process (including through the Council-led process of local listing). These are described for the purposes of the NPPF as ‘non-designated heritage assets’<sup>4</sup>, with the effect on their particular heritage significance being a material planning consideration.
- 2.8 The London Borough of Camden have a ‘local list’, which identifies historic buildings, spaces and features that are valued by the local community and give Camden its distinctive identity that was adopted in January 2015. There are no non-designated heritage assets located within the Site or its vicinity that have the potential to be impacted by the proposed development.

---

<sup>4</sup> National Planning Policy Framework (NPPF) 2021 - Annex 2: Glossary

### 3. Assessment of Heritage Significance

#### Introduction

- 3.1 The NPPF 2021 defines the significance of a heritage asset as:

*“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”<sup>5</sup>*

- 3.2 The NPPF defines the setting of a heritage asset 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.”<sup>6</sup>*

- 3.3 Historic England has published general guidance regarding the preparation of statements of heritage significance, and how the proper analysis of the significance of heritage assets should be used to inform an assessment of impacts on that significance as a result of proposed change / applications.<sup>7</sup>

- 3.4 Historic England also provides guidance<sup>8</sup> in respect of the setting and views of heritage assets, providing detail on understanding setting and views and the associated assessment of the impact of any changes. This presents a series of attributes of a setting which can be used to help assess its contribution to the significance of a heritage asset. These can comprise the asset’s physical surroundings; the experience of the asset; and the asset’s associative attributes.

- 3.5 Historic England has also has provided further guidance in the past for their staff (and others) on their approach to making decisions and offering guidance about all aspects of England’s historic environment.<sup>9</sup> This provides advice on how to assess the contribution of elements of a heritage asset, or within its setting, to its significance in terms of its “heritage values”. These include: evidential, historical, aesthetic and communal. This supplements the established definitions of heritage significance and special interest set out in founding legislation and more recent national planning policy and guidance / advice.

#### Listed Buildings

- 3.6 Listed buildings are designated heritage assets that have special architectural or historic interest that are, for the time being, included in a list compiled or approved by the Secretary of State under Section 1 of the Planning (Listed Buildings & Conservation

---

<sup>5</sup> National Planning Policy Framework (NPPF) 2021 – Annex 2: Glossary

<sup>6</sup> National Planning Policy Framework (NPPF) 2021 – Annex 2: Glossary

<sup>7</sup> Historic England: Advice Note 12: Statements of Heritage Significance, 2019

<sup>8</sup> Historic England, Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets, 2017 (2<sup>nd</sup> Ed.)

<sup>9</sup> English Heritage (now Historic England) Conservation Principles: Policies and Guidance, 2008

Areas) Act 1990; for the purposes of that Act. The principles of selection for listed buildings are published by the Department of Culture, Media and Sport and supported by Historic England's Listing Selection Guides for each building type.<sup>10</sup>

### **Conservation Areas**

- 3.7 Conservation areas are designated if they are of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance.
- 3.8 Historic England has published guidance in respect of conservation areas and this provides a framework for the appraisal and assessment of the special interest and significance of a conservation area<sup>11</sup>. This document also provides advice on how to identify whether a building contributes positively to the character or appearance of a conservation area.

### **Assessment**

- 3.9 The following section provides proportionate statements of significance for each of the identified built heritage assets, the significance of which would be affected by the proposed development, including an assessment of the site's contribution (if any) to significance as an element of each asset and / or its setting (as relevant). That assessment of heritage significance is undertaken on the basis of published information, targeted historical research and on-site visual survey. The assessment is proportionate to the importance of the identified heritage assets and sufficient to inform the decision-making process.

---

<sup>10</sup> DCMS. Principles of Selection for Designating Buildings, 2018

<sup>11</sup> Historic England, Advice Note 1: Conservation Area Designation, Appraisal and Management, 2019



## Grade II Listed Building: Numbers 14A and 14B Downshire Hill and Attached Garden Wall and Railings

### *Historical Development*

3.10 As set out in the List Entry, No.14A was built as St John's Chapel School, founded 1830 by Reverend John Wilcox. In the 1840s, the school provided for 76 boys, 40 girls and 40 infants.<sup>12</sup> The school in its historic form can be seen in the Ordnance Survey (OS) Map of 1866 (**Figure 3.1**). By the end of the 1880s, a second site had been acquired to the rear, addressing Worsley Road, for the boys school (**Figure 4.2**). This formed part of the St Stephen's National School. At the beginning of the 20<sup>th</sup> century, the pupils were transferred to the newly created New End Primary School.<sup>13</sup>



**Figure 3.1: OS Map, 1866 (Source: NLS)**

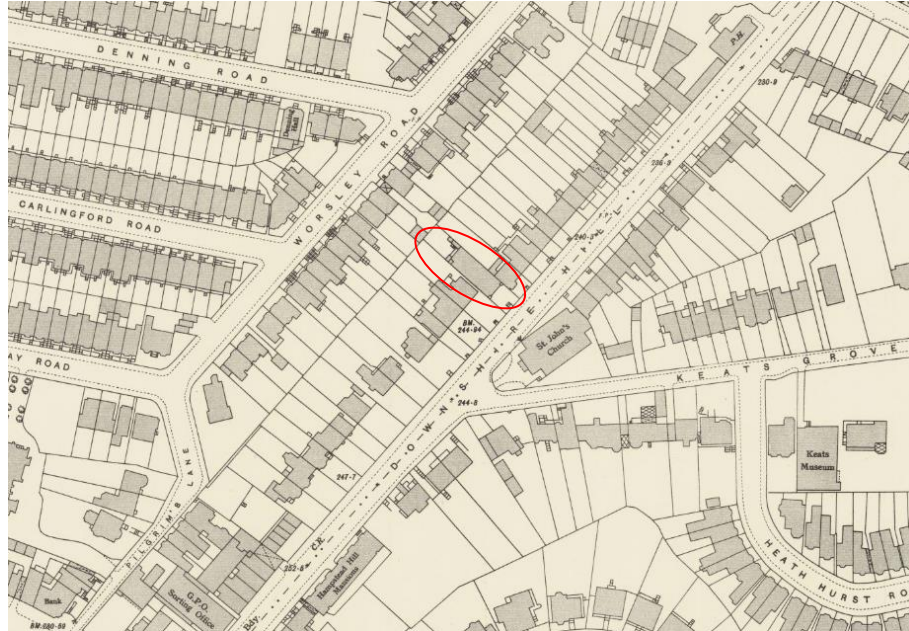


**Figure 3.2: OS Map, 1893 (Source: NLS)**

<sup>12</sup> Victoria County History, A History of the County of Middlesex: Volume 9, Hampstead, Paddington, 1989

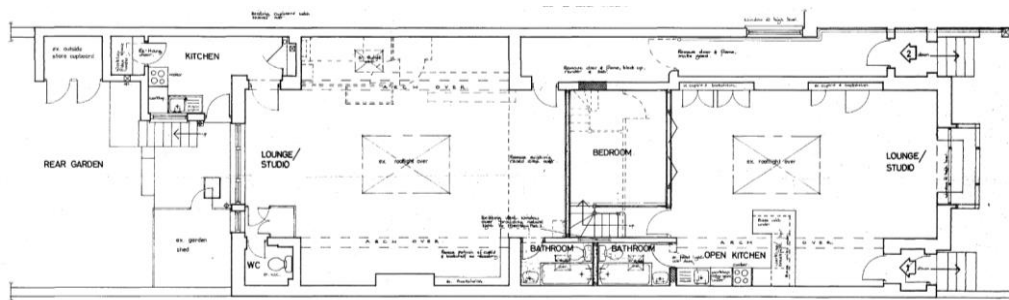
<sup>13</sup> Victoria County History, A History of the County of Middlesex: Volume 9, Hampstead, Paddington, 1989

- 3.11 During the First World War, the listed building became the studios of the Carline family and meeting place for a large circle of painters known as the Hampstead Set or the Downshire Hill Group. The Carline family lived at No.47 Downshire Hill from 1914 to 1936. By the 1930s, the late 19<sup>th</sup> century boys' school to Worsley Road had been demolished and the site redeveloped for residential uses (**Figure 3.3**).



**Figure 3.3: OS Map, 1936 (Source: NLS)**

- 3.12 In 1975, listed building consent was granted for the erection of an additional storey at No.14A (Planning Ref.: HB1013). Later that year, consent was also granted for internal alterations to the two existing ground floor studio flats at Nos.14A (Planning Ref.: HB1189) (**Figure 3.4**). The planning records indicate that the property was still owned by the Carline family at this time.



**Figure 3.4: 14A Downshire Hill, Proposed Modernisation of Existing Two Studio Flats for R.C. Carline, 1975 (Planning Ref.: HB1189)**

- 3.13 Photographs of the interiors of 14A Downshire Hill were also recorded at this time (**Figures 3.5-3.6**). These photographs show how the former school building had been divided to form two studios to the front and rear.

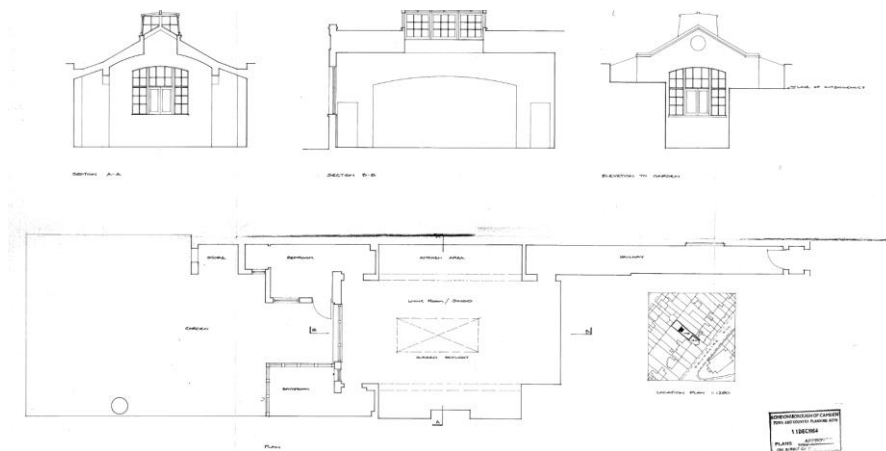


**Figure 3.5: 14A Downshire Hill, Ground floor front room. Source: London Picture Archive**



**Figure 3.6: 14B Downshire Hill, Rear artist's studio. Source: London Picture Archive**

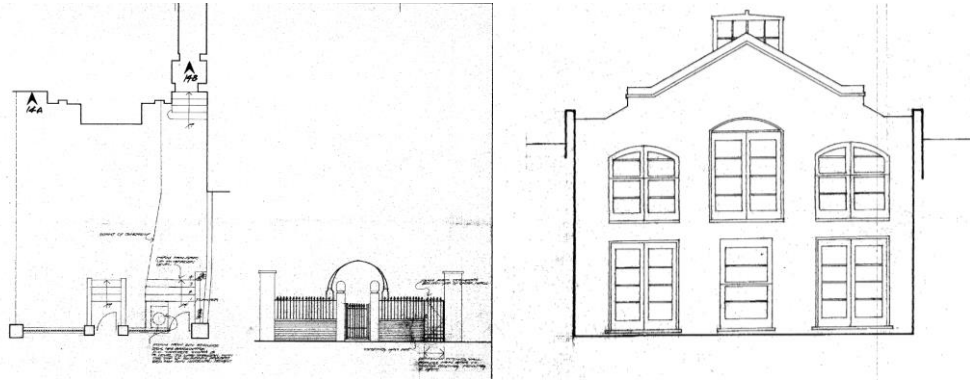
3.14 In 1984, planning and listed building consent was granted for the demolition of existing rear outbuildings and the erection of a single storey rear extension at No.14B Downshire Hill, together with alterations to the existing building, including the formation of rooflights (Planning Refs.: 8401363 and 8470224) (**Figure 3.7**).



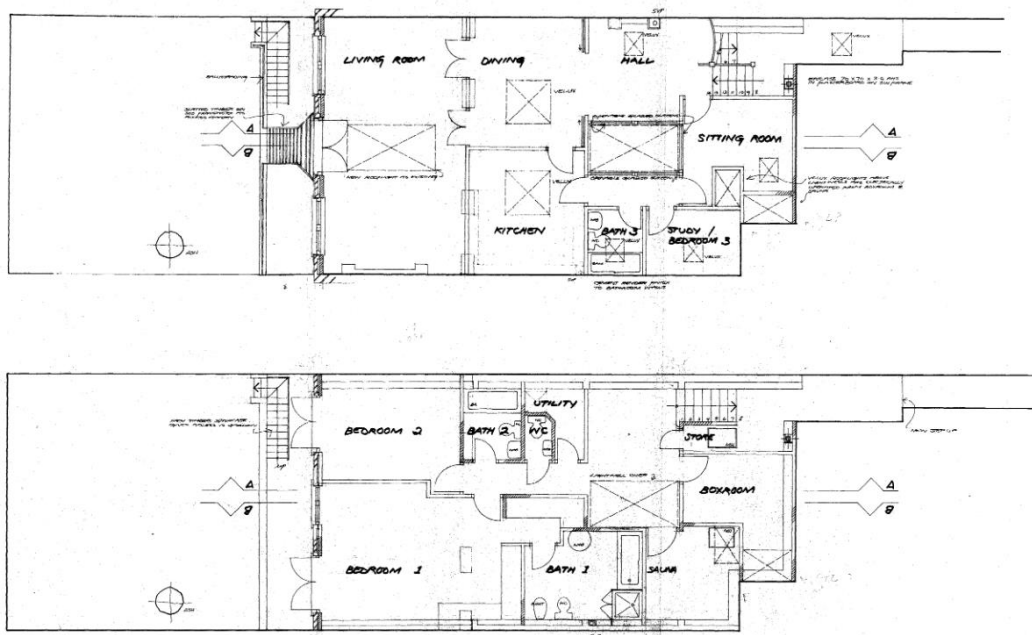
**Figure 3.7: Studio at 14B Downshire Hill, Studio As Existing (Planning Ref.: 8470224)**



- 3.15 A new gate and the formation of new steps up to No.14B was approved in 1985 (Planning Ref.: 8570313) (**Figures 3.8-3.9**). This scheme was extensive and resulted in the removal of the majority of the historic character and fabric of the building. The ground floor was subdivided with new rear extension, and replacement skylights. A new basement floor was constructed, and the character of this rear portion of the building was substantially altered as a consequence.



**Figure 3.8: 14B Downshire Hill, Front Gate Details (left) and Rear Elevation (right), 1986 (Planning Ref.: 8570313)**



**Figure 3.9: 14B Downshire Hill, Proposed Ground (top) and Basement (bottom) Floors, 1986 (Planning Ref.: 8570313)**

- 3.16 Alterations to the proposals were approved in 1986 (Planning Ref.: 8670026). Documents for this application are not available online. On the basis of appearance and the new residential use created in the late 20<sup>th</sup> century, the existing pool and associated garden structures are considered to date from the 1980s as part of the extensive redevelopment of the Site.

- 3.17 More recent planning history includes retrospective consents for the replacement of a metal flue with a chimney and pot in 2001 (Planning Refs.: PWX0103637 and LWX010368) and retention of a satellite dish on the roof at the rear behind the parapet (Planning Refs.: 9570136 and 9500562) in 1995.

#### **Architectural Interest**

- 3.18 As existing, the front elevation of the listed building is largely obscured from street level by front boundary treatments and planting (**Figure 3.10**). The front elevation forms part of the No.14A and the only visible element of No.14B is the entrance gate and later side passage (**Figure 3.11**).



**Figure 3.10: Nos.14A/B Downshire Hill**



**Figure 3.11: Entrance to No.14B Downshire Hill**

- 3.19 Externally, the building forms part of the earliest phase of development of Downshire Hill in the early 19<sup>th</sup> century. The property is single storey to the front elevation, although the raised ground level and the height of the single storey space internally (**Figure 3.5**) give the impression that the property is two storeys. The design of the property is reflective of a detached villa or lodge in the Classical style and is stuccoed with paired pilaster flanking a tripartite window, beneath a deep entablature with pediment. The entrances to the two properties are to each side of the property and appear to have been altered.
- 3.20 The building of architectural interest as part of the development of Downshire Hill in the early 19<sup>th</sup> century. It is noted in the *Buildings of England* volume for this area that:

*“Downshire Hill is especially characteristic of the stuccoed architecture of c.1820, and the delightful thing is the preservation of so much, yet no uniformity.”<sup>14</sup>*

- 3.21 As such, although the property has its own distinct identity, and associated architectural interest, as a former school building, it also derives architectural interest from its part of a larger streetscape of contemporary and comparably designed properties. The principal elevation of the property is the primary element and greatest contributor to the significance of the listed building.
- 3.22 To the rear, this elevation is a creation of the late 20<sup>th</sup> century and includes a new basement storey (**Figure 3.12**). Historically, rear elevations were more modest in design and use of materials and, although modern, this is reflected in the rear elevation as extant. This elevation is three bays in width with lightwells to either side of the central door providing light to the basement bedrooms. A metal bridge spans the lightwell to give access to the garden. The original rear elevation of the property has been lost as a result of past alteration and, therefore, this elevation has no particular special interest.
- 3.23 To the rear, the garden has multiple levels and is dominated by a raised pool with solid masonry walls, constructed in the late 20<sup>th</sup> century (**Figure 3.12**). The garden is enclosed by brick walls, which may form part of the 19<sup>th</sup> century boundary treatments. The retention, in part, of the original garden space reflects the original character of the Site albeit the space is much altered, which reduces its contribution to the architectural value of the listed building as part of its historic curtilage.



**Figure 3.12: No.14B Downshire Hill, rear elevation (left) and rear garden (right)**

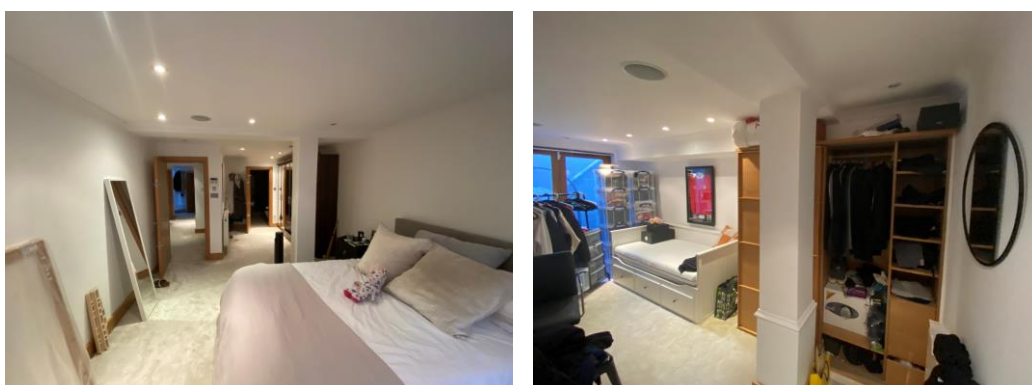
- 3.24 Internally, No.14B has been extensively altered and refurbished in the 20<sup>th</sup> century (**Figures 3.13-3.14**). The extent of alteration, including the construction of a new basement storey, has resulted in very little surviving historic fabric. Although the legibility of the single storey, open plan space is still discernible at ground floor level, the floor level has been altered with the construction of the basement level below and the roof form has also been altered. As such, the historic architectural character of this space has been lost and the interiors of No.14B make very little contribution to the special interest or significance of the listed building.

<sup>14</sup> Cherry & Pevsner, Buildings of England, London 4: North, 2002





**Figure 3.13: No.14B Downshire Hill Ground Floor**



**Figure 3.14: No.14b Downshire Hill Basement**

### ***Historic Interest***

- 3.25 The listed building is of historic interest arising from its original use as a school dating from the early 19<sup>th</sup> century. The construction of the school is tied to the construction of the Church of St John<sup>15</sup> on the opposite side of Downshire Hill. The church and school were constructed to serve the new middle class population in this part of Hampstead and the building illustrates a local historic relationship between the church and the community. Furthermore, the association with the church is of interest, as both buildings were privately financed, rather than being under the control of the parish church.<sup>16</sup> This illustrates the growth of philanthropic endeavours in the early 19<sup>th</sup> century.
- 3.26 The operation of the listed building as a school continued until the beginning of the 20<sup>th</sup> century and nearly all physical or visual elements of the education use have now been lost through alterations over time. This has adversely impacted on an understanding and appreciation of the contribution of this element of historic interest; albeit remains a positive part of its significance.
- 3.27 The listed building also derives historic interest from later uses of the 20<sup>th</sup> century, including as an artists' studio. Mark Gertler<sup>17</sup> and C.R.W. Nevinson<sup>18</sup> were among the artists who met at no. 14A Downshire Hill, which was used as studios during the First

<sup>15</sup> <https://historicengland.org.uk/listing/the-list/list-entry/1078270?section=official-listing>

<sup>16</sup> <https://sjdh.org/who-are-we/our-building/>

<sup>17</sup> <https://artuk.org/discover/artists/gertler-mark-18911939>

<sup>18</sup> <https://artuk.org/discover/artists/nevinson-christopher-richard-wynne-18891946>

World War by the Carline family. Hilda Carline<sup>19</sup> married Stanley Spencer<sup>20</sup> and her brother Richard<sup>21</sup>, the painter and writer, was co-founder of the Hampstead Artists' Council in 1944.<sup>22</sup> Through this association with noted local artists, the building also has historic interest as part of the wider artistic community that thrived in Hampstead in the 20<sup>th</sup> century.

### **Group Value**

- 3.28 As set out above, the listed building forms part of the early 19<sup>th</sup> century development of Downshire Hill and the property derives group value from other contemporary and similarly designed properties; attesting to architectural trends and tastes of the period. The listed building also derives particular group value from its association with the Church of St John (**Figure 3.15**).



**Figure 3.15: View looking north east along Downshire Hill towards the Site and the Church of St John**

<sup>19</sup> <https://artuk.org/discover/artists/carline-hilda-anne-18891950>

<sup>20</sup> <https://artuk.org/discover/artists/spencer-stanley-18911959>

<sup>21</sup> <https://artuk.org/discover/artists/carline-richard-18961980>

<sup>22</sup> Victoria County History, A History of the County of Middlesex: Volume 9, Hampstead, Paddington, 1989



## Hampstead Conservation Area

### *Historical Development*

- 3.29 The history of the area is set out in some detail in the Hampstead Conservation Area Statement. The Appraisal records that the name derives from the Anglo-Saxon 'Hamestede', meaning household, and that it can be traced back to the 10<sup>th</sup> century. By the middle ages, the manor at Hampstead had a village with a parish church.
- 3.30 From the beginning of the 17<sup>th</sup> century, Hampstead began to attract wealthy individuals from London, especially lawyers, merchants and bankers, who were drawn by the advantages of its elevated position, and the absence of resident landed aristocracy. It was also popular with Protestant dissenters, forbidden to preach within five miles of Charing Cross.
- 3.31 In the late 17<sup>th</sup> century, mineral waters were discovered in Hampstead and in 1698; 'The Wells Trust' was established to develop the chalybeate springs as a spa known as Hampstead Wells.<sup>23</sup> The spa was situated to the east of the High Street, near Flask Walk, where the water was bottled. The spa stimulated development within this part of Hampstead and villas and boarding houses were built to accommodate temporary residents. A more select area grew to the west of the High Street, with a mixture of detached houses, terraces and cottages, including Church Row and Elm Row.<sup>24</sup> The spa did not, however, remain fashionable for long as the proximity to London attracted too lower-class visitors.



**Figure 3.16: John Rocque, Survey of London, 1746 (Source: Layers of London)**

<sup>23</sup> London Borough of Camden, Hampstead Conservation Area Statement, 2001

<sup>24</sup> Cherry, B and Pevsner, N, The Buildings of England, London 4: North, 2002

- 3.32 By the time of the publication of Rocque's Survey of 1746 (**Figure 3.16**), Hampstead village had a population of over 1,400; compared with 600 a century before. Much of the street pattern that exists today is recognisable in Rocque's map.
- 3.33 By 1801, Hampstead's population had grown to 4,300 and a number of large houses had been built in and adjacent to the centre of the village, with dense areas of working class cottages to either side of the High Street (**Figure 3.17**). During the first half of the 19<sup>th</sup> century, the settlement spread downhill to the south with the development of stuccoed villas and terraces in the newly developed Downshire Hill and John Street (now Keats Grove). The spread of London northwards began to affect the area in the 1830s, when Regents Park and the land around began to be developed.



**Figure 3.17: First Ordnance Survey, 1807 (Source: Layers of London)**

- 3.34 The expansion of the railways also affected the development of Hampstead, from 1837 when the London and Birmingham Railway cut the first Primrose Hill Tunnel through the southern slopes, and later the opening of the Hampstead Heath Junction Railway in 1860. These developments led to further development to the south east of the conservation area. The opening of the railway also made the Heath accessible to thousands of poorer families and led to greater public concern for its preservation; leading to the acquisition of the Heath by the Metropolitan Board of Works in the late 1860s as a public open space.<sup>25</sup>
- 3.35 The development of the village had also created a warren of alleyways, tenements and cottages between Church Row and the High Street. In the 1880s, it was decided to demolish these slums, extending Heath Street to meet Fitzjohns Avenue and widen the northern end of the High Street. The parade of shops along South End Road was also built in the 1880s and 1890s, with modest middle-class terraced housing filling in undeveloped land between South End Green and Hampstead. In 1875, Carlisle House, which stood where Willoughby Road now runs, was sold off for building and its extensive grounds were developed into Willoughby Road, Rudall Crescent, Denning Road, Carlingford Road, Kemplay Road and Worsley Road (now Pilgrims Lane). The

---

<sup>25</sup> <https://www.hampsteadheath.net/protecting-the-heath>



development of the area over the course of the second part of the 19<sup>th</sup> century can be seen at **Figures 3.18-3.19**.



**Figure 3.18: Ordnance Survey, 1866 (Source: NLS)**

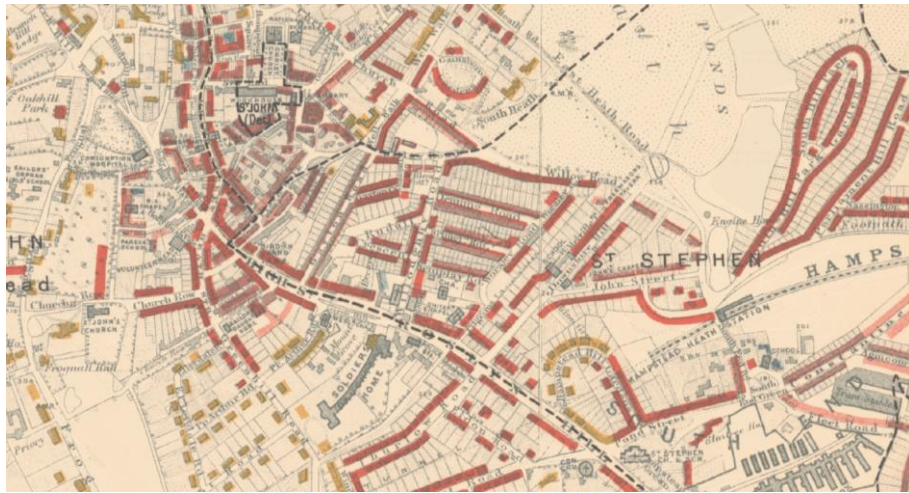


**Figure 3.19: Ordnance Survey, 1893 (Source: NLS)**

- 3.36 Throughout the 19<sup>th</sup> century, the houses were mostly occupied by middle-class families, with a high proportion of upper-class residents, making the area one of the largest and most prosperous of London's residential suburbs (**Figure 3.20**).<sup>26</sup> Writers and artists had also visited or settled in Hampstead since the early 18<sup>th</sup> century, attracted by the air and

<sup>26</sup> Victoria County History, A History of the County of Middlesex: Volume 9, 1989

rural peace or by the company and entertainments offered. At the end of the 1880s, Hampstead included an influential colony of workers in art, science and literature.



**Figure 3.20: Charles Booth's Poverty Map, 1886-1903 (Source: Layers of London)**

- 3.37 By the late 19<sup>th</sup> century, with the growing population of the area, there was an increased in purpose-built flats and the division of single family houses into flats. This trend was intensified after the First World War, but the area was still favoured by prosperous businessmen and the intelligentsia; with a flowering of the arts in the 1930s when a group of leading British artists and writers came to the Downshire Hill area.
- 3.38 Except in Well Walk, where the last of the wells buildings were demolished, Hampstead town survived the war with its old buildings intact and later escaped the wholesale transformation of some other areas. The best houses had never lost their desirability and by the mid-1950s speculators were buying up houses and more houses came to be occupied again my middle class families.<sup>27</sup> A number of new houses were built in the 20<sup>th</sup> century, including arts-and-crafts and more avant-garde styles.

#### ***Character and Appearance***

- 3.39 The diversity of the urban form of Hampstead is highlighted in the Hampstead Conservation Area Statement; from the dense cluster of streets and alleys around the High Street to the grid of the Willoughby Road area to the expansive open spaces of Oakhill. All of these are set against the backdrop of Hampstead Heath. The urban grain of spaces within the area also demonstrate its historic development, with the 18<sup>th</sup> century village still evident, adjacent to the streets created in the Victorian era, as well as many 20<sup>th</sup> century contributions. The division of the conservation area with 8 sub-areas reflects the wide variety of phases of building development across the designated area.
- 3.40 The Site at No.14B Downshire Hill is located within sub-area 3 (Willoughby Road / Downshire Hill). Given the large geographical area of the conservation area, this sub-area is the focus of this assessment.

<sup>27</sup> Victoria County History, A History of the County of Middlesex: Volume 9, 1989



- 3.41 As set out in the Hampstead Conservation Area Statement, the area surrounding Willoughby Road is one of the most dense and homogenous parts of Hampstead. Development here is largely part of the later 19<sup>th</sup> century phase of building and there is a typical character of red or stock brick Victorian domestic terraced properties. Properties within this area are largely three storeys above a basement level, with some smaller scale two storey housing. This phase also corresponds to the redevelopment of the High Street / Rosslyn Hill during this period to the west and there is a shared materiality and style to these streets (**Figure 3.21**). Similarly, redevelopment of sites to the west end of Downshire Hill reflects the increasing density of later 19<sup>th</sup> century development along the High Street and Rosslyn Hill. Pilgrim's Lane, to the rear of the Site, is largely 1880s and there is a greater variety of built forms along this route as part of ongoing redevelopment of sites into the 20<sup>th</sup> century (**Figure 3.21**).



**Figure 3.21: Kemplay Road (left) and Rosslyn Hill (right)**



**Figure 3.22: The west end of Downshire Hill (left) and Pilgrim's Lane (right)**

- 3.42 Downshire Hill and Keats Grove form part of the early 19<sup>th</sup> century development of this part of Hampstead, which is centred on the Church of St John (**Figure 3.23**). There is a general homogeneity to this development with white stuccoed, classically inspired properties of two to three storeys; however, there is a variety of typologies from cottages, semi-detached properties and more substantial detached villas. This creates an informality to the streetscape. This sub-area is also characterised by its verdant qualities, set on the edge of Hampstead Heath, and the properties are set within spacious front gardens, defined by low walls, hedges or railings. These front gardens and numerous mature trees, together with the quality and variety of the houses give the area a strong identity. The extent of screening, spaces between properties, deep front

gardens, and the domestic character of the buildings within this area create a more intimate character compared to other streets within this sub-area.



**Figure 3.23: Downshire Hill (left) and Keats Grove (right) looking towards the Heath**

- 3.43 Properties within this sub-area typically retain their historic appearance and original details. There are some limited instances of later extensions / roof alterations, or redevelopment of Sites, but the historic character of the area remains legible.

#### **Summary of Significance**

- 3.44 As set out in the Hampstead Conservation Area Statement, the reasons for the designation of the area included:

- *“The large number of listed buildings of architectural interest, the historical association of these buildings in terms of former residents and of the village in the context of the history of London as a whole;*
- *The street pattern of the original village which is retained and is reflected in the fragmentation of the street blocks and the close and irregular grouping of the old buildings;*
- *The striking topography which gives rise to the complex of narrow streets and steps characteristic of the village and provides an important skyline when viewed from other parts of London;*
- *The proximity of the unique open space of Hampstead Heath and its integration with the village on the northern side.”*

- 3.45 The significance of the Willougby Road / Downshire Hill sub-area is primarily invested in the surviving character of early and late 19<sup>th</sup> century residential development; reflecting two distinctive phases of development during this period.

#### **Contribution of the Site to Significance**

- 3.46 As set out in the *Buildings of England* volume for this area:

*“Downshire Hill and Keats Grove are two of the most attractive streets in Hampstead, with early 19<sup>th</sup> century houses in a setting of generous foliage. No.14a Downshire Hill was the former school of the former proprietary chapel of St John’s Church. The building*

*is demonstrably Grecian, one-storeyed like a lodge. Downshire Hill is especially characteristic of the stuccoed architecture of c.1820, and the delightful thing is the preservation of so much, yet no uniformity. Everywhere much nice ironwork.”<sup>28</sup>*

- 3.47 The Site at No.14B Downshire Hill forms part of the early 19<sup>th</sup> century former school building, associated with the development of the Church of St John. These two buildings form part of an early, but not the earliest, phases of residential expansion of Hampstead as a result of continuing prosperity of the area. As a former institutional use, it also reflects the wider provision of local community facilities. The Site is, however, restricted to the rear of the former school building and has no particular street presence; where the contribution of the building is primarily invested in the principal street frontage that forms part of No.14A Downshire Hill. In overall terms, the contribution of No.14B to the significance of the conservation area is focussed on the legibility of its original footprint and scale of the historic school building, as part of the early 19<sup>th</sup> century expansion of Hampstead and the associated group value with contemporaneous buildings on Downshire Hill.

---

<sup>28</sup> Cherry & Pevsner, Buildings of England, London 4: North, 2002

## 4. Heritage Impact Assessment

### Introduction

- 4.1 This section provides a review of the proposed development and assesses the likely impact on the described significance of the identified heritage assets. This is set out in light of relevant heritage legislation, policy and guidance.
- 4.2 The relevant built heritage policy and guidance context for consideration of the Proposed Development is set out in full in **Appendix 2** and includes:
- The statutory duties of the Planning (Listed Buildings & Conservation Areas) Act 1990 including the requirement to have special regard to the desirability of preserving the special interest of a listed building and any elements of setting, which contributes positively to this special interest and to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas;
  - National policy set out in the NPPF; and,
  - Local policy for the historic environment and other relevant material considerations.
- 4.3 In accordance with the requirements of paragraph 194 of the NPPF, the significance of the identified relevant heritage assets, including the contribution made by setting to that significance, has been described on a proportionate basis within **Section 3**.
- 4.4 Great weight and importance should be placed on; 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.
- 4.5 The NPPF also highlights that when considering the impact of proposals on the significance of designated heritage assets, great weight should be given to their conservation, and the more important the asset the greater the weight should be.

### The Proposed Development

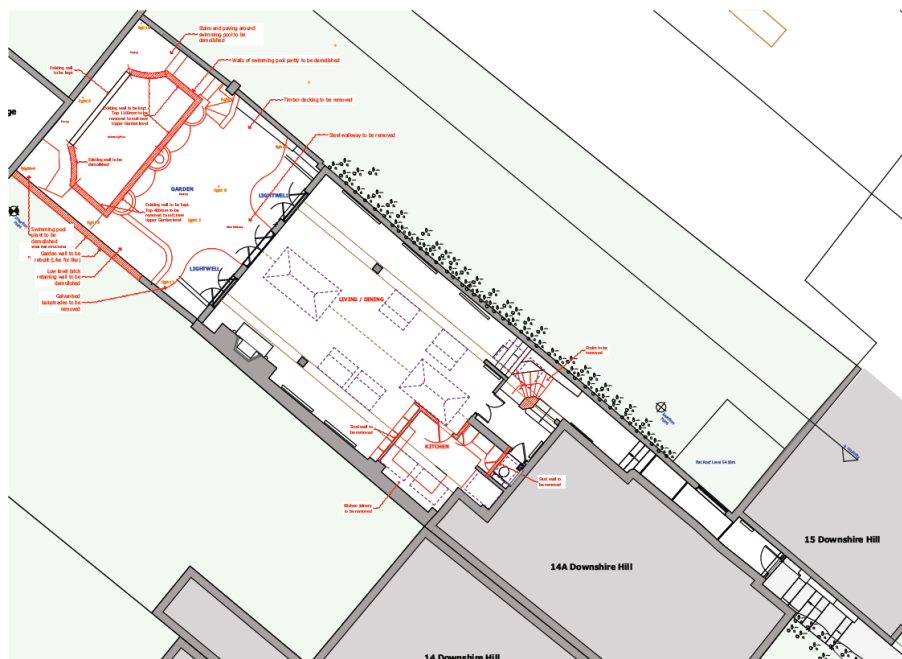
- 4.6 The proposed works includes repairs to the rear garden boundary wall, the demolition of the external swimming pool, alterations to the rear garden and internal alterations.
- 4.7 This Heritage Statement should be read in conjunction with the full drawings package and Design and Access Statement prepared by 4H Architecture, all included as part of the submission.



## Heritage Impact Assessment

### Internal Alterations

- 4.8 Internally at ground floor, it is proposed to remove the existing partitions that form the kitchen and form an open plan living area (**Figure 4.1**). These partitions form part of a late 20<sup>th</sup> century phase of substantial refurbishment to the property and the proposals would not result in the removal of any historic fabric or plan form. Furthermore, the proposed plan form would help reinstate the historic open plan qualities of this part of the building. Given the current contribution of this space to the significance of the building as a whole, the proposed alterations at this level would sustain the significance of the listed building.



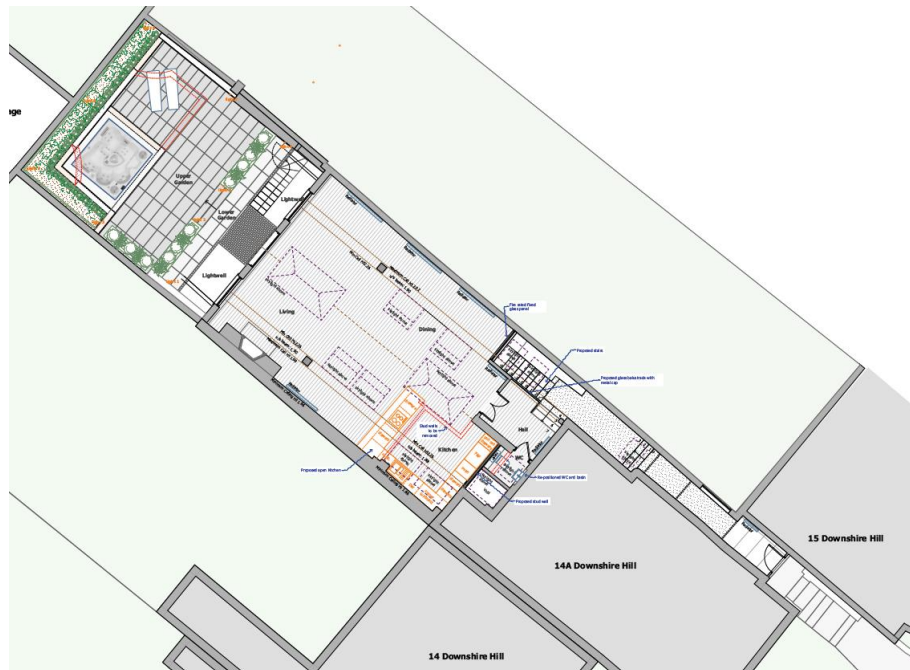
**Figure 4.1: Proposed Demolition, Ground Floor**

- 4.9 At basement level, further plan form alterations are proposed. This level is a creation of the late 20<sup>th</sup> century and, therefore, there would be no impact on historic fabric or plan form. The proposals at this level would sustain the significance of the listed building.

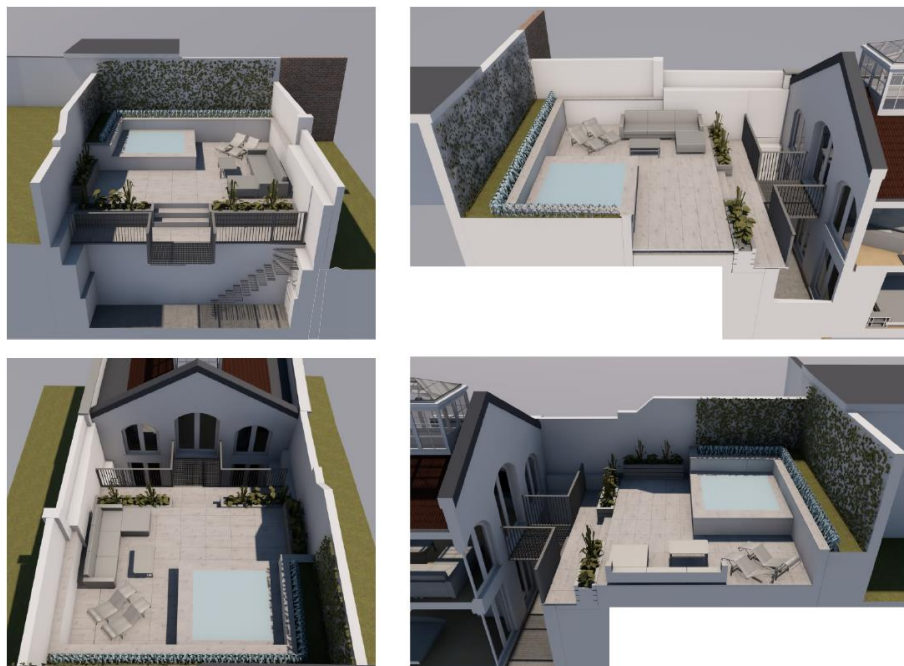
### External Alterations

- 4.10 External alterations to the property are focused to the rear, and include the part rebuilding of the existing brick boundary wall, the demolition of the modern swimming pool and the alteration of the lightwells to the basement level (**Figures 4.1-4.2**).
- 4.11 The current appearance of the garden is largely a creation of the late 20<sup>th</sup> century, with deep lightwells to the basement level. The proposals look to regularise the form of the lightwells and install new metal railings and access stair, as well as new metal bridge from the ground floor to the garden. The proposed metal work is simple and reflects the existing arrangement, as well as more traditional metalwork to the front of properties within this area (**Figure 4.3**). This is more in-keeping with the original architectural character of the building than the existing, curved railings to the rear. The proposals would not result in the removal of any historic fabric and would be consistent with the

domestic appearance and use of the property created in the late 20<sup>th</sup> century, and the significance of the listed building and the conservation area would be sustained.



**Figure 4.2: Proposed Ground Floor Plan**

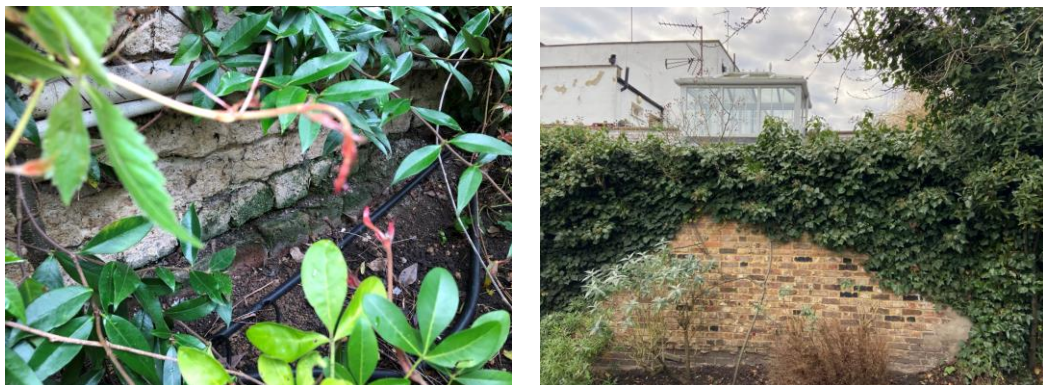


**Figure 4.3: Proposed 3D Visualisations of the rear elevation and garden**

- 4.12 It is also proposed to remove the existing pool with masonry walls to the rear garden. As a result of past alteration, it is not possible to fully determine the potential for impact on the surrounding boundary walls through the removal of the retaining masonry walls of the pool structure. As such, the retaining walls of the pool are proposed to be retained in part to form new planting beds and to avoid the risk of further damage to the

boundary walls. There would be no removal of important historic fabric or elements of the grounds associated with important phases of the building's various uses over time, being consistent with a late 20<sup>th</sup> century date and current domestic use. New soft landscaping is also proposed to be introduced. A new hot tub is proposed, with solid masonry walls. Given the contribution of the existing garden space to the significance of the listed building, as an element of curtilage, the proposed works would sustain the significance of the listed building and conservation area, being consistent with the ongoing domestic use, and have been developed with due regard to the heritage value of the existing boundary treatments and their contribution to the significance of the relevant heritage assets.

- 4.13 The proposals for the rebuilding of the boundary wall have been informed by discussions with the London Borough of Camden and are supported by an appropriate method statement. The requirement for this element of the proposals is the significant structural failings, despite attempts of past repair, because of damage from trees to adjoining properties (**Figure 4.4**). The proposals have been informed by the contribution of the boundary wall to the significance of the listed building and conservation area, where this forms part of the 19<sup>th</sup> century boundary treatment and likely consists of historic fabric. As such, the proposals seek to rebuild the wall on a like-for-like basis; reutilising as much of the historic brickwork as possible and with an appropriate mortar mix. Where the reuse of existing brick is not possible, any new bricks will be matched to the existing. In overall terms, the proposed, necessary rebuilding of the wall is likely to result in little discernible visual change and will ensure the long-term conservation of the boundary treatment and legibility of the historic plot. Accordingly, these works would sustain the significance of the listed building and conservation area.



**Figure 4.4: Evidence of structural failings and past repairs to the boundary wall**

## **Review of Heritage Legislation, Policy and Guidance**

### ***The Planning (Listed Buildings and Conservation Areas) Act 1990***

- 4.14 It is demonstrated within this report that the application proposals will, in overall terms, accord with the requirements of the relevant statutory duties of the Act. The application proposals would preserve the special interest of the listed building, and would also preserve the character and appearance of the surrounding conservation area.

#### ***NPPF 2021***

- 4.15 In accordance with the requirements of paragraph 194 of the NPPF, the significance of the designed heritage assets, proportionate to the importance of the assets and sufficient to understand the potential impact of the application proposals on that significance, has been outlined in **Section 3**. An understanding of the heritage sensitivities of the Site has also informed the design development process.
- 4.16 In assessing these scheme proposals, we have taken account of the key principles set out in paragraph 197, which encourages local planning authorities to take account of the desirability of sustaining and enhancing the significance of all heritage assets, and putting them to viable uses consistent with their conservation; the positive contribution that the 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.
- 4.17 Paragraph 199 requires that great weight should be given to the conservation of designated heritage assets. Importantly, Annex 2 of the NPPF defines “conservation” as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance. In overall terms, the affected designated heritage assets of the listed building on Site and surrounding conservation area would be conserved and their significance sustained.

#### ***London Plan 2021***

- 4.18 Policy HC1(C) sets out that development proposals should avoid harm and should conserve the significance of heritage assets. It is established in this report, and the supporting Design and Access Statement, prepared by 4H Architecture, that the proposals have been informed with due regard to the heritage sensitivities of the Site and would, overall, sustain the significance of the listed building and surrounding conservation area.

#### ***Camden Local Plan 2017***

- 4.19 In accordance Policy D1 (Design), the proposals are of a good design quality that respects the local context and character of the existing building and its curtilage. The proposals also preserve, and in some ways enhance, the existing garden space to the rear of the listed building by incorporating high quality landscape design.
- 4.20 With regard to Policy D2 (Heritage), this assessment confirms that the proposals would preserve the significance of the identified designated heritage assets within the Site and surrounding area.

## 5. Summary and Conclusions

- 5.1 This Heritage Statement has been prepared by Turley Heritage on behalf of the applicants to provide relevant and proportionate information to the local planning authority with regard to heritage impacts, in support of an application for proposed internal and external alterations at No.14B Downshire Hill.
- 5.2 The requirement for this report stems from Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which requires that special regard be had to the desirability of preserving the building or its setting or any features of special architectural and historic interest which it possesses. Under Section 72 it is also a duty to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.
- 5.3 To comply with statutory duties and national planning policy, the relevant designated heritage assets of the Grade II listed building at No.14B Downshire Hill (as part of a group at Nos.14A and 14B) and the surrounding Hampstead Conservation area, have been identified and its significance described proportionately in **Sections 2-3**.
- 5.4 **Section 4** then outlines the application proposals and provides a review of their impact on the significance described in **Section 3** and also in consideration of the relevant statutory duties, national and local planning policy and guidance. It is the findings of this report that the proposals would sustain and the significance of the listed building and surrounding conservation area through high quality and appropriate alterations, which are sensitive to the heritage significance of the Site.
- 5.5 Accordingly, the application proposals will accord with the relevant statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF 2021, and supported by NPPG 2019, and relevant regional and local policy and guidance.

## **Appendix 1: Heritage Asset Gazetteer**



## NUMBERS 14A AND 14B AND ATTACHED GARDEN WALL AND RAILINGS

### Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1356746

Date first listed: 14-May-1974

Statutory Address: NUMBERS 14A AND 14B AND ATTACHED GARDEN WALL AND RAILINGS,  
14A AND 14B, DOWNSHIRE HILL

### Map



© Crown Copyright and database right 2021. All rights reserved. Ordnance Survey Licence number 100024900.

© British Crown and SeaZone Solutions Limited 2021. All rights reserved. Licence number 102006.006.

Use of this data is subject to [Terms and Conditions](#).

### Location

Statutory Address: NUMBERS 14A AND 14B AND ATTACHED GARDEN WALL AND RAILINGS,  
14A AND 14B, DOWNSHIRE HILL

The building or site itself may lie within the boundary of more than one authority.

County: Greater London Authority

District: Camden (London Borough)

Parish: Non Civil Parish

National Grid Reference: TQ 26952 85723

## **Details**

CAMDEN

TQ2685NE DOWNSHIRE HILL 798-1/27/320 (North side) 14/05/74 Nos.14A AND 14B and attached garden wall & railings

GV II

Detached villa. c1820, altered. Stucco. A long narrow plan. Single storey. Front of paired pilasters flanking a tripartite window and supporting a deep entablature with pediment. To half height, a C20 projecting rectangular wooden bay. Recessed entrance extensions to both returns with C20 doorways. INTERIORS: not inspected.

SUBSIDIARY FEATURES: attached low garden wall and railings with spearhead finials; round-arched gateposts of stele type with lamp overthrow. HISTORICAL NOTE: No.14A was St John's Chapel School, founded 1830, and became St Stephen's National School by 1885. During World War I became the studios of the Carline family and meeting place for a large circle of painters known as the Hampstead Set or the Downshire Hill Group.

Listing NGR: TQ2695085723

## **Legacy**

The contents of this record have been generated from a legacy data system.

Legacy System number: 477082

Legacy System: LBS

## **Legal**

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing



Hampstead Conservation Area Boundary Map (showing sub-areas)



## **Appendix 2: Heritage Legislation, Policy and Guidance**

## Statutory Duties

### The Planning (Listed Buildings and Conservation Areas) Act 1990

1. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the general duty with regard to the determination of listed building consent applications:

*“In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*

2. Section 66 imposes a “General duty as respects listed buildings in the exercise of planning functions.” Subsection (1) provides:

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

3. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the general duty with regard to applications for planning permission within conservation areas, it is set out that:

*‘s.72(1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under 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.’*

4. It has been confirmed<sup>29</sup> that Parliament’s intention in enacting section 66(1) of the 1990 Act was that decision-makers should give “considerable importance and weight” to the desirability of preserving the setting of listed buildings, where “preserve” means to “to do no harm” This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. It has further been confirmed that this weight can also be applied to the statutory tests in respect of conservation areas.<sup>30</sup> The Secretary of State has confirmed<sup>31</sup> that ‘considerable importance and weight’ is not synonymous with ‘overriding importance and weight’.
5. Importantly, the meaning of preservation in this context, and for both listed buildings and conservation areas, as informed by case law, is taken to be the avoidance of harm.

---

<sup>29</sup> Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18<sup>th</sup> February 2014.

<sup>30</sup> The Forge Field Society v Sevenoaks District Council [2014] EWHC 1895 (Admin); North Norfolk District Council v Secretary of State for Communities and Local Government [2014] EWHC 279 (Admin).

<sup>31</sup> APP/H1705/A/13/2205929.

## National Policy

### National Planning Policy Framework, 2021

6. The National Planning Policy Framework (NPPF) is the full statement of Government planning policies. Chapter 16 outlines the Government's guidance regarding the conservation and enhancement of the historic environment.
7. Paragraph 194 of the NPPF outlines the information required to support planning applications affecting heritage assets, stating that applicants should 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.
8. Paragraph 195 sets out that 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.
9. Paragraph 197 of the NPPF states that 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.
10. Paragraph 199 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. Conservation is defined as:

*"The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance."*
11. Paragraph 200 confirms 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.
12. Paragraph 201 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
  - *"the nature of the heritage asset prevents all reasonable uses of the site; and*
  - *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*

- *conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
  - *the harm or loss is outweighed by the benefit of bringing the site back into use.”*
13. Paragraph 202 states that 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.
  14. Paragraph 206 states that local planning authorities should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

## **Local Policy**

15. The Development Plan for the London Borough of Camden comprises the London Plan, 2021, and the Camden Local Plan, 2017.

## **The London Plan, 2021**

16. Policy HC1 Heritage conservation and growth states:

*“A. Boroughs should, in consultation with Historic England, local communities and other statutory and relevant organisations, develop evidence that demonstrates a clear understanding of London’s historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to, and interpretation of, the heritage assets, landscapes and archaeology within their area.*

*B. Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London’s heritage in regenerative change by:*

*1) Setting out a clear vision that recognises and embeds the role of heritage in place-making*

*2) Utilising the heritage significance of a site or area in the planning and design process*

*3) Integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place*

*4) Delivering positive benefits that conserve and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing.*

*C. Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets’ significance and appreciation*

*within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.*

*D. Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.*

*E. Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and reuse.”*

#### **Camden Local Plan 2017**

17. The Camden Local Plan sets out the Council’s planning policies for making decisions on planning applications.

18. Policy D1 (Design) sets out that:

*‘The Council will seek to secure high quality design in development. The Council will require that development:*

*a. respects local context and character;*

*b. preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage;*

*c. is sustainable in design and construction, incorporating best practice in resource management and climate change mitigation and adaptation;*

*d. is of sustainable and durable construction and adaptable to different activities and land uses;*

*e. comprises details and materials that are of high quality and complement the local character;*

*f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;*

*g. is inclusive and accessible for all;*

*h. promotes health;*

*i. is secure and designed to minimise crime and antisocial behaviour;*

*j. responds to natural features and preserves gardens and other open space;*

*k. incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of trees and other soft landscaping;*

*l. incorporates outdoor amenity space;*

*m. preserves strategic and local views;*

*n. for housing, provides a high standard of accommodation; and*

*o. carefully integrates building services equipment.*

*The Council will resist development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions...'*

19. Policy D2 (Heritage) 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.*

*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, or all of the following apply:*

*a. the nature of the heritage asset prevents all reasonable uses of the site;*

*b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;*

*c. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*

*d. the harm or loss is outweighed by the benefit of bringing the site back into use.*

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

*Conservation Areas*

*Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas.*

*The Council will:*

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;*
- f. resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;*
- g. resist development outside of a conservation area that causes harm to the character of appearance of that conservation area; and*
- h. preserves 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...'*

## **Material Considerations and Other Guidance**

### **National Planning Practice Guidance (NPPG) 2019**

20. National Planning Practice Guidance was first issued in 2014 by the Government as a web resource, including a category on conserving and enhancing the historic environment. This is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF. It has been updated as a living document and web resource, most recently in July 2019.

### **Department of Culture, Media and Sport Circular: Principles of Selection for Listing Buildings 2018**

21. The Principles of Selection for listing buildings sets out the general criteria for assessing the special interest of a building in paragraph 16, as below:

*“Architectural Interest. To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms;*

*Historic Interest. To be of special historic interest a building must illustrate important aspects of the nation's social, economic, cultural, or military history and/or have close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing.”*

22. When making a listing decision, paragraph 17 sets out that the Secretary of State may also take into account:

*“Group value: The extent to which the exterior of the building contributes to the architectural or historic interest of any group of buildings of which it forms part, generally known as group value. The Secretary of State will take this into account particularly where buildings comprise an important architectural or historic unity or a fine example of planning (e.g. squares, terraces or model villages) or where there is a*



*historical functional relationship between the buildings. Sometimes group value will be achieved through a co-location of diverse buildings of different types and dates.*

*Fixtures and features of a building and curtilage buildings: The desirability of preserving, on the grounds of its architectural or historic interest, any feature of the building consisting of a man-made object or structure fixed to the building or forming part of the land and comprised within the curtilage of the building.*

*The character or appearance of conservation areas: In accordance with the terms of section 72 of the 1990 Act, when making listing decisions in respect of a building in a conservation area, the Secretary of State will pay special attention to the desirability of preserving or enhancing the character or appearance of that area."*

23. General principles for selection are also set out in this advice, in paragraphs 18-23. These include: Age and rarity; Buildings less than 30 years old; Aesthetic merits; Selectivity; and National interest, although State of repair will not usually be a relevant consideration.
24. In addition to the criteria and general principles set out in the guidance, a number of Selection Guides for different building types have been published by Historic England, first in 2011 and then later updated up to 2018. These selection guides provide further information regarding each building type, and demonstrate what features are considered significant and likely to make a building of special architectural or historic interest when assessing each building type.

#### **Historic England Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment 2015**

25. GPA Note 2 provides information to assist in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the National Planning Practice Guidance (NPPG). These include; assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, and marketing. It provides a suggested staged approach to decision-making where there may be a potential impact on the historic environment:

*"1. Understand the significance of the affected assets;*

*2. Understand the impact of the proposal on that significance;*

*3. Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;*

*4. Look for opportunities to better reveal or enhance significance;*

*5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;*

*6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected."*

26. With particular regard to design and local distinctiveness, advice sets out that both the NPPF (section 7) and NPPG (section ID26) contain detail on why good design is important and how it can be achieved. In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:
- *The history of the place*
  - *The relationship of the proposal to its specific site*
  - *The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept*
  - *The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size*
  - *The size and density of the proposal related to that of the existing and neighbouring uses*
  - *Landmarks and other built or landscape features which are key to a sense of place*
  - *The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces*
  - *The topography*
  - *Views into, through and from the site and its surroundings*
  - *Landscape design*
  - *The current and historic uses in the area and the urban grain*
  - *The quality of the materials*

**Historic England: Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets 2017 (2<sup>nd</sup> Edition)**

27. GPA Note 3 provides information to assist in implementing historic environment policy with regard to the managing change within the setting of heritage assets, and also now views analysis. This also provides a toolkit for assessing the implications of development proposals affecting setting and views. A series of stages are recommended for assessment, these are:
- *“Step 1: identifying the heritage assets affected and their settings*
  - *Step 2: assessing whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)*

- *Step 3: assessing the effect of the proposed development*
- *Step 4: maximising enhancement and minimising harm*
- *Step 5: making and documenting the decision and monitoring outcomes.”*

**Historic England: Advice Note 1: Conservation Area Designation, Appraisal and Management 2019 (2<sup>nd</sup> Edition)**

28. This advice note is intended to set out ways to manage change in a way that conserves and enhances historic areas through conservation area designation, appraisal and management. It seeks to offer advice to all those involved in managing conservation areas so that the potential of historic areas worthy of protection is fully realised, the need for community and owner consultation examined, and the benefits of management plans to manage change, and achieve regeneration and enhancement, fully exploited. Advice on appraisal of conservation areas is also given, as assistance in demonstrating special interest and articulating character, guiding investment, and in developing a management plan.

**Historic England: Advice Note 2: Making Changes to Heritage Assets 2016**

29. This advice note provides general advice according to different categories of intervention in heritage assets, including repair, restoration, addition and alteration, as well as on works for research alone. This covers different types of heritage assets, including buildings and other structures; standing remains including earthworks; buried remains and marine sites; as well as larger heritage assets including conservation areas, registered landscapes, and World Heritage Sites.

**Historic England: Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets 2019**

30. This advice note provides guidance with regard to the NPPF requirement for applicants for heritage and other consents to describe heritage significance, to help local planning authorities make decisions on the impact of proposals for change to heritage assets. It explores the assessment of heritage significance as part of a stage approach to decision-making, in which assessing significance precedes designing the proposals. It also describes the relationship with archaeological desk-based assessments and field evaluations, as well as Design & Access Statements.

**English Heritage (now Historic England): Conservation Principles: Policies and Guidance 2008**

31. Historic England has also published further guidance on the management of the historic environment; principally to establish a framework for their own decision making as the Government’s adviser. This sets out “conservation principles”; including understanding “heritage values” and also assessing heritage significance. In addition to the statutory and national policy definitions of special interest and significance for heritage assets (both designated and non-designated), this further guidance identifies four heritage values that an asset may hold, which are:
- *“Evidential value;*
  - *Historical value;*
  - *Aesthetic value; and*

- *Communal value.”*

32. This guidance document is now under revision, and a consultation draft was issued by Historic England at the end of 2017. This is yet to be formally published as a final version. One principal aim of this new draft is greater consistency of approach; and to more closely align heritage values with the statutory and national policy definitions of special interest and significance.

**London Borough of Camden: Hampstead Conservation Area Statement 2001**

33. The aim of this statement is to provide a clear indication of the Council’s approach to the preservation and enhancement of the Hampstead Conservation Area. The statement is for the use of local residents, community groups, businesses, property owners, architects and developers as an aid to the formulation and design of development proposals and change in the area.

**London Borough of Camden: Design Camden Planning Guidance 2021**

34. This document has been prepared to support the policies in the Camden Local Plan 2017 and provides guidance on all types of detailed design issues within the borough.

**London Borough of Camden: Home Improvements Camden Planning Guidance 2021**

35. This guidance seeks to assist residents to navigate their way through the planning process and adapt their homes to respond to their needs.

**Turley Office**  
8th Floor  
Lacon House  
84 Theobald's Road  
London.  
WC1X 8NL

T 020 7851 4010