



Donald Insall Associates
Chartered Architects and Historic Building Consultants

**Former Horse Hospital, Chalk Farm
Road, Camden NW1**

Historic Building Report

For IE (Peaker Blinders) Ltd

March 2022



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1.0 Summary of Historic Building Report

1.1 Introduction

Donald Insall Associates was commissioned by IE (Peaky Blinders) Ltd. in February 2022 to assist them in proposals for an immersive performance use at the Former Horse Hospital, Chalk Farm Road, Camden NW1, on the first floor. This use would also necessitate a small number of external alterations for lighting and signage.

The investigation has comprised historical research, using both archival and secondary material, and a site inspection. A brief illustrated history of the site and building, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the significance of the building, which is set out in Section 4 and summarised below.

The specific constraints for this building are summarised below. This report has been drafted to inform the design of proposals for the building, so that they comply with these requirements. In due course, Section 5 will provide a justification of the scheme according to the relevant legislation, planning policy and guidance.

1.2 The Building, its Legal Status and Policy Context

The Former Horse Hospital is a Grade II* listed building located in the Regents Canal Conservation Area in the London Borough of Camden. It is in the setting of the Grade listed Stanley Sidings former stables, east of the site. Alterations to a listed building generally require listed building consent; development in conservation areas or within the setting of a listed building or conservation area requires local authorities to assess the implications of proposals on built heritage.

The statutory list description of the listed building is included in Appendix I and a summary of extracts from the relevant legislation and planning policy documents is in Appendix II.

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Sections 16, 66 and 72 of the Act impose statutory duties upon local planning authorities which, with regard to listed buildings, require the planning authority to have *'special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses'* and, in respect of conservation areas, that *'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'*.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. The development plan applicable to the Site comprises the Camden local plan and The London Plan (March 2021).

The Camden Local Plan has policies that deal with development affecting the historic environment, in particular Policy D2: Heritage, which states that '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'.

Policy HC1 Heritage Conservation and Growth of The London Plan (March 2021) stipulates that '(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....Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.*'

The courts have held that following the approach set out in the policies on the historic environment in the National Planning Policy Framework 2021 will effectively result in a decision-maker complying with its statutory duties. The Framework forms a material consideration for the purposes of section 38(6). At the heart of the Framework is '*a presumption in favour of sustainable development*' and there are also specific policies relating to the historic environment. The Framework states that heritage assets are '*an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations*'.

The Framework, in paragraph 194, states that:

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Section 4 of this report – the assessment of significance – meets this requirement and is based on the research and site surveys presented in sections 2 and 3, which are of a sufficient level of detail to understand the potential impact of the proposals.

The Framework also, in paragraph 199, requires that:

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

The Framework goes on to state at paragraph 200 that:

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification.

Section 5 of this report will, when the proposals are finalised, provide this clear and convincing justification.

The Framework requires that local planning authorities categorise harm as either 'substantial' or 'less than substantial'.

Where a development proposal will lead to 'less than substantial harm' to the significance of a designated heritage asset, the Framework states, in paragraph 202, that:

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

1.3 Summary Assessment of Significance

A detailed assessment of significance with guidance on the relative significance of elements of fabric and plan form and the extent to which these elements is sensitive to alteration is included in Section 4.0 of this report. The following paragraphs are a summary explaining why the listed building is considered of nationally-important architectural and historical interest.

The former Horse Hospital was built in two phases in the 1880s and 1890s for the London and North-Western Railway to designs by the London and North Western Railway (LNWR) Engineer's Department, as part of the development of the land adjoining the Regent Canal in Camden for industrial purposes. The building was constructed to provide respite for horses that were involved in the loading and unloading of goods from the canal, and whilst it probably was not a hospital as such it was designed for sick or exhausted animals, and extended from 92 to 130 horse boxes when it was enlarged in 1897.

In the late C20 the building was converted for entertainment use with a pub on the ground floor and a nightclub on the first floor. Today the first floor in the 1880s wing has a series of original horse boxes, mangers and other fittings, along with elements of the original roof and floor finish, and some original fenestration, and these elements all gave heritage significance. Modern lavatories have been inserted in several places, openings cut into the external walls, and the 1890s wing is denuded of original fittings; these areas are of low or no heritage significance. The ground floor interior was not part of this study. The exterior survives largely intact with the exception of a modern replacement roof light and modern doors in some areas, but also has detracting modern services that have been inserted in an ad hoc way. On the ground floor, sympathetic shop fronts have been inserted in the place of stable doors. Nevertheless the building envelope and ramps are of high heritage significance.

Historic England summarise the heritage significance of the building thus:

** Architectural interest and intactness: a fine example of a C19 industrial stabling complete with horse ramps and interior fittings, including stalls, mangers and hay racks;*

** Historic interest and group value: an important component of the Camden Goods Depot, one of the most complete groups of C19 railway buildings and associated canal structures in England.*

1.4 Summary of Proposals and Justification

To be completed

2.0 Historical Background

2.1 The Surrounding Area

2.1.1 Camden's early development

Camden remained relatively rural until the early 19th century. John Rocque's London 10 Mile Map of 1746 records the area to be subdivided by fields and roads [Plate 2.1]. Kentish Town lay the north and was the nearest built-up area. Along the main road running through what was to become Camden Town 'Old Mother Red Caps' is marked alongside a small cluster of buildings at the junction.

The Regent's Canal

The construction of the Regents Canal in the early 19th century led to Camden becoming a centre for commerce and trade. Following the completion of the Paddington branch of the Grand Junction Canal in 1801 barge owner John Homer proposed a scheme to link Paddington to the London Docks at Wapping on the River Thames. It was initially unsuccessful due to the refusal of the Grand Junction Canal Company to supply water and the opposition of landowners on the route. The idea was revived in 1810 and canal engineer James Tate undertook a survey of a canal linking the Paddington Basin to the Limehouse Cut. Homer approached John Nash, then drawing up plans for Regent's Park, who recognised the potential of incorporating a canal into his plans and a survey for diverting the route through the middle of the park was arranged by Homer. The new canal company was founded on 31st May 1881. In August 1811 the Prince Regent agreed it should be called 'The Regent's Canal' and work began on the Paddington to Camden Town section of the canal in 1812.¹

¹ London Borough of Camden, 2008, Regent's Canal Conservation Area Appraisal and Management Strategy, p.7



2.1 Detail of John Rocque's London 10 Miles Round Map, 1746 (Layers of London)

The route was determined largely as a result of conflicts with landowners, whilst technical problems with tunnel construction and lock design led to delays and escalation in costs. James Morgan was appointed as chief engineer, whose lack of experience in canal construction slowed progress further.² The canal was largely finished up to Hampstead Road Locks by mid 1815. Work then came to a halt due to a lack of funds, some of which had been depleted by Thomas Homer who was convicted and given seven years transportation for embezzling funds from the canal to pay of his own debts. Government intervention provided loans which allowed the final stretch of tunnelling at Islington to be completed in September 1818.³

C. and J. Greenwood's map of 1828 records the Regent's Canal and newly established Camden Town [Plate 2.2]. Docks are visible on either side of the canal, most notably to the south of the site on Commercial Place alongside what appear to be warehouses. Houses had also appeared on the east side of Pancras Vale (now Chalk Farm Lane). The area was clearly developing rapidly at this date with an 'intended new road' marked to the west of Pancras Vale and 'New Road' marked running east from the main town junction.

The gas companies were the first to major industries to use the canal. By 1830 the canal was carrying 0.5m tons of goods per annum rising to 1.0m tons by 1850 and 1.4m tons in 1876.⁴ Pickfords were the main carriers until 1847 when they transferred their entire business to the railways, followed by the Grand Junction Canal Company Carrying Establishment until 1876 and Fellows Morton and Clayton Ltd until the 1930s. By the 1840s the canals were carrying coal, bricks, buildings materials, grain, hay, cheese, chemicals, beer and most other products to numerous wharves. It was only after the Second World War that the canal business went into irreversible decline.⁵

2 Ibid.
 3 Ibid, p.8.
 4 Peter Darley, Camden Goods Station Through Time, (London Borough of Camden, 2013), p.2
 5 Regent's Canal Conservation Area, p.8



2.2 detail of C. and J. Greenwood Map, 1828 (Layers of London)

The advent of the railway

With the arrival of the railway Camden became the centre for goods distribution. The London and Birmingham Railway (L&BR) was the first railway authorised to extend into London as far as the New Road (now Euston Road) for passenger services in 1839. Goods traffic was the initial stimulus for the construction of the L&BR and threatened the Regent's Canal Company business. They insisted that the railways take goods no further into London than the edge of the Canal. The L&BR therefore planned a goods terminus at Camden Town alongside Regent's Canal. The site was chosen by Robert Stephenson, the company's engineer, since it allowed interconnection for freight with the London docks via the Regent's Canal.⁶ This became the Camden Goods Station where rail freight destined for waterside locations, including the Docks, was transferred to the Canal. Other freight was transferred to the road system. The Camden Goods Station rapidly developed into an important interchange depot.⁷ The Goods Station attracted major carriers such as the above mentioned Pickfords and Chaplin & Horne. A prominent company to occupy the area was W&A Gilbey Ltd., formed in 1857 as importers of inexpensive wine with headquarters on Oxford Street, they moved their warehouse to Camden in 1869, took a 21 year lease on Pickford's former warehouse and a 20 year lease from 1870 on the Roundhouse as well as taking over much of the vaulting under the goods station. By 1914 their premises covered 20 acres of Camden.⁸ The railway was the largest business located at the Camden Goods Station.

The early development of Camden Goods Station (1839)

The L&BR had to cross the canal at some height to allow the boats sufficient clearance. This ground at Camden Goods Station therefore had to be raised to equal the height difference. Much of this infill came from the Primrose Hill Tunnel excavation.⁹ This height difference has effected the construction of buildings within the yard throughout its development such as the curved ramp of 'horse creep' and the ramp or 'horse road' along the retaining wall, both of which lead from the ground level in Stables Yard to the entrance at first floor level of the Horse Hospital and the heights of the Great Wall of Camden and the retaining wall alongside the Regent's Canal towpath.

The first phase of construction in the Camden Goods Station saw the construction of a Stationary Engine House, a locomotive engine house for 15 engines and fittings shops and offices, an 18 coke oven to make smokeless fuel for locomotives, two goods sheds, stores and a wagon building and repair shop and cattle pens and stabling for 50 horses.¹⁰ Pickford's & Co. were the largest of the carriers and gained rights of carriage and distribution of goods on the L&BR. They constructed a large goods shed on the south side of the canal, designed by Lewis Cubitt to facilitate transfer of goods between road, rail and canal. This opened in 1841 and was the first such interchange warehouse. The shed was enlarged in 1845 in response to the increased traffic volume caused by reduced carriage rates.¹¹

6 HORSE HOSPITAL WITH RAMPS AND BOUNDARY WALL AT NORTH OF SITE, Non Civil Parish - 1258100 | Historic England
 7 Peter Darley, p.2
 8 Ibid.
 9 Ibid., p.25
 10 Ibid.
 11 Ibid., p.28

1846- 8 Expansion

In 1846 the amalgamation of the L&BR with several companies to become the London & North Western Railway (LNWR) resulted in the need to expand and restructure the Goods Station in order for it to cope with the traffic coming from the largest of the Victorian era companies and, briefly, the greatest joint stock company in the world.¹² Robert Dockray, resident engineer to the LNWR, was responsible for the redevelopment. A fatal accident in July 1845 when an early morning mail train collided with a goods train which was delayed on the same track proved the necessity of the redevelopment. The original locomotive shed was too short for the longer locomotives and two new engine houses were built on opposite sides of the main line near the western extremity of the Goods Station, one for passenger trains (demolished 1966) and one, known as the Roundhouse, for goods engines. This allowed passenger trains to pass through the goods station at full speed with reduced risk of collision. The original locomotive shed was used for goods traffic. Two additional tracks from Camden Station to Primrose Hill Tunnel were added on the south side, with the tracks merging to go through the tunnel. A fifth track was provided to allow longer goods trains to be assembled with less risk of collision in 1848. A reconstruction of the 1847 developments by Peter Darley records this phase of construction [Plate 2.3]. Later a second tunnel was constructed to serve the main line and the original tunnel was used to serve 'slow' lanes in 1879. A roving bridge built in 1846 carried the new towpath to the south side of the canal to avoid bridging over the two docks.¹³

Mid-19th century developments

In 1851 the arrival of the North London Railway (NLR) prompted the repositioning of the NLR lines to the north of the site which required the removal of the railway offices as the line approached the bridge over Hampstead Road. A second major replanning occurred in 1855 saw the enlargement of the Goods Station. The NLR was moved northwards, blocking approaches to the engine shed. The Goods sheds and stabling were much expanded, and the coke ovens were removed.¹⁴ New retaining walls were built to allow the railway level to be extended along the Hampstead Road and the Canal. The land up to the Hampstead Road east and west of the Roundhouse was raised to railway level behind the retaining wall. This helped to create a coal yard with sidings and coal drops. The cattle pens were relocated to Maiden Lane and a new stables yard was constructed in 1864 between the NLR tracks and Hampstead Road with four new stable ranges connected to the marshalling yards to the south by the Eastern Horse Tunnel.¹⁵ Additional stabling was built on the western side of the mainline tracks of Gloucester Road (now Gloucester Avenue) and linked to the goods depot by the Western Horse Tunnel. A fifth was added in the vaults under the railway arches. An access ramp or 'horse road' led from the entrance to the stables yard and coal sidings. These additions to the Goods Station have been highlighted in Peter Darley's reconstruction of the 1855-6 developments [plate 2.4]. Further sidings were provided to coal drops supported on vaults as

12 Ibid., p.3
13 Ibid., p.31
14 Ibid.
15 Ibid., p.42

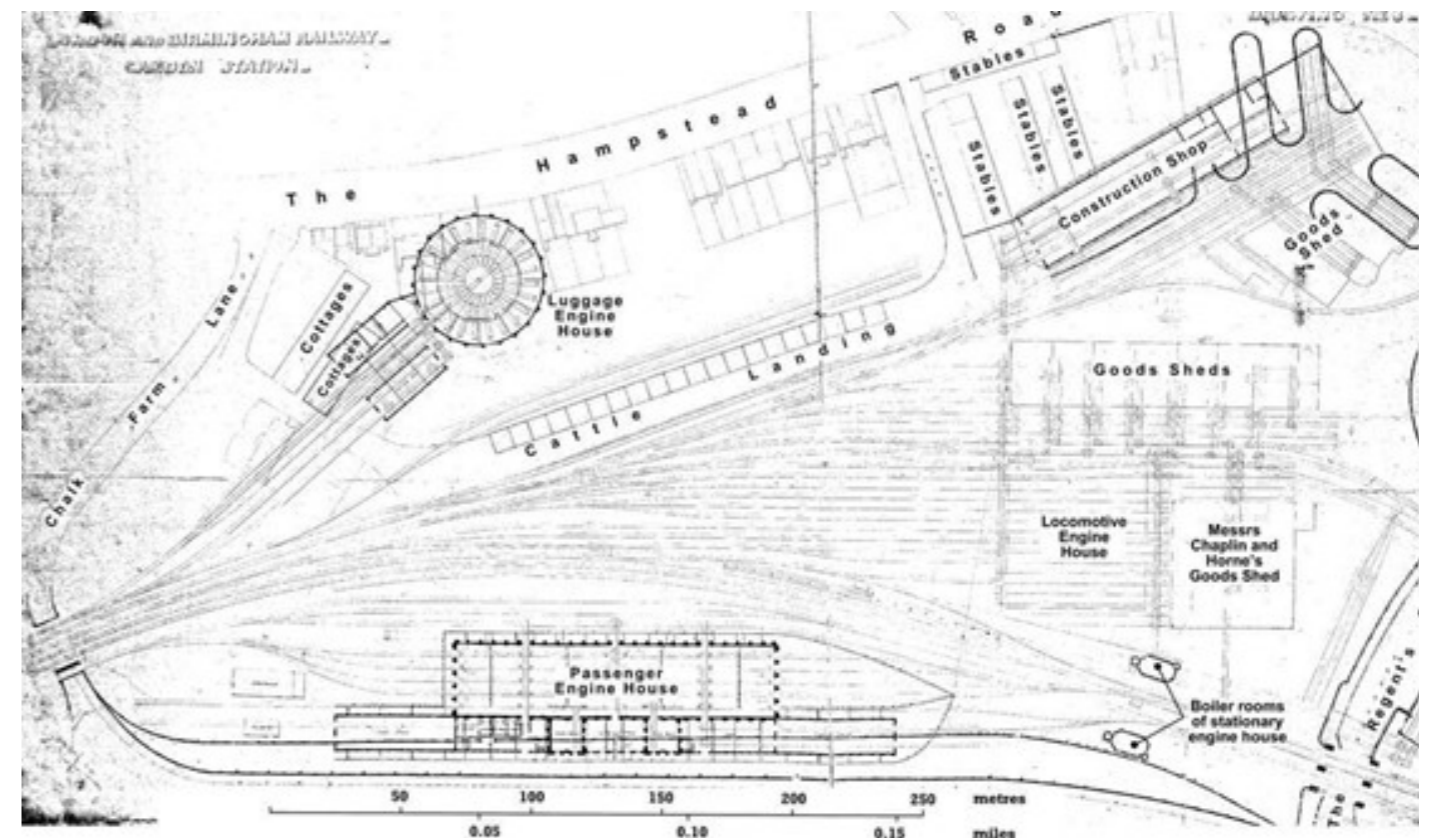
extensions of the 1846 vaults. These vaults were removed in 2008 to the line of the NLR, and a new building was erected with a façade at ground level that mimics the earlier vaults.¹⁶

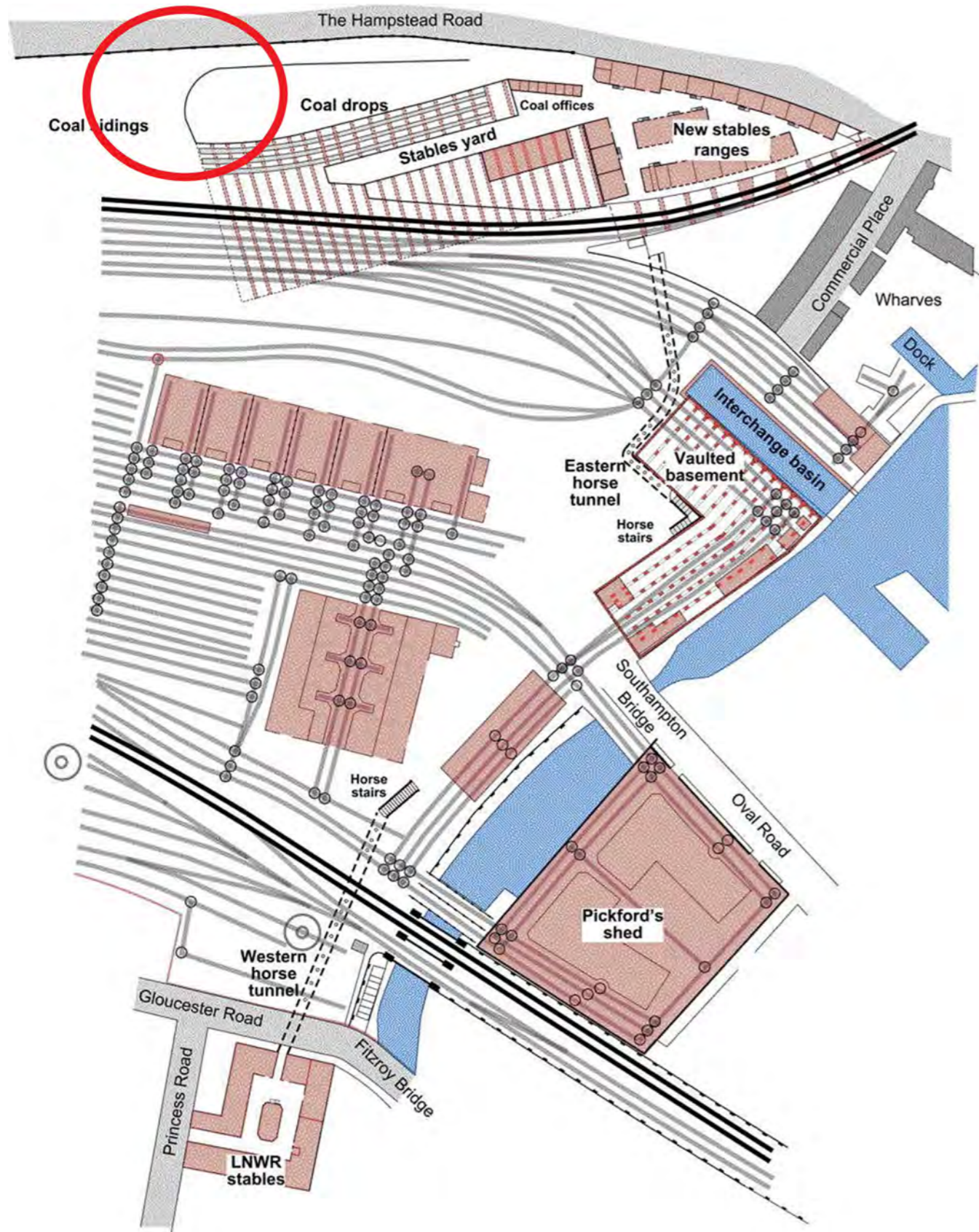
1860s redevelopment

The 1860s saw a fourth phase of development with a goods shed built in 1864 and new goods offices in 1866 which were altered and enlarged over time. By October 1866 there were 100 locomotives stationed at the goods station: 33 passenger; 4 banking; 46 main line goods; 15 shunting and 2 ballast engines. By 1870 Camden was a major transport hub in a sea of railway lines handling up to 30 goods trains to and from the country each night. Facilities for the goods interchange and distribution associated with the Goods Station attracted commercial and industrial enterprises to Camden ranging from coal, timber and stone to piano assembly, wine and spirits.¹⁷ These 19th century developments are visible in the 1873 Ordnance Survey map which depicts the area surrounding the goods depot now fully built up with rows of densely packed terrace houses [Plate 2.5].

The last decades of the 19th century saw the construction of the stable block known as the Horse Hospital in 1882-3, and its extension in 1897. An Export Warehouse was also constructed at this time fronting the commercial place. This was destroyed by fire in 1985.¹⁸ The 1891 GOAD fire insurance map records the Horse Hospital and expanded stables yard, and the 1915 Ordnance Survey map records the Horse Hospital extended to the east. [Plate 2.6 and 2.7].

16 Ibid.
17 Ibid.
18 Ibid., p.51





2.4 Camden Goods Station, Peter Darley's reconstruction of the 1855-6 development based on plans in the National Archives



2.5 Goad Fire Insurance Plan 1891



2.6 Ordnance Survey Map, 1873 (NLS)



2.7 Ordnance Survey Map, 1915 (NLS)

Later developments

The Railways Acts in January 1923 gave rise to the London Midland & Scottish Railway (LMS) from the LNWR, the Midland Railway, the Caledonian Railway and a number of smaller railways, which once again created the largest joint stock company in the land. The second half of the 20th century saw the nationalisation of the railway and the decline of steam. The Clean Air Act of 1956 brought the middle classes back to the area. An aerial view of Camden Goods Station depicts it whilst it was still in use [Plate 2.6]. The last horse drawn traffic on the Regent's Canal was carried in 1956 and by the late 1960s commercial traffic had all but vanished. Since the end of the steam age in 1962 and the closure of the goods depot c1980, area has undergone a remarkable regeneration. The Roundhouse, Primrose Hill Tunnel east portals, the stationary winding engine vaults, Horse Hospital and a remarkable collection of vaults and other underground features represent every stage of the goods station development from 1837 to the 1930s.¹⁹

The Roundhouse was relaunched in 1966 as London's first all-night rave and soon became an iconic rock venue. It closed in 1983 and was restored in 2004-6. At street level in the Stables Yard the sale of land and buildings in 1955 led to the formation of Stables Market. The Gilamesh complex opened in 2005 providing market stalls at ground level along the viaduct of the NLR. The horse tunnel market opened in 2006 expanded the retail area into former vaults and in 2009 the 1856 vaults and arches under the NLR were redeveloped. A new basement floor for additional retail and other facilities was created and a four storey building was constructed alongside the NLR.

The role of horses within the Station

Horses were central to the operation of the Goods Station supporting the collection and distribution of goods for more than 100 years. In the early industrial era there was poor provision and care of horses and they were kept at ground level or below ground until the 1970s. Stabling of horses on well-aired and lit upper floors which were accessibly by ramps began to appear in London after this date. The great majority of horses in railway company stables comprised heavy horses for foots cartage and half-heavies or vanners for faster parcel and passenger luggage duties. The scale of the Camden Goods Station is evident when the number of horses working there is considered. At the end of the 19th century Pickford & Co. and Carter Paterson, the two largest carrier agents, had some 4,000 and 2,000 horses, about 10% of all horses and ponies working in London at the time.²⁰ The Camden Goods Station retains much of the infrastructure which was built around these horses. The complex of horse tunnels is unique and were essential to the safe and efficient movement of the horses under the railway tracks from the stables to their place of work. The Goods Station illustrates the development of stabling over the second half of the 19th century. Many were originally stabled in vaults and basements, such as Pickford's Warehouse. Later stabling constructed as a single storey building with haylofts and, later still as is seen in the Horse Hospital, with two or more storeys accessed by ramps.²¹ Generally stalls were the norm, with around one loose boxes for every twenty stalls intended for resting of sick horses.²²

¹⁹ Ibid., p.89

²⁰ Ibid., p.57

²¹ Ibid.

²² Giles Worsley, *The British Stable*, (Yale University Press and New Haven and London, 2004)

2.2 The Building

The Horse Hospital was built in 1882-3 for the London and North-Western Railway, designed by the LNWR Engineer's Department. The architect is recorded as H. Woodhouse on the plans and elevations. It was extended in 1897 and converted for market use in the 20th century.

The 1883 Horse Hospital

The stables were built in two phases: the western and larger part for 92 horses in 1883 and the eastern third in 1897. Plans of the first phase record that's that the ground floor was to include 60 stalls and the first floor a further 20 stalls and 12 loose boxes [Plate 2.8]. This is a high number of loose boxes which, as mentioned above, were generally used for sick horses. This may have given the stables the name the 'Horse Hospital' as the plans only refer to it as 'stables for 92 horses'. The later 19th century understanding of the need for ventilation in stables is evident in the ventilation shafts marked at regular intervals along the plan.

Today the upper floor retains 12 loose boxes with original iron doorposts, grills, rails, and timber boarding. Some boxes retain drinking troughs and mangers. All historic partitions to the stalls have been removed. However, the brick drainage channels and filled in post holes for the partitions are still evident.

Proposed elevations record the original appearance of the south façade of the Horse Hospital [Plate 2.9]. Each of the five bays had cast-iron classically finished columns to central openings which lead through the centre of the stalls in each bay. The upper half of the ground floor was glazed. The modern replacement openings in the ground floor reflect this historic layout although all original narrow doors have been replaced with wider doors which span the width of the cast-iron columns.

At the western end a curved ramp leads up to the upper floor of the Horse Hospital. The boiler room, a lean-to feature of the west end was part of the original design, as was the ramp. At the eastern end a smaller curved ramp ran at right angles to the building [Plate 2.10]. Originally the east elevation was identical to the west elevation with four rectangular windows, two either side of a door and a central circular window above. The ramp was likely removed when the block was extended in 1897.

1897 extension

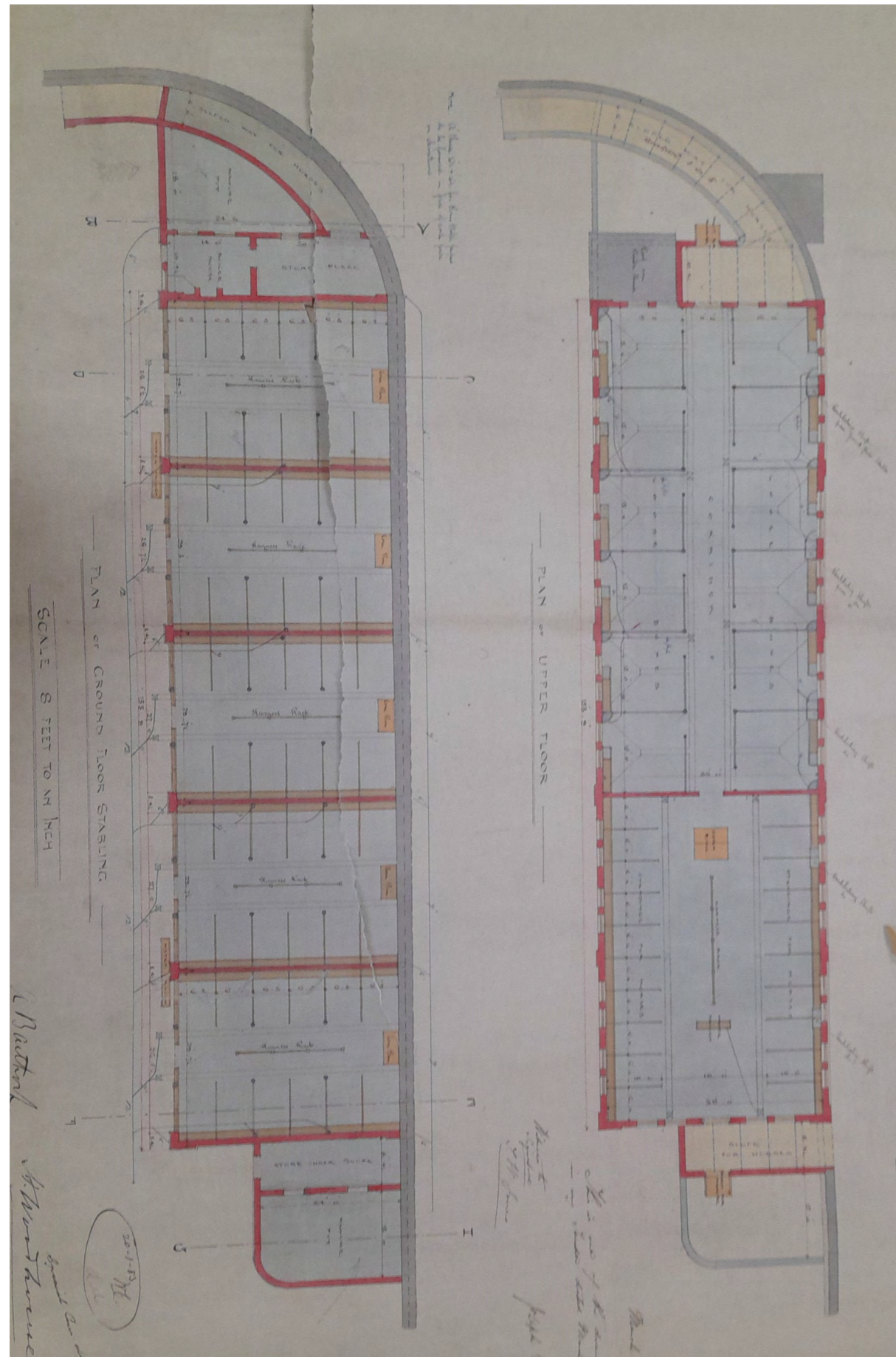
The 1897 extension comprised of a smaller two-storey addition and a single-storey building to the east. This building was designed to accommodate a further 30 horses and held stalls to meet the growing demand for horses in the Goods Station. It was designed on a more slender footprint and with a simpler exterior, but not dissimilar to the earlier building.

2.3 Later Alterations

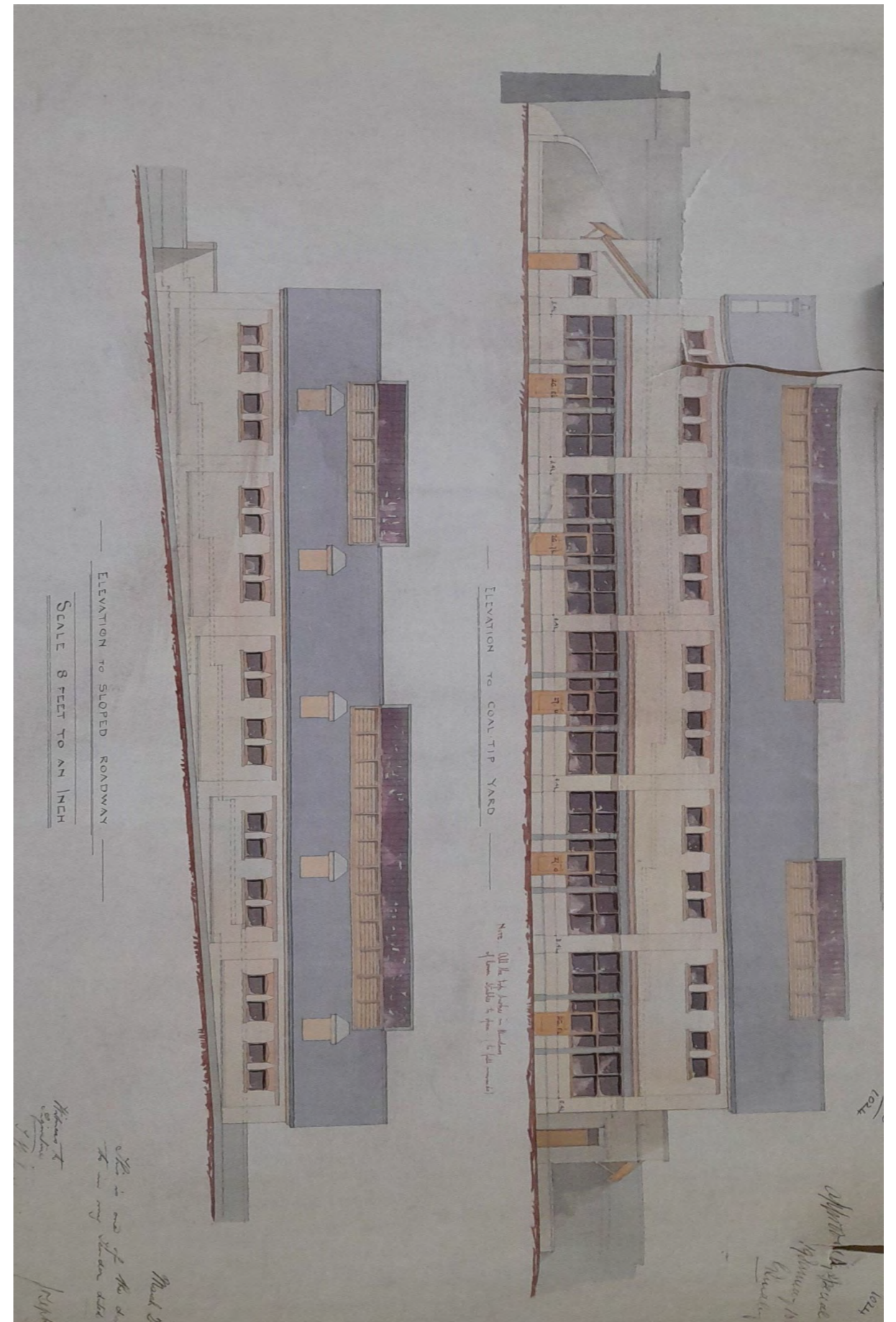
In the late 20th century and early-2000s the building was repurposed for use as a public house on the ground floor and as a nightclub at first floor level. Relevant consents are listed below.



2.8 Aerial view of western end of Camden Goods Station, 1920 (Britain From Above)



2.9 Proposed plans to the Horse Hospital, 1883 (National Archives)



2.10 Proposed elevations to the Horse Hospital, 1883 (National Archives)

Relevant Planning History

2020/5792/NEW Withdrawn

'Installation of canopy structure across the terrace at first floor level, new plant equipment enclosure, flooring, lighting, planters, signage and all other associated works. Use of the terrace as a restaurant and drinking establishment (sui generis)

2019/2037/L Permitted: 07.08.2019

Various internal works to Unit 92 of the Horse Hospital (retrospective)

2016/3812/L Permitted: 10.08.2016

Alterations to front elevation of Horse Hospital Building; sub-division of building into 5 single retail units.

2016/3208/L Permitted: 10.08.2016

Refurbishment of Unit 92 of Horse Hospital Building including new mechanical & electrical services

2016/2479/L Permitted: 02.06.2016

Installation of 7 x projecting signs and 4 x fascia signs to south elevation,

3 x projecting signs to east elevation, 2 x projecting signs to north elevation, 3 x board and lettering signs to west elevation of the Horse Hospital building.

2015/1133/L Permitted: 14.05.2015

Cleaning, repointing and repair of the Horse Hospital boundary lining Chalk Farm Road

2003/0990/L Permitted: 14.07.2003

Approval of details of repair to horse hospital pursuant to condition 1(c) of Listed Building Consent dated 26 April 2001.

PEX0100466 Permitted: 21.10.2001

The erection of new market stalls to the rising ramp in front of the Horse Hospital building.

2.5 Architect Biography

Henry Woodhouse, LNWR engineer, c.1834 - ?

Henry Woodhouse is recorded as an engineer for the southern division of the LNWR from February 1843. He retired at age 64 in 1898. His son, H. K. S. Woodhouse also worked in the company as an assistant, under whose records it is noted that Woodhouse was the district engineer.²³

2.6 Sources and Bibliography

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Camden Local Studies and Archive Centre
The National Archives

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Appraisal and Management Strategy

Britain from Above

London Picture Archive

²³ UK, Railway Employment Records, London and North Western Railway, 1852-1897 Salaried Staff. Ancestry.co.uk

3.0 Site Survey Descriptions

3.1 The Setting of the Building and the Conservation Area Context

3.1.1 The Wider Setting

The former Horse Hospital forms part of the former Camden Goods Station within the Regents Canal Conservation Area. The canal runs to the south of the Station. The Camden Goods Station was formed around the introduction of the railway in the early-19th century and the architecture of stables built to house the hundreds of horses working in the station reflects this. Modern buildings associated with market use, often in contrasting forms and using glass rather than stock brick, are interspersed with this 19th century architecture.

3.1.2 The Immediate Setting

The former Horse Hospital is located to the northeast of the Camden Goods Station. To the north and west is a historic brick boundary wall separating the Station from Chalk Farm Road. A modern market building now runs parallel to the horse hospital to the south, with a cobbled path between them. The east elevation of Horse Hospital fronts onto a more open area of the Station, previously the stables yard. At first floor level to the west is a modern covered outdoor drinking area which was recently consented and which is in the tradition of modern additions at Camden Market.

3.2 The Building

The former horse hospital is a two-storey stables building constructed of London stock brick in two phases during the later 19th century.

3.3 The Building Externally

3.3.1 West Elevation

A ramp leads up to the first floor entrance. The ramp is original although the setts may have been replaced. They appear more recent on the upper half of the ramp past the turning point.

The first floor has four original 3-pane windows with red-brick lintels and stone sills **[Plate 3.1]**. There is a round window directly above the modern door. The opening is original. There are various holes created for modern services and as fixings in the brickwork above the doorway. The eaves are wooden with ornamental red-brick detailing below. There is a chimney in the south west corner of the roof. An outbuilding, originally designed to hold the boiler room, is at ground floor level, and this has modern brick repairs.

3.3.2 South Elevation

1880s building

The south elevation is the building's main elevation and five bays wide, separated by brick pilasters. The ground floor has modern shop fronts inserted between original iron columns **[Plate 3.2]**. There is a historic cast iron bressummer and a decorative red brick band between the ground and first floor.

The first floor is in original London stock brick and each bay has four sets of historic windows.

The pitched roof is covered in slate and there is a replacement raised roof lantern formed with modern louvres, the west and east ends of which are formed from historic timber planks.

There is a scar line of a pitched roof at first floor level on the east elevation of the 1883 building and a blocked-in window suggesting there was a small addition to the original building which was replaced by the 1890s extension **[Plate 3.3]**.

1897 extension south front

This later extension steps back from the 1882 building. The elevation is simpler and there is no rhythm created by bays in this front **[Plate 3.4]**. The red brick detailing in the 1883 Horse Hospital is referenced in plainer red brick bands between ground and first floor and under the eaves. At ground floor there is a historic door to the west with a wide modern inserted door to the east of this. The windows are 15-pane metal windows with stone sills. There are 9 metal 10-pane windows at first floor level. To the west is a modern window insertion which adjoins the 1883 building. Part of the east eave has been rebuilt.

A further extension with the same materials and detailing adjoins the 1890s extension to the east. It steps back again from the walkway. It is single storey, with four 15-pane metal windows, a central door and a pitched roof **[Plate 3.5]**.

3.3.2 North Elevation

The north elevation follows the sloped geography of the site and its western end is only one storey tall, the ground floor located beneath the adjoining walkway. The 1883 building is 5 bays with windows only at first floor level **[Plate 3.6]**. The bays are staggered to follow the uphill slant of the building. These are 3-paned windows with red brick lintels and stone sills as on the south front. Modern lamps are attached to the walls. The second and third bays to the east have modern doorway and concrete steps and ramp inserted in the place of historic windows **[Plate 3.7]**. There has been some repointing.

The 1890s extension north front is divided into two bays with four metal windows at ground and first floor of 10 panes in each bay **[Plate 3.8]**. There are red brick lintels and a red brick row below the eaves. A brick sill with blue bricks capping it runs along the base of the building. The western three windows at first floor level have modern glass replacements at the top.

The smaller east extension has one window to the rear.



3.1 West elevation and horse ramp



3.2 South elevation of 1883 building



3.4 South Elevation of 1897 stable range



3.3 East Elevation of 1882 stable



3.5 South and east elevation of single storey extension



3.7 Doors and Concrete extension on North elevation



3.6 North elevation, 1883 stable range

3.4 The Building Internally

3.4.1 Ground Floor

Not inspected.

3.4.3 First Floor

In the 1880s element of the first floor are several original large horse boxes, designed to accommodate sick or exhausted horses and providing more room than standard horse boxes. Boxes on the north side retain some historic fittings such as mangers.

F1

Modern toilets north of main entrance. These have all modern fittings and finishes including cubicles, timber doors and sanitary ware [Plate 3.9]. They are enclosed by modern partitions. There is an apparently modern mezzanine floor above these toilets accessed by a modern retractable metal ladder.

There is one high-level window which appears to be historic, possibly original.

F2

This is the entrance lobby [Plate 3.10]. Partitions and ceiling are modern insertions. To either side are the original wooden stable doors made with high-level metal bars. The floor is the original brick floor with two drainage channels on either side.

The main entrance door is a modern timber door.

F3

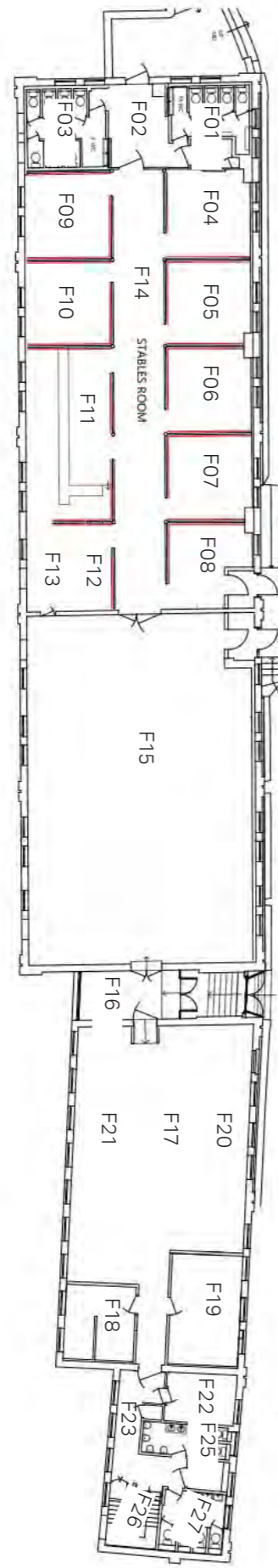
Three modern toilets to the side of the entrance lobby; like F1 these have all modern fabric with modern cubicles and modern doors and a suspended ceiling. Nothing of interest.

F4

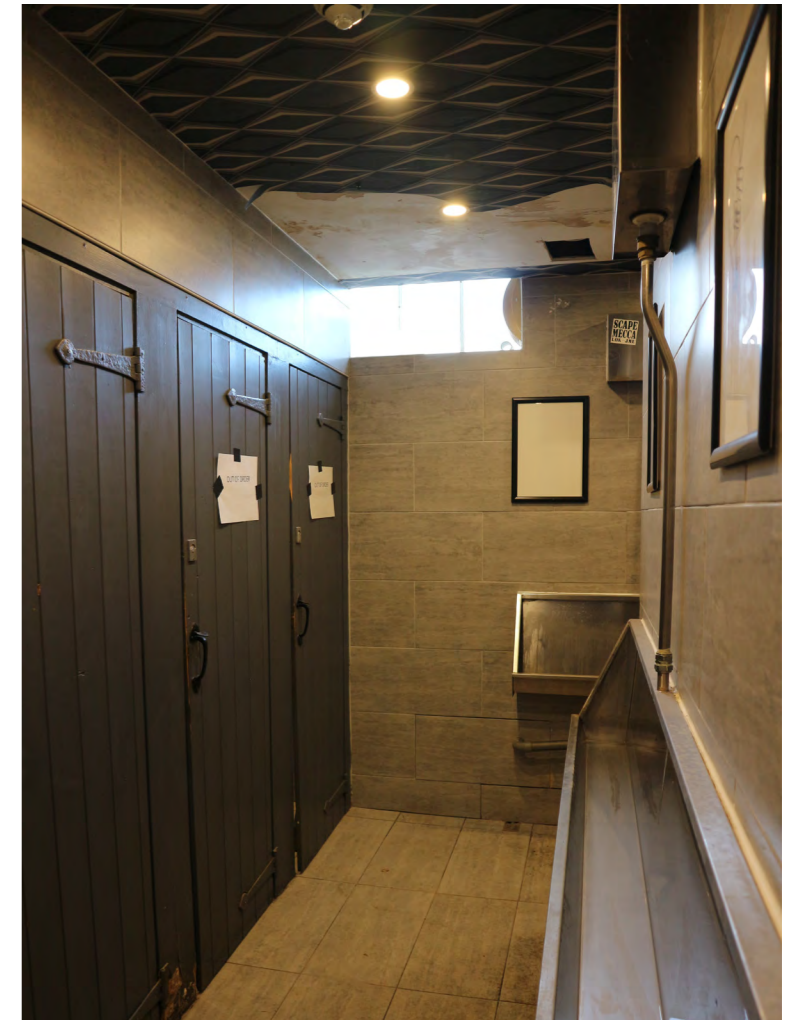
This is the first loose box in the north-west corner of the open plan first floor area. It has an original brick floor except at the centre where this has been replaced in modern brick. It is enclosed by an original sliding timber door and partitions which have been stripped of their original paint finish. In the north-east corner is a trough and on the north wall is a hay rack and manger [Plate 3.11]. This stable box like the others is divided from the other boxes by means of two original painted cast iron columns on which rest historic timber beams which hold the roof.

The brickwork has been sandblasted and the original painted plaster finish has been lost. There are two high-level three-paned timber casement windows which are both modern replacements.

Floor Plan



3.8 North elevation looking west, towards the 1897 extension



3.9 Modern toilets F1



3.10 Entrance Lobby F2



3.11 Loose box at north western corner of stable F4

F5

This is another loose box [Plate 3.12]. Most of the floor has been covered in a modern cement screed that the original brick is visible at the perimeter the timber enclosures are as in F4. On the north wall is a trough and corner sink [Plate 3.13]. At the East end of the North Wall is an area of boxing-in formed from historic boards but probably of a recent date. The windows are at high level and are 3-paned. Timber casement to the east is a modern replacement window, that to the west appears to be historic

At the east end of the north elevation is an area of boxing out made from historic timbers but this appears to be of recent date.

F6

This is another loose box; it has no mangers or troughs; the floor is in part covered in modern cement screed, the enclosing partitions are historic as in F4 and 5. It has two high-level casement windows which appear to be historic.

F7

This is another loose box and the same as F6. The partitions have been reinforced with horizontal additional timber planks which appear to be a later alteration.

F8

This loose box is similar to F6 and F7. It has a projecting lobby which is a modern addition and gives access onto a modern timber door to the outside [Plate 3.14]. There is only one high-level window which appears to be historic; the second window was removed in favour of the modern door.

F9

This is the first stable box to the immediate east of the lobby on the south side. It has a historic brick floor and original timber partitions which have been reinforced in some places with additional timber planks. One element of partition in the southernmost bay to the east has been replaced and there are no fittings such as troughs on the south wall. There are two casement windows which appear to be historic.

F10

Another stable box which is similar to F9.

F11

This was originally two stable boxes which have been amalgamated into one. A modern bar has been fitted across this space. The original brick floor survives in part but has been infilled with cement screed in some areas to the north and in part replaced with modern brickwork, particularly at the east end. Behind the bar is a modern raised timber floor. There are no troughs or other stable fittings. On the south wall the fenestration appears to be historic.

F12 and F13

This is one stable box. It retains its timber partitions on the north and west side; again it has no stable fittings. The windows appear to be historic and the brick floor survives seemingly intact. There is a modern door cut into the east elevation. Part of the west enclosure is missing to create an opening to the modern bar in F11 [Plate 3.15].



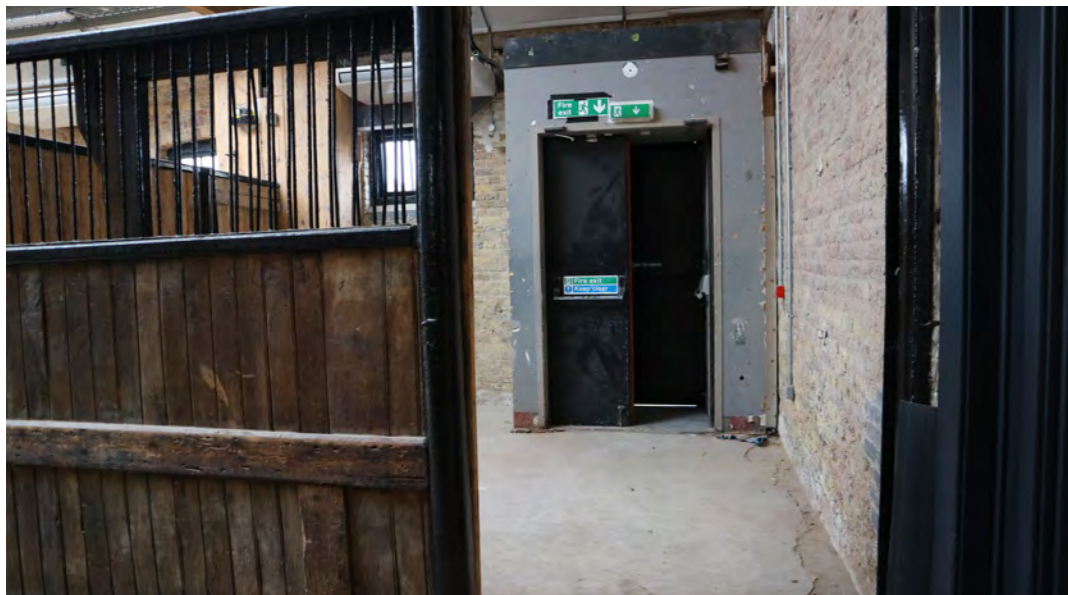
3.12 Loose box and door F5



3.15 combined loose boxes with modern bar F12 and F13



3.13 Loose box F5



3.14 Loose box with modern alterations F8

F14

This is the westernmost larger space which includes stable boxes that are described individually above [Plate 3.16]. At the centre is the original brick floor with drainage channels to either side; this has some localised repair work in the form of new bricks. It is uneven and has some significant dips, particularly towards the east end.

The roof structure is in part made from timber with some metal struts and there is a full length modern replacement roof light over the centre of the main space. The roof timbers are concealed from view by means of modern plasterboard ceilings. Near the external walls are cable trays and modern service runs. Suspended from these are air-conditioning units which have some brackets that are screwed into the north elevation.

F15

This is the second largest space counted from the west. Today it is open plan but historically was fitted with slim stable boxes, both on the north and south walls [Plate 3.17]. Those have been lost but in the retaining brick walls traces of the original fittings are there, as well as traces in the floor of fixings for partitions. The timber brick floor survives seemingly in its original form and has drainage channels and brickwork patterns indicating the size of the original lost boxes [Plate 3.18]. The brick walls have been sandblasted and lost their original presumed plaster finish.

The ceiling is formed by modern plasterboard and includes modern service enclosures. The timber beams which hold the roof structure appear to be original and have metal struts. The fenestration in the north and south walls is similar to that further east. Seemingly historic 3-pane casement windows. The white double door opening into F14 has a modern door and may have replaced a slimmer opening. The double door opening to the east is also a modern incision, the original door was slimmer and can be read by the retained brick arch above it. There is a modern replacement door in the north elevation of the West End which has seemingly replaced a slimmer door. The floor finishes by the door have been built up in modern times and in cement. On the south wall are air-conditioning units. There are cable trays resting on the original timber beams at the north and south end which continue into the adjoining spaces.

Window openings in the east wall are in the form of four high-level rectangular openings and a circular opening; these denote the original extent of the stables which were added to in the 1890s.

F16

This is the first space in the 1890s extension. It has a historic floor and in the south elevation is a modern large glazed opening at high level. The north elevation is a modern double timber door with suspended ceiling above [Plate 3.19]. The suspended ceiling continues into the main space and there is a modern riser [Plate 3.20]. There is a further low-level modern window in the south elevation. On the west wall are modern services and some historic services including a plaque reading FP NOI 22. The brick walls here have also been sandblasted.



3.16 Loose box entrances F14



3.17 Former horse stalls F15



3.18 Evidence of former stalls F15



3.19 Western end of 1897 extension F16

F17, 20 and 21

This is one space [Plate 3.21]. It has a modern cement screed on the floor. The walls have been sandblasted and have different red coloured brick. The fenestration is in the form of metal framed windows, the roof structure is in timber with metal straps. The roof timbers are concealed by a modern plasterboard ceiling. The cable trays continue from the adjoining rooms. There are no stable boxes in evidence in this space. At the west end in the north wall is a panelled timber door; this is set into a slimmer historic opening and is a modern insertion.

F18

This is a space formed in modern times. It has a raised floor and modern partitions as well as a modern suspended ceiling. The original window to the side appears to survive.

F19

This is another modern room with raised timber floor modern suspended ceiling and wooden wall finishes. It was previously in use as a kitchen. The windows appear to be the eastern windows in part concealed by the kitchen fittings.

F22-27

These are all modern rooms formed within larger historic spaces. All partitions and floor finishes in this area are modern. The ceiling is dropped, all door joinery is modern. The window joinery on the north and south elevation is original.

At the east end is a back of house staircase down to ground floor; this appears to be either refinished or rebuilt. A multitude of modern services on the east wall.



3.20 Modern window insertion F16



3.21 1897 extension F12, F20 and F21

4.0 Assessment of Significance

4.1 Introduction

The purpose of this section is to provide an assessment of significance of the former horse hospital, so that the proposals for change to the building are fully informed as to its significance and so that the effect of the proposals on that significance can be evaluated.

This assessment responds to the requirement of the National Planning Policy Framework to 'recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'. The NPPF defines significance as;

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological (potential to yield evidence about the past), architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.

4.2 Assessment of Significance

The former Horse Hospital was built in two phases in the 1880s and 1890s for the London and North-Western Railway to designs by the London and North Western Railway (LNWR) Engineer's Department, as part of the development of the land adjoining the Regent Canal in Camden for industrial purposes. The building was constructed to provide respite for horses that were involved in the loading and unloading of goods from the canal, and whilst it probably was not a hospital as such it was designed for sick or exhausted animals, and extended from 92 to 130 horse boxes when it was enlarged in 1897.

In the late C20 the building was converted for entertainment use with a pub on the ground floor and a nightclub on the first floor.

Today the first floor in the 1880s wing has a series of original horse boxes, mangers and other fittings, along with elements of the original roof and floor finish, and some original fenestration, and these elements all gave heritage significance. Modern lavatories have been inserted in several places, openings cut into the external walls, and the 1890s wing is denuded of original fittings; these areas are of low or no heritage significance. The ground floor interior was not part of this study. The exterior survives largely intact with the exception of a modern replacement roof light and modern doors in some areas, but also has detracting modern services that have been inserted in an ad hoc way. On the ground floor, sympathetic shop fronts have been inserted in the place of stable doors. Nevertheless the building envelope and ramps are of high heritage significance.

Historic England summarise the heritage significance of the building thus:

** Architectural interest and intactness: a fine example of a C19 industrial stabling complete with horse ramps and interior fittings, including stalls, mangers and hay racks;*

** Historic interest and group value: an important component of the Camden Goods Depot, one of the most complete groups of C19 railway buildings and associated canal structures in England. This special interest is manifest in the fabric and plan form of the building, which has the following hierarchy of significance.*

Of the **high significance** are:

- the exterior of the building and ramp, but excluding modernised elements such as the shopfronts which are sympathetic but whose fabric has no heritage value; the exterior also contributes to the character and appearance of the conservation area and the setting of the adjoin Grade II listed stables to the east.
- the western half of the first floor interior of the 1880s stables which preserves horse boxes, and much of the original brick floor finish and elements of the historic roof structure

Of **moderate significance** are:

- the interior of the eastern half of the 1880s building which has lost its boxes but retains some fittings, including elements of flooring and roof

Of **low significance**, are:

- the first floor interiors of the 1890s wing which have been denuded of historic finishes and fittings

Factors which detract from the building's significance are:

- modern lavatories, kitchen fittings and mezzanine floors, modern services internally and externally where they have damaged historic fabric

5.0 Commentary on the Proposals

To be completed.

Appendix I - Statutory List Description

Horse Hospital with ramps and boundary wall at north of site

Grade: II*

List Entry Number: 1258100

Date first listed: 30-Sep-1981

Date of most recent amendment: 28-Jan-2013

Statutory Address 1:

STABLES YARD, STABLES MARKET, CHALK FARM ROAD

Summary

Stables. Built 1882-3 for the London and North-Western Railway. Designed by the London and North Western Railway (LNWR) Engineer's Department. Extended 1897. C20 conversion to market use.

Reasons for Designation

The Horse Hospital, Stables Yard is listed at Grade II* for the following principal reasons:

* Architectural interest and intactness: a fine example of a C19 industrial stabling complete with horse ramps and interior fittings, including stalls, mangers and hay racks;

* Historic interest and group value: an important component of the Camden Goods Depot, one of the most complete groups of C19 railway buildings and associated canal structures in England.

History

The Camden Goods Depot was originally constructed as the London terminus for goods traffic on the London and Birmingham Railway (L&BR), the capital's first inter-city main line railway and the largest civil engineering project yet attempted in the country. The site was chosen by Robert Stephenson (1803-59), the company's engineer, since it allowed interconnection for freight with the London docks via the Regent's Canal, built 1812-1820.

Work started on a 25-acre site north of the canal purchased from Lord Southampton in January 1837 and the goods depot opened to traffic in 1839. The site included the stationary winding engine house for pulling trains up the inline from Euston to Camden (listed at Grade II*); a locomotive house; 18 coke ovens for making smokeless fuel for locomotives; two goods sheds and stabling for 50 horses; stores and a wagon repair shop. There were also cattle pens and offices. The sidings, the locomotive shed and No.1 Goods Shed were all constructed on brick vaults. Further goods sheds and stabling was subsequently built for the public carriers, such as Pickford & Co, who had rights to the distribution of goods on the L&BR until 1846 when the L&BR decided to carry out the carriage of goods through their own agents – the same year L&BR merged with other lines to become the London and North-Western Railway

(LNWR). The Pickford goods shed was built in 1841 (enlarged in 1845) by William Cubitt (1791-1863) on the south side of the canal and linked to the goods yard by a second wooden railway bridge and was the first such rail, road and canal interchange building

In 1846-8 due to the rapid growth in passenger and goods traffic and the increase in locomotive size, the Goods Depot was overhauled to the designs of the Resident Engineer, Robert Dockray (1811-71). New structures were built, including two engine houses, notably that for goods engines (now the Roundhouse – listed at Grade II*) to the north of the main line tracks, and one for passenger engines to the south (demolished in 1966). There was also a construction shop for repairs to the north of No. 1 Goods Shed and other structures including a new railway bridge to the former Pickford & Co warehouse.

In 1854-6 another major upgrading of the site was undertaken following the construction of the rail link to the London docks in 1851, and further increases in goods traffic which required a larger marshalling yard. The North London Railway (NLR) lines were repositioned to the north of the site and the recently built construction shop dismantled (leaving its vaults) to make way for this. Sidings were extended to the edge of the canal either side of the interchange basin which was realigned and enlarged to its present size. As a result of these changes in layout a new stables yard was constructed between the NLR tracks and the Hampstead Road. This contained four new stable ranges with a horse tunnel (the Eastern Horse Tunnel) linking them to the marshalling yards to the south. At the same time further stables were built on the western side of the mainline tracks off Gloucester Road (now Gloucester Avenue) and linked to the goods depot by the Western Horse Tunnel.

Further changes to the site took place in the later C19 including the construction of the LNWR goods shed in 1864, then the largest in the country (enlarged in 1931 and subsequently demolished). The goods depot closed around 1980.

The surviving elements of Camden Goods Yard, along with the Roundhouse, stationary winding engine house, Primrose Hill Tunnel Eastern Portals (also listed at Grade II*) and Regent's Canal represent a particularly important concentration of C19 transport and industrial buildings illustrating the development of canal and rail goods shipment.

The stables and 'Horse Hospital' Victorian railway goods depots required large numbers of horses for the transfer of goods and shunting of wagons. At its peak, around 700-800 horses were used at the Camden Goods Depot and by the early 1900s the LNWR provided accommodation for something like 6,000 horses nationally.

Stabling for 50 horses at the original 1839 goods depot was provided in the vaults below the railway sidings. By 1849, increased goods traffic meant that 427 horses were employed on the site. As part of the 1846-7 remodelling, four stable blocks, with stalls for 168 horses, were built between the sidings and Chalk Farm Road and let to tenants, whilst other horses were stabled in vaults below the Construction Shop and the Pickford's warehouse on the east side of the canal. In 1854-6, the further remodelling of the depot resulted in the demolition of the original free-standing stable blocks and the construction of the present blocks to the south-east. The four blocks are estimated to have stabled 162 horses and Stables Yard was linked to the rest of the depot by the Eastern

Horse Tunnel. The Horse Hospital, as it came to be known, was built to the north-west of the other stables in 1882-3 and extended to the south-east in 1897. The first phase accommodated 92 horses with 40 more in the second phase. Major additional stabling had also been provided in about 1855 on the southwest side of Gloucester Road and more stable ranges on the north side in 1876. Both were linked to the Western Horse Tunnel, the second group by the existing horse stairs. The first group was demolished in the 1960s (to make way for Waterside Place) and the second group in 2000. The Horse Hospital has been converted to use as shops with a music venue on the upper floor.

Details

EXTERIOR The building consists of two adjoining ranges, the larger western range dating to 1882-3 and the eastern to 1897, built on a narrow sloping site along the boundary wall to Chalk Farm Road. The building is of yellow stock brick laid in English bond and a pitched slate roof with two sets of wooden ventilation louvers on the ridge of the western range. Details are in red brick consisting of floor bands, dentilled cornices, segmental window heads and oculi to the end gables of the western range (that to the eastern gable obscured by the later range). The two-storey southern elevation is stepped back to mark the building phases. The first phase comprises five bays and had accommodation for 92 horses using both storeys. The second phase comprises three two-storey stable bays (with the easternmost bay stepped back) and a single-storey mess with a hipped roof on the eastern end. This accommodated a further 40 horses.

The bays of the western range are divided by brick pilaster strips into panels of plain brickwork, relieved by pairs of small segmental-headed windows set high up under a red brick dentil cornice. The ground-floor bays have pairs of cast-iron pilasters with classical detailing either side of wide openings and supporting cast-iron girders. The openings were originally flanked by large multi-pane wooden windows but this arrangement survives intact only in the central bay, others having been altered to incorporate varying modern shop fronts, some retaining the original upper windows. The large openings indicate that the building was probably originally intended to be used as cart sheds rather than solely as stabling. Due to the slope of the land, the northern elevation is expressed externally as a single-storey, detailed in the same manner as the upper storey of the south elevation. Two window openings towards the centre of the elevation have been converted into doorways opening onto a modern entrance platform. The upper storey of the west gable end has a central doorway flanked by paired windows and opening onto a raised brick platform reached from the horse ramp which curves round the west end of the building. At ground floor level is a small lean-to with sloping slate roof, originally the boiler house.

The eastern range is simpler with the side elevations having a continuous run of upper storey windows of the same pattern as the west range. This arrangement was repeated, with larger windows, on the ground floor but some windows have been converted into doors including a large carriage entrance. The northern elevation has low windows on the ground floor due to the slope of the land and a large arched entrance with blue engineering brick quoins at the west end. This was originally entered via a short horse ramp from the setted roadway on the embankment running along the north of the building but has now been re-modelled as steps.

INTERIOR The 1883 range has cast-iron columns with bell capitals, supporting brick jack arching on the ground floor and timber roof trusses on the upper floor. The original brick-paved floors survive on both floors. The western section of the first floor retains twelve horse stalls with iron doorposts and timber boxes below the iron grilles and rails. Some stalls retain their mangers and hay racks and the remains of the wooden ventilation shafts. The stalls were used for the resting of tired or lame horses and their existence probably accounts for the building becoming known as the 'Horse Hospital' although it was unlikely to have been used for veterinary purposes. No stable fittings survive on the ground floor.

The interior of the 1897 range is plainer with I-section stanchions supporting the brick jack arching. No stable fittings survive in this range.

SUBSIDIARY FEATURES The high boundary wall to Chalk Farm Road, north of the Horse Hospital, was built in 1854-6 to retain the fill deposited to raise the level of the Camden Goods Depot. The wall is of multi-coloured stock brick laid in English bond with broad brick piers and stone coping. The infill between the wall and the horse hospital is topped by a sloping roadway with stone setts and kerbs of stone sleeper blocks from the early days of the railway (the modern stalls which line the northern side of the roadway are not of special interest). At the west end of the building it joins the horse ramp which curves round the western end of the Horse Hospital and gave additional access to its upper storey. The horse ramp has brick retaining walls with stone copings and a stoned setted ramp. The curve to the east is a later realignment.

Appendix II - Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

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

Sections 16, 66 and 72(l) of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

[...] 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.

Similarly, section 66 of the above Act states that:

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

Similarly, section 72(l) of the above Act states that:

[...] with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

Local Policy

Include relevant policies from policy folder on the M Drive.

Regional Policy

The London Plan (March 2021)

In March 2021 the Mayor adopted The London Plan. This is operative as the Mayor's spatial development strategy and forms part of the development plan for Greater London. Policies pertaining to heritage include the following:

Policy HC1 Heritage Conservation and Growth

(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.

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (July 2021). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

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

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

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

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

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

and notes at paragraph 10:

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

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

195. 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.

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 197 of the NPPF identifies the following criteria in relation to this:

the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

c) the desirability of new development making a positive contribution to local character and distinctiveness

With regard to applications seeking to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), paragraph 198 states that:

...local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal.

With regard to potential 'harm' to the significance designated heritage asset, in paragraph 199 the framework states the following:

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

The Framework goes on to state at paragraph 200 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. Substantial harm to or loss of:

a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Where a proposed development will lead to 'substantial harm' to or total loss of significance of a designated heritage asset paragraph 201 of the NPPF states that:

...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:

a) the nature of the heritage asset prevents all reasonable uses of the site; and

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

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
d) the harm or loss is outweighed by the benefit of bringing the site back into use

With regard to 'less than substantial harm' to the significance of a designated heritage asset, paragraph 202 of the NPPF states the following:

202. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

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

203. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The Framework requires local planning authorities to look for opportunities for new development within conservation areas and world heritage sites and within the setting of heritage assets to enhance or better reveal their significance. Paragraph 206 states that:

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

Concerning conservation areas and world heritage sites it states, in paragraph 207, that:

Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 200 or less than substantial harm under paragraph 201, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Concerning enabling development, it states, in paragraph 208, that local authorities should:

assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

National Planning Practice Guidance

The National Planning Practice Guidance (NPPG) was published on 23 July 2019 to support the National Planning Policy Framework (NPPF) and the planning system. It includes particular guidance on matters relating to protecting the historic environment in the section: Conserving and Enhancing the Historic Environment.

The relevant guidance is as follows:

Paragraph 2: What is meant by the conservation and enhancement of the historic environment?

Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in every day use and as yet undiscovered, undesignated buried remains of archaeological interest.

In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so for those kinds of sites, periodic changes may not be necessary, though on-going management remains important. Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-making in respect of applications for planning permission and listed building consent

to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development. Heritage assets are either designated heritage assets or non-designated heritage assets.

Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified (noting that the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted), the aim then is to:

- capture and record the evidence of the asset's significance which is to be lost
- interpret its contribution to the understanding of our past; and
- make that publicly available (National Planning Policy Framework paragraph 199)

Paragraph 6: What is "significance"?

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

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

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

In legislation and designation criteria, the terms 'special architectural or historic interest' of a listed building and the 'national importance' of a scheduled monument are used to describe all or part of what, in planning terms, is referred to as the identified heritage asset's significance.

Paragraph 7: Why is 'significance' important in decision-taking?

Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.

Paragraph 13: What is the setting of a heritage asset and how should it be taken into account?

The setting of a heritage asset is defined in the Glossary of the National Planning Policy Framework.

All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent.

The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time.

When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.

Paragraph 15: What is the optimum viable use for a heritage asset and how is it taken into account in planning decisions?

The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation.

By their nature, some heritage assets have limited or even no economic end use. A scheduled monument in a rural area may preclude any use of the land other than as a pasture, whereas a listed building may potentially have a variety of alternative uses such as residential, commercial and leisure.

In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

It is important that any use is viable, not just for the owner, but also for the future conservation of the asset: a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes. The optimum viable use may not necessarily be the most economically viable one. Nor need it be the original use. However, if from a conservation point of view there is no real difference between alternative economically viable uses, then the choice of use is a decision for the owner, subject of course to obtaining any necessary consents.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, and provided the harm is minimised. The policy on addressing substantial and less than substantial harm is set out in paragraphs 199-203 of the National Planning Policy Framework.

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

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

Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (paragraphs 199-203) apply.

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

Whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings' significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting.

The National Planning Policy Framework confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). It also makes clear that any harm to a designated heritage asset requires clear and convincing justification and sets out certain assets in respect of which harm should be exceptional/wholly exceptional (see National Planning Policy Framework, paragraph 200).

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

The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal.

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation

Other Relevant Policy Documents

Historic England: Historic Environment Good Practice Advice in Planning (March 2015)

Historic England: Conservation Principles and Assessment (2008)