

Donald Insall Associates

Parkhurst Gardens, 65-69 Parkhurst Road, London, N7 0LJ

Historic Environment Report
for First Base

June 2014



Chartered Architects and Historic Building Consultants

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1.1 Introduction

Donald Insall Associates was commissioned in March by First Base to assist them in the preparation of proposals for the site at 65-69 Parkhurst Road.

The investigation has comprised historical research, using both archival and secondary material, and site inspections. An illustrated history of the site and its existing buildings, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the historical and architectural significance of the site and existing buildings, which is set out below. This understanding has informed the development of proposals for the site, by AHMM architects. Donald Insall Associates has worked together with AHMM to develop the proposals. Section 4 provides a justification of the scheme according to the relevant planning guidance.

The investigation and this report were undertaken by Hannah Parham and Ashleigh Murray.

1.2 The Site and its Current Legislative Status

The Territorial Army Centre that fronts Parkhurst Road was constructed 1963-5 to the design of Harold John Hugh Dicksee (1892-1972). There are also various related utilitarian buildings to the rear, including garages, a substation and a seniors changing and lavatory block. None of the buildings on site are listed and neither are they within a conservation area. However, the site does lie adjacent to the Hillmarton Conservation Area in Islington. The site is also in the vicinity of the Mercers Road/Tavistock Terrace Conservation Area to the north. The site forms part of the setting of the Hillmarton Conservation Area but does not have a direct relationship with any of the other conservation areas. The Hillmarton Conservation Area is a large conservation area and the part next to the site is an outlying 'island' offshoot, distinct from the main body of the conservation area.

The listed buildings closest to the site are a row of detached and semi-detached houses which are linked to form a terrace in the Mercers Road/Tavistock Terrace Conservation Area. These are located at 9-21 Tufnell Park Road, built c. 1840, and are listed at Grade-II. There are no other listed buildings near the site. However, there are several locally listed buildings to the west of the site: 35-43, 51-57 (odd) and 63 Parkhurst Road.

Development affecting the setting of conservation areas and heritage assets, such as listed buildings, requires justification in terms of the policies on the historic environment in the National Planning Policy Framework (NPPF). In the terms of the NPPF, a conservation area is a 'designated heritage asset'. The NPPF states that the public benefits of a proposal which affects a designated heritage asset should outweigh any harm caused to the significance of that asset. In addition, the NPPF states that local planning authorities should look for opportunities for new

development within the setting of conservation areas and heritage assets to enhance or better reveal their significance.

The relevant planning policy is included in Appendix I.

1.3 Assessment of Significance

The Territorial Army (TA) development at 65-69 Parkhurst Road was largely designed by Harold Dicksee (1892-1972) in 1963. The main Centre consists of three structures which are all connected and house a drill hall, rifle range, armoury, lecture rooms, stores, offices, messes and a residential flat for a caretaker. Other 20th century structures are also located on site, which consist of a garage block of lightweight construction, a prefabricated structure and a small brick sub-station. A large proportion of the site consists of hard standing.

None of the buildings on site are of architectural or historic interest. The front portion of the TA Centre faces Parkhurst Road and is the main section of the building that is visually present adjacent to the boundary of the Hillmarton Conservation Area. The front façade is poorly designed, with the use of low quality modern materials. It is of no significance and fails to make a positive contribution to the local character of the adjacent conservation area. All other structures on site are also poorly designed with low quality modern materials and are of no significance.

The significance of the Hillmarton Conservation Area overall is as a cohesive enclave of characterful 19th century residential development. In places, this coherence breaks down, however, and the built environment is more diverse, in particular towards the edges of the conservation area. The site on Parkhurst Road is one such instance of this more diverse character on the fringes of the conservation area, which is the likely reason why it was not included in the conservation area when it was originally designated by the London Borough of Islington. The built environment here is typical of 'ribbon development' in London, where surviving late Georgian and Victorian buildings are interspersed with denser Edwardian and 20th-century housing, some of which is social housing, and other commercial, community or institutional buildings such as the Territorial Army Centre.

1.4 Summary of Proposals and Justification

The proposals are for the demolition of the existing buildings on the site and the construction of three blocks of apartments, varying in height from four to six storeys. The proposals are shown in the AHMM drawings and Design & Access Statement which form the planning application.

The proposals are a revised version of a scheme submitted in December 2013 which feedback from officers, English Heritage and other stakeholders indicated was not likely to be granted planning permission. The proposals have been revised in light of design

workshops with and comments from these parties, in addition to feedback from the Design Review Panel of the London Borough of Islington, which reviewed the revised scheme in May 2014. The principal differences between the scheme of December 2013 and this revised scheme are: the removal of the basement car park, resulting in more pedestrianised space on the site; the redesign of Block F, which fronts Parkhurst Road and therefore has the greatest impact on the public realm and on the setting of the nearby locally listed buildings and conservation area; a reduction in scale and mass on all blocks, including Block F, which has been reduced from five storeys to four and separated from Block E, so that it reads as a standalone building of a scale appropriate to the neighbouring heritage assets.

The revised proposals are not only an improved version of the original scheme, but are also of sufficient quality in their own right to meet the criteria for sustainable development as defined by the *National Planning Policy Framework*. Similarly, they meet most of the objectives of the London Borough of Islington's local plans and policies and answer the concerns about the original scheme raised by, among others, English Heritage and the London Borough of Islington's Design Review Panel. For these reasons, the revised scheme should be granted planning permission.

2.1 Development of Holloway¹

Parkhurst Road is located in the southern part of Upper Holloway. Holloway, which includes Upper and Lower Holloway, was substantially developed during the 19th century. As the area is quite large, this analysis of the historical development of the area will focus around Parkhurst Road, with some reference to other areas where necessary.

By 1307 the Great North Road which ran through Islington had become known as the Holloway. In the mid-15th century it was home to copyholders and craftsmen and had several medieval inns. By the 17th century settlement was concentrated at three main junctions of the high road which consisted of 'Upper Holloway' at the upper end of Maiden Lane, near the later Junction Road and Archway tavern, 'Lower Holloway' at Roffe's Lane, and 'Ring Cross' at Tollington Farm. A map of the Parish of St Mary in Islington shows this general layout still in existence by 1817 [Plate 1]. From the 1820s the name Ring Cross was dropped and it merged with Lower Holloway, at a time when development began to pick up speed in the area.

The general division of Upper and Lower Holloway can be taken to be Camden Road which runs north-east to south-west (from Holloway Road to Camden), just south of Parkhurst Road. Camden Road appears to have been constructed after 1817 as it does not appear on the 1817 map [Plate 1]. A new road running from Camden Road to King's Cross was laid out in 1826 which stimulated some building growth in south-western part of Lower Holloway, although little of this was residential until the 1840s. On a map of 1841 the road is simply called 'New Road from Battle Bridge to Holloway', later to be named Caledonian Road [Plate 2]. This map shows that at this point the area below Camden Road and much of Parkhurst Road was undeveloped.

In the 1840s the Great Northern Railway line was constructed which passed under a tunnel as it passed through part of Lower Holloway, but came out to the surface close to the junction of North Road and Caledonian Road [Plate 3-4]. The area to the west of Caledonian Road was further developed with the construction of the Metropolitan Cattle Market which opened in 1855 [Plate 4]. The market closed in 1939 and some of the area was built over with housing in c. 1967, leaving open space around the original market tower and south of Market Road.

The map of 1853 shows that at this time there was linear housing development along Camden Road and Parkhurst Road, with the area between Camden Road and the Market laying largely open and undeveloped [Plate 4]. This remaining open land north of the market was mainly built over in the 1860s and early 1870s. Penn Road, with St. Luke's Church to the west and the houses behind Camden Road, was built in the 1860s, as was the south-west side of Hillmarton Road. The angle between Hillmarton Road and Caledonian Road was filled a little later. Hungerford Road was partially built up by 1862, from either

¹ Information taken from Baker, T F T, Elrington, C R, A History of the County of Middlesex: Volume 8: Islington and Stoke Newington Parishes, London: 1985

end, and more houses there were leased in 1873. These houses were generally substantial terraced, semi-detached and detached buildings which were influenced by their proximity to Tufnell Park.

To the north of Camden Road the Tufnell estate had plans for a park, Tufnell Park, with two roads, Carleton and Tufnell Park Roads, which were to be lined with villas [Plate 4]. By 1853 only a few houses had been built (for example near the junction of Carleton Road and Holloway Road) and the scheme for the park was eventually abandoned. Most of the area was gradually laid out; building began in the 1850s and took place for the next 30 to 40 years. By 1886 Carleton Road was lined with detached and semi-detached houses.

In Upper Holloway, by the 1740s houses stood on both sides of the high road at the junction with the original Maiden Lane. Houses were also present in Lower Holloway at the junction with Roffe's Lane, with a few more at the three-mile stone, approximately at the later Camden Road junction. Similar to Lower Holloway, little change occurred in the settlement of the pattern until the 1820s when development began to increase.

Development in the early 19th century was first concentrated in the area to the east of Holloway Road [Plate 2]. The western part of Upper Holloway was fairly free of building and so the Corporation of London bought c. 10 a. for a cemetery during the cholera epidemic of 1832. In 1848 they held 27 a. on the north side of Camden Road, near the junction of Parkhurst Road. A prison was erected on this site between 1848 and 1852. It was designed by James Bunstone Bunning who was also the architect of the Metropolitan Cattle Market. Holloway Prison was noted for its front and gateway, a copy of Warwick Castle. It was used only for women from c. 1903 and became well known for the imprisonment of suffragettes and also for internments during the Second World War. The prison was rebuilt over several years from 1972 to provide medical and psychiatric facilities for the whole women's prison service. This eventually led to the demolition of the Gothic gateway, despite widespread protests.

There was an increase in building in Upper Holloway in the 1840s. Much was concentrated to the east, particularly around Hanley Road, Hornsey Road and Tollington Park, but houses were also being built in roads leading off Holloway Road to the west, between Parkhurst Road and Camden Road, and at the east end of Tufnell Park Road [Plate 3]. Building at this time was still fairly scattered and many of the houses were detached villas with spacious grounds.

Denser building occurred in the 1850s, particularly to the east of Holloway Road, where in 1851 110 houses were in construction as opposed to 18 on the western side. Land societies bought much land in the area, particularly to the east of Holloway Road, and developed estates; examples are the St Pancras, Marylebone and Paddington Freehold Land Society, who bought land to the east of Hornsey Road, and the National Freehold Land Society, who purchased land north of

Hanley Road. These estates were being developed with much open space between them and building was far from rapid or consistent, even where a street pattern had been laid down. Many of the streets which began in the 1850s were not completed until the 1870s or 1880s, and in the 1890s early villas were replaced by terraces.

Tradesmen and craftsmen had lived along Holloway Road since it was first recorded and became particularly prominent along the east side with the wave of building. Towards the end of the 19th century the stretch of Holloway Road north-west of the G.N.R line became an important shopping area. There were some substantial retail premises on the east side, which included a linendrapers, tailors, house furnishers and fancy drapers. The west side of the street remained mainly residential from Loraine Place to Mercers Road, which includes Parkhurst Road. In 1902 there was a concentration of doctors and dentists between Camden Road and Parkhurst Road.

By the early 20th century there was much overcrowding in both Upper and Lower Holloway, although the east of Upper Holloway was particularly bad with 1.75 people to a room in Whadcoat Road (now built over), Playford Road and Poole Park in 1929. This resulted in a wave of local authority housing developments from the 1920s which resulted in the demolition of many 19th century buildings. By 1967 the borough had 27 estates of 20 or more dwellings in the area, with 12 more in progress, and the G.L.C. owned five estates and four housing schemes and sites.

2.2 Parkhurst Road

Development of Parkhurst Road appears to have begun c. 1840, as depicted on a map of the parish of St Mary from 1841 [Plate 5]. This shows a group of four semi-detached buildings on the north side of the street, with two pairs located to the south. The street, at this time, formed part of the Seven Sisters Road which extends to the east, across Holloway Road, although the name Park Road is labelled to the south of the street. The street was renamed Parkhurst Road in 1876.²

A map of 1848 shows the development of the street in the 1840s more clearly, where individual plots are marked out [Plate 6]. Development continued and by 1859 a long terrace, seven semi-detached houses and two detached dwellings were depicted on the north side of the street [Plate 7]. On the south side were two shorter terraces (separated by William Street), six semi-detached houses and a group of three attached buildings. The more southern terrace included the Prince Edward Public House which still operates today.

Development was very much centred on the middle section of the road, although Holloway Prison was present to the west from c. 1850. The 1871 Ordnance Survey map shows that not much development took place on Parkhurst Road during the 1860s, the area to the west, in particular, being largely undeveloped [Plate 8]. A spate of building had taken place by the late 1880s. A map from 1888 shows the addition of several rows of terraced houses to the west and a single terraced row to the east [Plate 9]. The main area of open space only existed to the east

11. Parkhurst Road in 1910 looking westwards from near to Holloway Road (ILHC)



where the back gardens of houses fronting Holloway Road lay. Parkhurst Road underwent a lot of change in the 20th century with the demolition of many Victorian buildings and the construction of several local authority apartment blocks. The earliest council development was Parkhurst Court which was built by 1936. Most local authority developments took place in the 1960s and 70s which included: Hilton House 1964, Fairweather House 1966, Barnesbury House 1967-8, McMorran House 1968, Bunning House 1970, Crayford House 1970, Holbrooke Court 1974 and Whitby Court 1975.³

2.3 65-69 Parkhurst Road

2.3.1 Nineteenth Century

Originally, there were three houses located at 65-69 Parkhurst Road, which consisted of a detached building and a pair of semi-detached villas. These were eventually demolished in the 20th century to make way for the Territorial Army development.

65-69 Parkhurst Road is located on the north side of Parkhurst Gardens. Development on this site may be depicted in the map of 1841 as some structures are illustrated in the area. However, the location of these buildings is unclear and it appears to be more of a general indication of development rather than a precise depiction [Plate 5]. A pair of semi-detached buildings is shown on the site by 1848, as shown by the red circle on Plate 6.

In 1859 this pair is depicted to the east of a large detached house. This large house is presumably 63 Parkhurst Road which stands next to the site today. 65 Parkhurst Road, which would have been located between 63 Parkhurst Road and the semi-detached pair, does not appear to have been constructed by this date as it is not shown on any maps.

The Ordnance Survey Map of 1871 is the first map to illustrate the detached structure at 65 Parkhurst Road, which suggests that it was built during the 1860s [Plate 8 & 10]. Although not as big as 63 Parkhurst Road, it was larger than the individual semi-detached buildings. It was shown as having a flight of stairs to the front, with quite a substantial closet wing to the rear with a flight of steps running along next to it [Plate 10].

The OS map also shows the layout of the semi-detached pair. These were designed in a similar size and fashion to others on the street, with a flight of steps providing access to the entrance doors (located in the outer bays of each house) and closet wings to the rear (located in the centre of the overall rear elevation). Small flights of steps appear to run along the rear elevations, presumably providing access from ground floor level to the rear garden.

A road is shown running north-westwards between numbers 63 and 65 Parkhurst Road. This appears to lead to a network of small lanes which also appear to be connected with Tufnell Park Road. Areas of grassland

³ Ibid

and trees are between these lanes and a handful of small structures can be seen north-west of 63 Parkhurst Road.

2.3.2 Early Twentieth Century

A photograph taken of Parkhurst Road in 1910 shows the general character of the road at this time [Plate 11]. The photograph has been taken near Holloway Road, looking westwards down Parkhurst Road. It shows that it was very much a residential area, with houses of varying scale and date. A row of late-19th-century terraced houses is shown in the foreground of the photograph, to the right, whilst semi-detached villas with hipped roofs are visible in the background. 65-69 Parkhurst Road are hidden behind trees in the centre of the photograph but a general idea of their design can be ascertained from the houses more visible to the right. Other historic photographs of the street show a terrace on the south side of the road in 1945 which has now been demolished [Plate 12] and also the appearance of 35-43 Parkhurst Road in 1977 [Plate 13].

After the Second World War, bomb damage maps were produced to show the degree of damage caused by enemy action. The map used to show the levels of damage in the Holloway area illustrates that both 65 and 67 Parkhurst Road survived the war but had been altered by extensions including an extension to the closet wing of number 65 and the infilling of the space to the west of the closet wing to the rear of number 67 [Plate 14]. This map also shows that the land north of these buildings, which had previously been occupied by a series of lanes and grassland, now contained tennis courts and any previous structures on the land appear to have been removed.

The bomb damage map shows that during WWII the three houses at 65-69 Parkhurst Road experienced general blast damage that was not structural. This was the general affect across most of Parkhurst Road.

A building act case file held by the London Metropolitan Archives contains a planning application that was submitted in 1939 for the demolition of 61-69 Parkhurst Road so that two new blocks of flats could be constructed in their place. This application was then altered to include 59 Parkhurst Road on the western side and to exclude 69 Parkhurst Road to the east so that the block could form a better angle with the road. However, a letter dated the 21st April 1939 stated that the application should remain dormant as there was a possibility of the land being acquired by the War Office.

2.3.3 Territorial Army Development

As explained in section 2.3.2, it was clear that the War Office was considering buying the land by 1939. The building case file held by Islington Council, which contains planning information relating to the site, does not have any information relating to development on site during the 1940s and 1950s. Nevertheless, a 1952 Ordnance survey map reveals that, by this point, the site had been developed for the

Territorial Army Centre [Plate 15]. Several buildings were built and the pair of semi-detached villas fronting Parkhurst Road had been demolished. However, the detached building at 65 Parkhurst Road still remained.

The building case file holds information relating to development of the site in the 1960s. It reveals that in 1962 the Territorial Army planned to rebuild the centre. This involved the demolition of all existing buildings on site, besides a block of garages. The main new building was to comprise a three storey structure fronting Parkhurst Road with a two and part one block stretching to the rear. This was to contain a drill hall, rifle range, armoury, lecture rooms, stores, offices, messes and a residential flat for a caretaker. The rest of the site was to contain three single storey structures which consisted of the existing garages, another new garage block and a structure for the use of the Air Training Corps. The architect for the redevelopment was Harold John Hugh Dicksee (1892-1972). The Council were not entirely pleased with the designs and considered them to be of very low architectural standard. Revised drawings were submitted in 1963 and although these were also thought to be of a low architectural standard they were considered sufficient improvement for consent to be granted. The War Office had also specified that the new garage, training shed and training workshops were to be of dismountable construction with corrugated aluminium sheeting for the walls and asbestos roofing. The Air Training Corps hut was to be of standard prefabricated timber construction.

Demolition of the structures on site and rebuilding took place between 1963 and 1965. Existing and proposed drawings from this period of redevelopment have not been kept by Islington but it is presumed that 65 Parkhurst Road was demolished at this time to allow for the construction of the three-storey building fronting Parkhurst Road.

2.3.4 Planning History

The following planning history has been obtained from Islington Council's website:

- *960851*
Demolition of existing perimeter buildings on the west and south boundaries and construction of a single storey building for training, stores and garaging purposes and a 2-storey cadet/caretaker block.

Decision: Observations to adjoining borough – comments
15/07/1996

- *P060343*
Removal of existing buildings to rear of the site and construction of new centrally located garage/training/cadet block. Re-facing of and re-fenestration of the 'front' elevation onto Parkhurst Road of the main building together with re-landscaping of forecourt. Formation of vehicle parking areas to rear.

Decision: Approved with conditions 13/04/2006

This scheme was not implemented.

- *P122481*
Construction of single storey cadet centre.

Decision: Approved with conditions 19/03/2013

This is a new building that sits on the site of two earlier blocks. Located on land that is still in the ownership of the Ministry of Defence, it was finished by February 2014.

2.3.5 Harold John Hugh Dicksee (1892-1972)

A genealogy website reveals that Harold Dicksee (1892-1972) was born in London on the 10th July 1892. He married Victoria Dicksee (at an unknown date) and they had two children; Ruth in 1922 and John in 1925.⁴ Dicksee does not have an entry in the Oxford Dictionary of National Biography and neither does The Royal Institute of British Architects (RIBA) hold a biographical file relating to his life or works.

However, the RIBA retains a large collection of drawings by Dicksee (including those for 65-69 Parkhurst Road) which reveal the style and character of his work.⁵ In the early 20th century he produced numerous studies for different types of structures, including a triumphal arch, a country house, a timber frame pavilion in a public park, a group of stone cottages, a Byzantine mausoleum and a market hall. Works at this time (presumably repairs or alterations) relate to Cloisters at New College Oxford (1912), a south doorway in Iffley, Oxford (1912), west window in All Saint's Church in Maidstone (1911), Hampton Court Palace in Richmond (1911) and St Martin's Church in Ruislip (1912).

Dicksee appears to have become involved with war related structures by the late 1930s and was probably employed directly by the War Office. Designs held by RIBA include the headquarters for number 29 Group Coy first Div. R.A.S.C.t.a in Tower Hamlets (c.1938-1939), a jubilee and war memorial for Saint Luke's Church in Camden (c. 1949-1950), a RIBA war memorial (unknown date), Married Officers Quarters, Holly Hedge House, Lewisham (c.1950) and a Territorial Army Centre at Duke of York's Headquarters in Kensington and Chelsea (c.1951-1952).

2.4 Plate List

1. The Parish of St Mary Islington, 1817 (ILHC)
2. The Parish St Mary Islington, 1841 (ILHC)
3. Map by James Wyld, 1848 (ILHC)
4. The Parish of St Mary Islington, 1853 (ILHC)
5. Close up of The Parish of St Mary Islington map of 1841 (ILHC)
6. Close up of map by James Wyld, 1848-9 (LMA)

⁴ <http://www.geni.com/people/Harold-Dicksee/6000000018633717698>

⁵ <http://riba.sirsidynix.net.uk/uhtbin/webcat>

7. Close up of a map of 1859 (ILHC)
8. Ordnance Survey Map 1871-3 (Promap)
9. Map of 1888, GW Bacon (LMA)
10. Close up of OS Map 1871-3 (ILHC)
11. Parkhurst Road in 1910 looking westwards from near to Holloway Road (ILHC)
12. Terrace now demolished on Parkhurst Road, with Williamson Street to the right, 1945 (ILHC)
13. 35-43 Parkhurst Road, 1977 (ILHC)
14. Bomb Damage Map 1939-1945
15. Ordnance Survey Map 1952 (ILHC)
16. Portion of Holbrooke House to the east of 65-69 Parkhurst Road (DIA, 2014)
17. Buildings to the west of 65-69 Parkhurst Road with 63 Parkhurst Road in the righthand foreground (DIA, 2014)
18. Large local authority development opposite 65-69 Parkhurst Road (DIA, 2014)
19. Front elevation of TA Centre (DIA, 2014)
20. Rear elevation of building fronting Parkhurst Road (DIA, 2014)
21. Drill Hall (DIA, 2014)
22. Two-Storey building connected to Drill Hall (DIA, 2014)
23. Rear of Drill Hall & 2-Storey Building (DIA, 2014)
24. The Site showing large areas of hardstanding (DIA, 2014)

25. Newly Constructed Building - not part of the site (DIA, 2014)
26. Sub-station (DAI, 2014)
27. Prefabricated Building (DIA, 2014)
28. Garage Block (DIA, 2014)

2.5 Sources

London Metropolitan Archives (LMA)

Maps Collection

Plans (Building Act Case Files)

Islington Local History Centre (ILHC)

Maps Collection

Historic Photographs

Islington Council

61-69 Parkhurst Road, Building Case File

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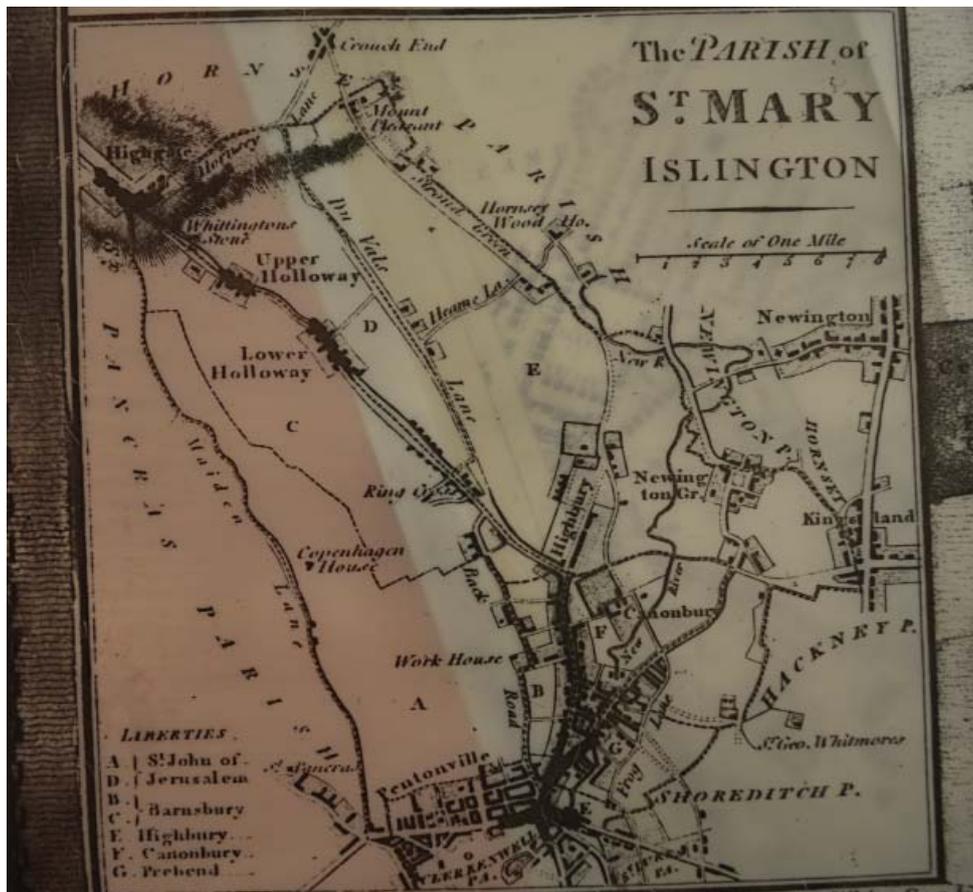


Plate 1. The Parish of St Mary Islington 1817 (ILHC)



Plate 2. The Parish of St Mary Islington 1841 (ILHC)



Plate 3. Wyld 1848 (ILHC)



Plate 4. The Parish of St Mary Islington 1853 (ILHC)



Plate 5. Close up of The Parish of St Mary Islington 1841 (ILHC)



Plate 6. Map by James Wyld, 1848-9 1841 (ILMA)



Plate 7. Close up of a map of 1859 (ILHC)



Plate 8. Ordnance Survey Map 1871-3 (Promap)



Plate 9. Map of 1888, GW Bacon (LMA)

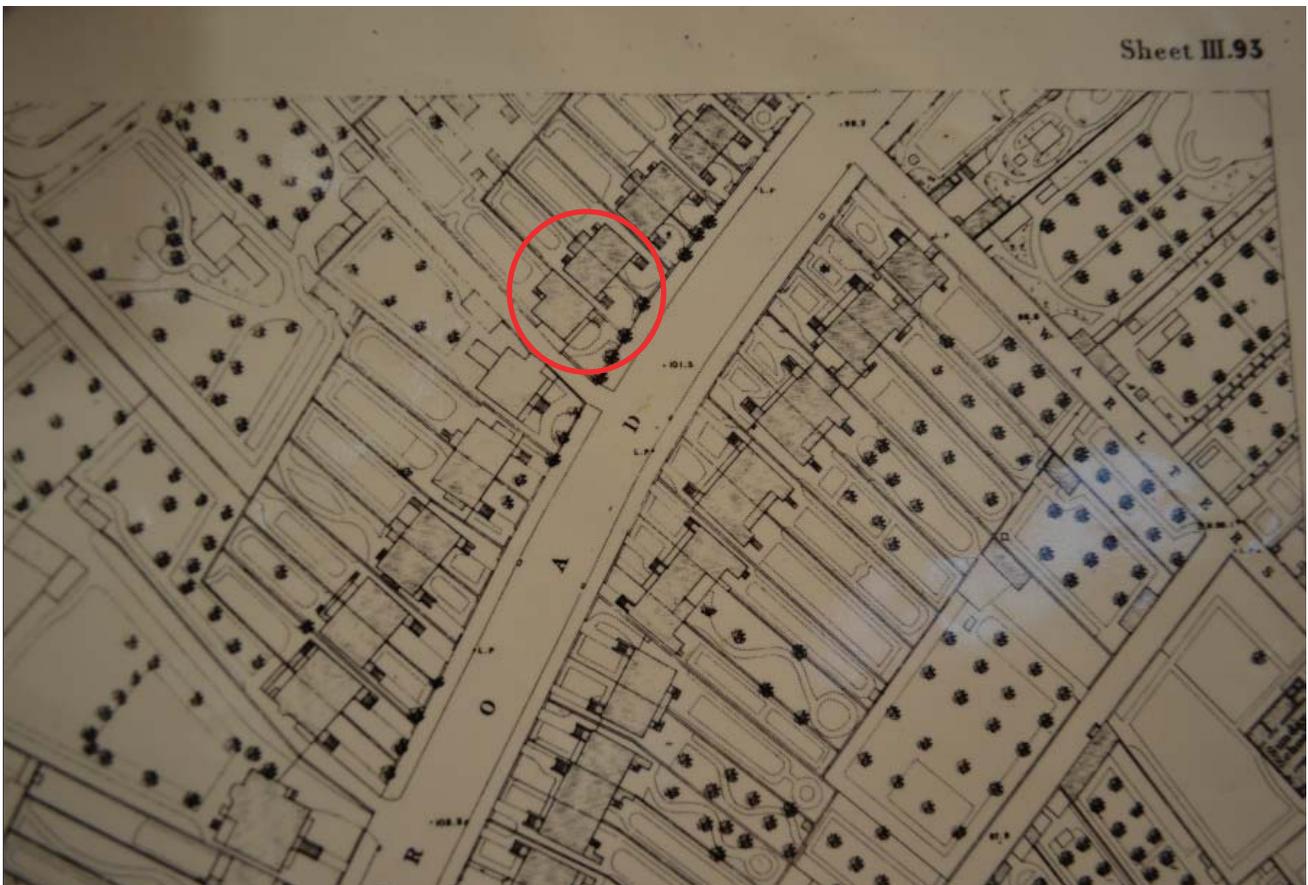


Plate 10. 1871-3 Ordnance Survey Map (ILHC)



Plate 12. Terrace now demolished on Parkhurst Road, with Williamson Street to the right, 1945 (ILHC)



Plate 13. 35-43 Parkhurst Road, 1977 (ILHC)

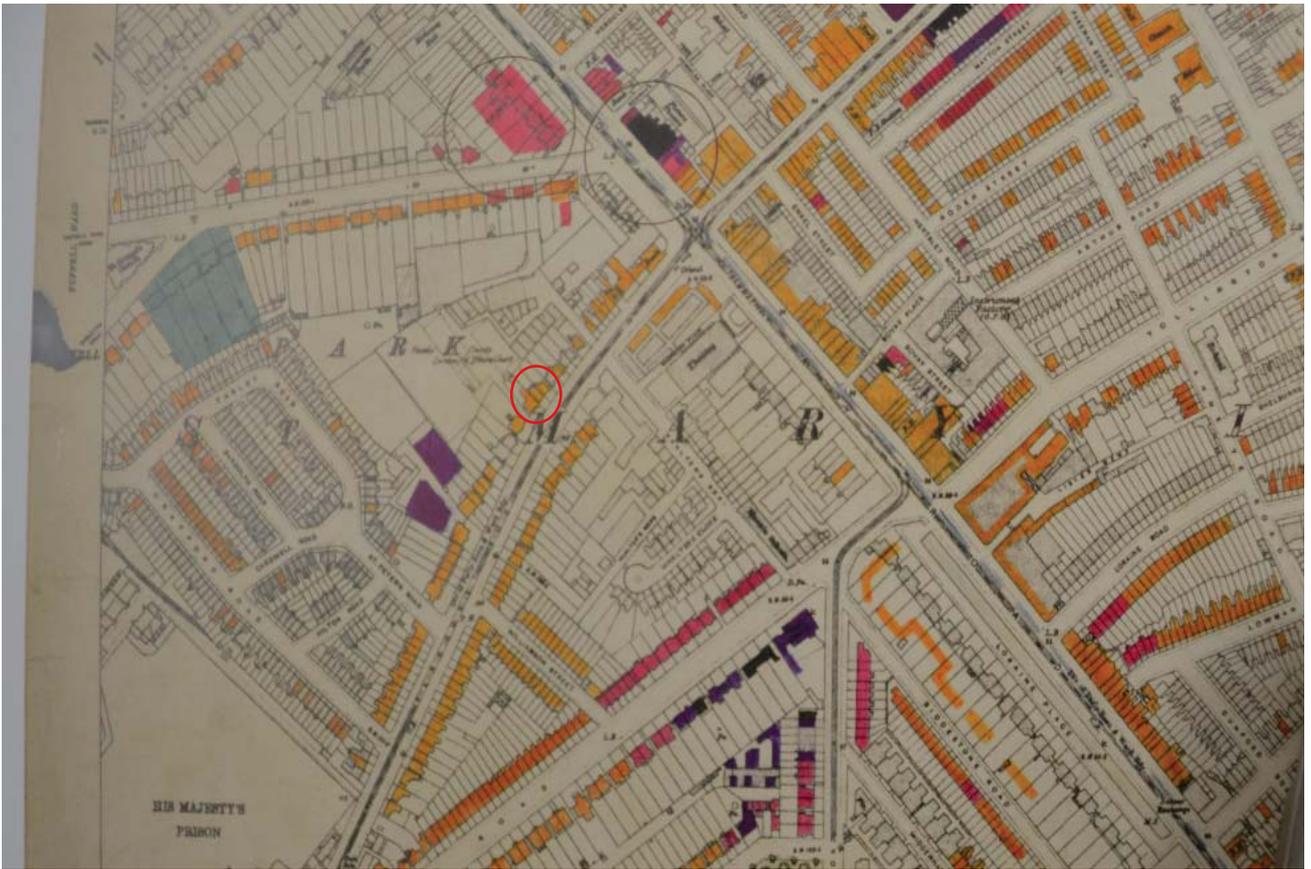


Plate 14. Bomb Damage Map 1939-45

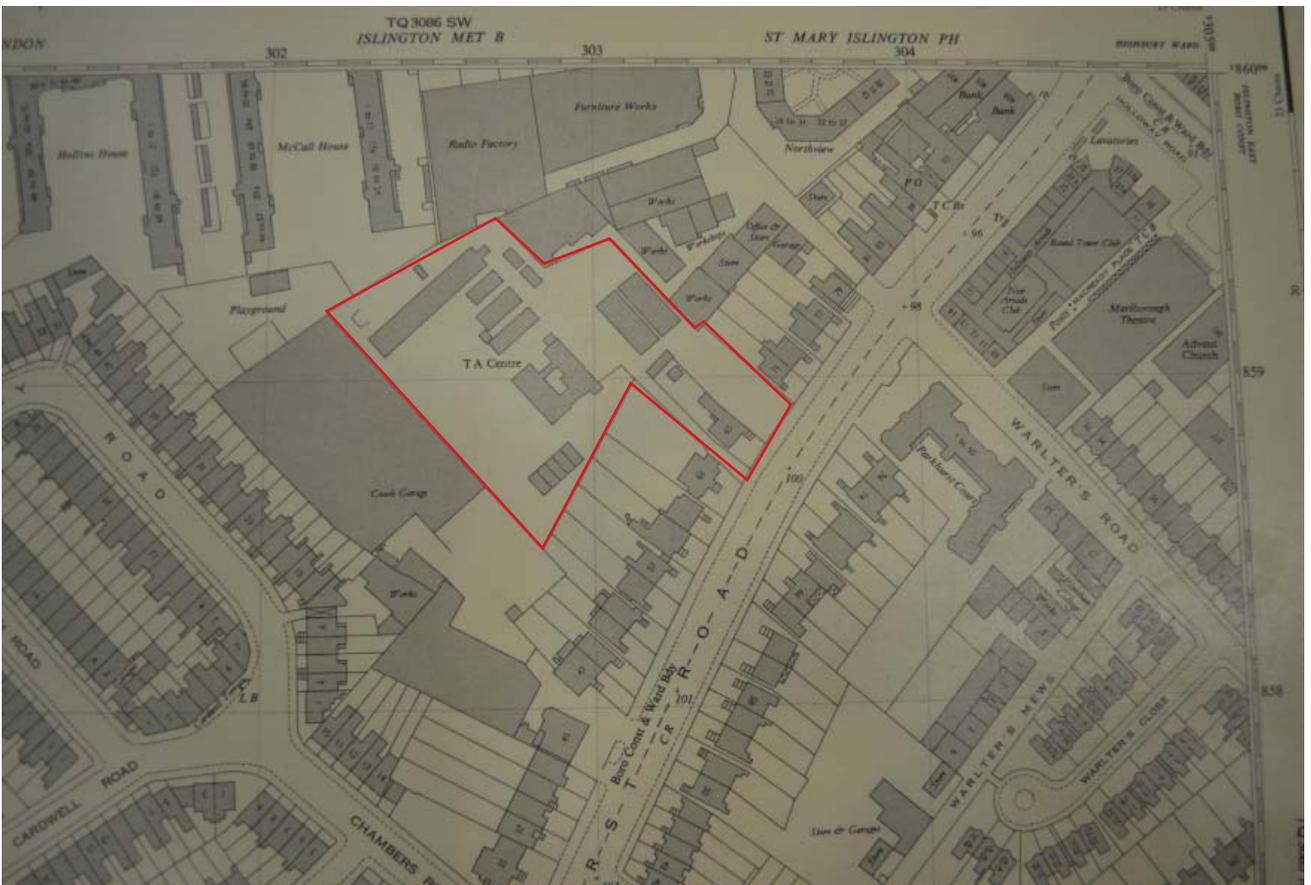


Plate 15. 1952 Ordnance Survey Map (ILHC)

Site Survey Descriptions



Plate 16. Portion of Holbrooke House to the east of 65-69 Parkhurst Road (DIA, 2014)



Plate 17. Buildings to the west of 65-69 Parkhurst Road with 63 Parkhurst Road in the righthand foreground (DIA, 2014)



Plate 18. Large local authority development opposite 65-69 Parkhurst Road (DIA, 2014)



Plate 19. Front elevation of TA Centre (DIA, 2014)

3.1 Setting

3.1.1 General

The area was first developed for housing between the 1840s and 1880s, either with pairs of three- and four-storey semi-detached villas or as terraces, some in small groups.

Today, the character of the area is varied, with the busy commercial character of Holloway Road and the motley residential character of Parkhurst Road contrasting strongly with the more cohesive surviving pockets of 19th century residential development on Tufnell Park Road and Tabley Road to the north west of the site and Penn Hill, Beacon Hill and Hungerford Road to the south.

3.1.2 Parkhurst Road

Parkhurst Road stretches between Holloway Road in the north-east and Camden Road in the south-east. Although the street does not run in a straight line from east to west, for ease of explanation, the more northern side of the road will simply be referred to as the north side and the more southern will be called the south side.

Parkhurst Road has an extremely diverse character, which is dominated by 20th century medium-rise residential developments. In between these developments are a few surviving examples of mid-19th-century villas, semi-detached houses and terraces, some of which have been locally listed by Islington Council: numbers 35-43, 51-57 and 63 (odd), and the Prince Edward Public House lie within a section of the Hillmarton Conservation Area.

At the eastern end of Parkhurst Road, at the junction with Holloway Road, is the locally-listed Barclays Bank which fronts Holloway Road. This building is Queen-Anne in style and is of red brick with stone strapwork. Opposite, on the southern side of Parkhurst Road, is a large 7-storey late-20th-century commercial building which also fronts Holloway Road. To the rear of the bank are numbers 81-93 Parkhurst Road which comprise a short terrace of late-19th-century brick-built houses, most of which bay windows; several have been adapted for commercial use.

On the south side, Parkhurst Court sits at the north-west corner of Warlters Road, where it meets with Parkhurst Road. This is a 5-storey local authority apartment block dating from the early 20th century. Opposite this, on the north side, lies a part of the Holbrooke Court development which fronts Parkhurst Road [Plate 16]. This is a 1970s gated local authority estate which comprises three blocks of 3- and 4-storey apartment blocks, the rear blocks have projecting staircases. The estate stretches back from Parkhurst Road towards Tufnell Park Road.



Plate 20. Rear elevation of building fronting Parkhurst Road (DIA, 2014)

To the west of Holbrooke Court is 65-69 Parkhurst Road, the 4-storey 1960s Territorial Army Building. Adjacent is number 63, a detached villa dating from the 1840s. It is brick built with a slated hipped roof, with a central porch with arched opening supported by Doric columns and brick piers. The corners of the house are decorated with Corinthian stucco pilasters [Plate 17].

Numbers 59 and 61 are not locally-listed as they are a much-altered pair of mid-19th century semi-detached houses [Plate 17]. Numbers 51-57 are 2-storey semi-detached houses over basements with slated hipped roofs [Plate 17]. Numbers 55 to 63 are in stock brick, while 47 to 53 are finished in stucco. Some have undergone alterations such as roof and side extensions. The entrance to a gated residential development is to the west of number 47. This estate was built in the 1990s in a neo-vernacular style. It is brick-built and is tucked away and arranged in a cul-de sac.



Plate 21. Drill Hall (DIA, 2014)

In the central stretch of Parkhurst Road lie numbers 35-43, which are mid-19th century terraced houses. The houses are 3-storey plus basements and are of London stock brick. Two at the centre have Doric porches and are stuccoed at ground floor and basement. Number 45 is a modern facsimile.

Across from 65-69 Parkhurst Road, the centre of the south side of Parkhurst Road is taken up by a large post war local authority development which spans the length of the road from Parkhurst Court in the east to Williamson Street in the west [Plate 18]. It consists of three long blocks which are separated by narrow gaps. These are 4-storey brick structures with balconies at first floor level and a projecting bay spanning the whole width of the building at ground floor level.



Plate 22. Two-Storey building connected to Drill Hall (DIA, 2014)

To the west of these, a row of mid-19th-century terraced houses survive at 32-28 Parkhurst Road, which include the locally listed Prince Edward Public House. These are 3-storey brick built houses with stucco decoration to surrounds of windows and doors. The outer buildings have pediments above window at first floor level.

Further down the street, is the City of London's Holloway Estate which comprises 180 flats, maisonettes and houses. The estate spans across both sides of Parkhurst Road and stretches into the hinterlands between Camden Road and Cardwell Terrace. The estate includes Whitby House on the south side and Fairweather House on the west. Fairweather House comprises three blocks which are set at an angle from the street and are staggered. Whitby House is set back from Parkhurst Road and presents a number of back gardens to the street.

On the south side of Parkhurst Road is the 1970s Williamson Street Estate, which incorporates the Williamson Street Community Centre. Flanking the Community Centre are Penrhos House and Vaynor House, two four-storey brick-built blocks which are set on blank podiums. The estate stretches south towards Camden Road and contains 2-storey maisonettes.



Plate 23. Rear of Drill Hall and Two-Storey building (DIA, 2014)



Plate 24. The Site showing large areas of hardstanding (DIA, 2014)



Plate 25. Newly Constructed Building - not part of the site (DIA, 2014)

At the south-west angle of Parkhurst Road lies Camden Road New Church (now Islington Arts Factory), which is located in the southern section of the Hillmarton Conservation Area. This has been designated as a local landmark despite its truncated spire. A small Art Deco canopy covers what is now a small car dealership at the very tip of the street.

Holloway Prison lies at the very western end of Parkhurst Road and stretches across the top section of Camden Road. This large complex is set back from the street and mostly presents blank modern façades and low walls to the street.

3.2 The Existing Buildings

3.2.1 Front Elevation

The front elevation of the Territory Army Centre fronts Parkhurst Road. It consists of a 3-storey, seven-bay wide, multi-coloured brick façade with white painted casement windows [Plate 19]. The roof is hidden behind a parapet but brick chimney stacks are visible at both ends of the building. The main entrance to the building was originally located at ground floor level. This entrance has now been blocked up with the removal of the door and the insertion of a window and brick infill. Some original features do still survive including the stone surround and a stone plaque above with the letters 'TA' inscribed. The land to the front of the building is covered with concrete paving stones and the site is surrounded by a low brick wall with a tall black painted metal railing above. To the west of the building is a road that provides access to the rear of the remainder of the site.

3.2.2 Rear Elevation

The main 3-storey building is two bays deep with a range of structures connected to the rear. These are in a variety of heights, including a 3-storey closet wing type structure with a chimney stack, two 2-storey structures and a single storey structure [Plate 20]. These are all of multi-coloured brick construction with flat roofs, white painted vertical casement windows and flush, brown painted doors at ground floor level.

A flight of steps runs along the side of the 1-storey structure with a plain metal handrail to meet with a small door. The rear elevation of the main building is mostly concealed but a two bay wide section with casement windows is visible to the west, above a flat roofed 2-storey structure. On the flat roof of this 2-storey structure is a small pitched timber structure and a metal fire escape staircase that reaches the parapet of the main building.

Extending adjacent from the rear is a drill hall with a pitched roof [Plate 21]. It is a large single storey multi-coloured brick building with horizontal casement windows located high above ground level. A pair of tall grey painted timber double doors with glass inserts at upper levels provides external access to the hall to the south of its western elevation. Access to the drill hall is also possible internally through buildings positioned north and south.



Plate 26. Sub-station (DIA, 2014)



Plate 27. Prefabricated building (DIA, 2014)



Plate 28. Garage block (DIA, 2014)

Connected the drill hall, extending further back into the site, is a large, 2-storey building, ten bays wide with a pitched roof [Plate 22]. This too is of multi-coloured brick construction with white painted casement windows. At ground floor level are three sets of grey painted double doors (with overlights divided vertically into three sections) spaced evenly apart. This building is about two bays wide in depth. To its rear, on the north-east corner, an additional 1-bay section juts out with a pitched roof that is adjacent to the main roof line. This is also of brick construction with white painted casement windows. A door at ground floor level is located on the northern façade and is surrounded by a plain brick door surround. A smaller single storey structure is located to the east which connects with other additional structures.

To the rear of both the drill hall and the 2-storey building is a two storey section which stretches most of the length of both buildings [Plate 23]. It is of brick construction with white painted casement windows at ground floor level. First floor level does not contain any windows and is simply of plain brick construction.

3.2.3 The Site

The rest of the site is quite large but mainly consists of hard standing. The site is bounded by a brick wall surmounted by metal railings in most areas [Plate 24]. A newly constructed single storey building with a pitched roof is positioned near the southern boundary of the site [Plate 25]. It is located on land still in the ownership of the War Office so is separated from the main site by a brick wall with railings. Access to this building is via the road that runs along north-west of the main centre from Parkhurst Road.

There a handful of buildings on site which include a sub-station, a prefabricated building and garages.

The sub-station is a small modern multi-coloured rectangular brick structure with a flat roof located to the east of the site [Plate 26].

The prefabricated building is a poorly constructed small grey colour building with a flat roof and metal casement windows located to the north west of the main centre [Plate 27].

The garage structure is positioned along the west boundary wall and is divided into seven bays [Plate 28]. It has a pitched roof and is of lightweight construction with tall timber double doors with upper glazed panels, each serving a garage bay. To the south of the garages is a very small rectangular brick petrol store with an old petrol pump to the front.

4.1 Description of the Proposals and Impact on the Historic Environment

4.1.1 Generally

The proposals are for the demolition of the existing buildings on the site and the construction of three blocks of apartments, varying in height from four to six storeys. The proposals are shown in the AHMM drawings and Design & Access Statement which form the planning application.

4.1.2 Previous scheme

The proposals are a revised version of a scheme submitted in December 2013 which feedback from officers, English Heritage and other stakeholders indicated was not likely to be granted planning permission. The proposals have been revised in light of workshops with and comments from these parties, in addition to feedback from the Design Review Panel of the London Borough of Islington, which reviewed the revised scheme in May 2014.

The principal differences between the scheme of December 2013 and this revised scheme are as follows:

- the removal of the basement car park. This has given more pedestrianised space to the site and has improved the overall landscape design of the proposed site. It has also removed the need for vehicular entry into some of the blocks, which has improved the quality of their design.
- the redesign of Block F, which fronts Parkhurst Road and therefore has the greatest impact on the public realm and on the setting of the nearby locally listed buildings and conservation area. Because this is the principal aspect of the development which affects heritage assets, namely the adjacent conservation area and locally listed buildings, the revised design of Block F is discussed in more detail below. The original scheme was for a five storey brick block of flats, with a set-back upper storey, connected to Block E at the rear. The building had inset corner balconies with glass balustrades and rectangular windows in an irregular pattern of fenestration.
- a reduction in scale and mass on all blocks. The tallest building on the site is now six, rather than seven storeys, and the extent of the upper storeys has been reduced on all the blocks. The set-backs are now more pronounced and the scale and massing of the development has thus been considerably reduced. The number of dwellings has been reduced from 150 to 112.

The development of the vast majority of the site does not have an impact on the historic environment. Blocks A-D and most of Block E are not visible from the public realm in any part of the adjacent conservation areas, nor do they impact on the setting of the listed houses on

Tufnell Park Road. The townscape assessment by the Peter Stewart Consultancy shows that neither this scheme, nor the previous proposal, is visible in views of from Tufnell Park Road, given the distance from the site to the listed houses. Block F and the southernmost part of Block E, however, are visible in views into the conservation area, along Parkhurst Road. They are also adjacent to the locally listed buildings at 35-43, 51-57 and 63 Parkhurst Road. The scale, mass and design of Block F and, to a lesser extent, Block E, therefore, are the principal aspect of the proposals that this report describes and analyses.

The wider townscape impact of the proposals is discussed separately in a report by the Peter Stewart Consultancy and it is not intended to repeat that analysis here.

4.1.3 Blocks F and the southernmost part of Block E

The design of Block F follows, in a contemporary idiom, the model of a row of terraced houses. Such houses are typical in the conservation area, as indeed more generally in North London. While the adjacent locally listed buildings are villas or semi-detached villas of the 1840s, the Victorian development of Parkhurst Road and its surrounding streets also included terraces of three or four storeys of a few decades later [plates 12 and 13], some of which have since been demolished. The model of terraced housing is thus an appropriate contextual one for a new building on this site, and one that has been informed by the historic context of the site.

The proposed design for Block F has four storeys, three of which are in stock brick and form the principal mass of the building, the upper of which is clad in metal and set back on three sides (the Parkhurst Road-facing elevation and the two side elevations). The brick forms a rusticated pattern at ground floor level and is perforated along the raised parapet. While these details are not historically accurate – the design is not intended to be a faithful copy of a historic terrace – the idea of treating these components of the block differently is inspired by the detailing of historic terraced housing, where a ground floor rusticated plinth and parapet cornice in stone or stucco are common features. The treatment of the top floor in a different material takes its cue from the context of historical development nearby (the roofs of Georgian and Victorian terraced houses and, indeed, of the adjacent locally listed villas are clad in slate); again, the detail hasn't been copied, but reinterpreted in a modern idiom. The metal upper storey, although clearly a storey of accommodation rather than a roof, has the effect of 'capping' the design in the same way a roof might, and is principally a solid mass, with limited glazed openings. The fenestration of Block F follows the same logic. It adopts a regular pattern – as a Georgian or Victorian terrace would – repeated three times, with three 'front doors' each set to the right of ground floor windows. The windows are not of the exact dimensions or proportions of historical examples locally, but there is a great variety in the fenestration arrangements within the conservation area. Instead, the broad idea of a three-bay pattern, repeated three times, is followed in a contemporary style. Another detail

which contributes to the impression of the block as being formed of three terraced houses in the slight recessions, which may be used to house drainpipes, in the plane of the façade marking the location of the 'party walls' between each 'house'. The inset balconies of the previous scheme have been abandoned, apart from on the return elevation to the west, where they are set back and not visible in the key views of the building along Parkhurst Road. They are not, therefore, visible in any views into the conservation area. The front gardens to Block F will be bounded by metal railings, painted black, in another reference to the traditional pattern of building in the area.

Block E is detached from Block F (which is therefore able to be read as a single row of dwellings rather than a much bigger development), and is four storeys in height at its southernmost point, and thus a recessive feature in views along Parkhurst Road.

The proposals would have no impact on the Tufnell Park Conservation Area and would have a minor impact on the Hillmarton Conservation Area and the setting of the nearby locally listed buildings. This impact is minimal and, overall, the character and appearance of the conservation area will be preserved. As established in the introduction to this report, the heritage significance of the site is limited. The existing buildings on the site have no intrinsic heritage value, and the significance of the site is only that it forms part of the setting of the locally listed buildings at 35-43, 51-57 and 63 Parkhurst Road and is part of views into the Hillmarton Conservation Area. The significance of the Hillmarton Conservation Area overall is as a cohesive enclave of characterful 19th century residential development. In places, this coherence breaks down, however, and the built environment is more diverse, in particular towards the edges of the conservation area. The site on Parkhurst Road is one such instance of this more diverse character on the fringes of the conservation area. The built environment here is typical of 'ribbon development' in London, where surviving late Georgian and Victorian buildings are interspersed with denser Edwardian and 20th-century housing, some of which is social housing, and other commercial, community or institutional buildings such as the Territorial Army Centre. This character will not be harmed by the proposals, which would simply introduce another layer of interest and architectural character to this diverse townscape. The proposed Block F is marginally taller (one storey) than the TA building it would replace, but this is not a sufficiently large increase for its impact on the conservation area and locally listed buildings to be any greater, and furthermore, this slight increase is offset by the better quality and more contextually responsive architecture of the proposed new block.

Development in or near conservation areas will always have some impact on the character and appearance of the conservation area, but national planning policy does not require development to have no impact whatsoever. Instead, as with all development affecting heritage, the impact should be minimised and any harm offset by the overall benefits of the scheme. Any potential harm to the Hillmarton Conservation Area and the locally listed buildings on Parkhurst Road caused by the development of Blocks E and F is very much 'less than

substantial', to use the terms of the NPPF.

4.2 Justification of the Proposals

4.2.1 National Planning Policy Framework

At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development. The NPPF has twelve core planning principles that should underpin decision making (paragraph 17) in planning. The following are the most important for these proposals and the proposed development is consistent with all four. These are that planning should:

- *not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;*
- *proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;*
- *always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;*
- *conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;*

This report has established that the proposals would cause no harm to the significance of any of the relevant designated heritage assets (the Hillmarton Conservation Area and nearby locally listed buildings). The NPPF does not have a clause to assess proposals where no harm is caused; instead such applications must be determined according to the policies on where 'less than substantial harm' is caused, set out in paragraph 134:

134. 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 securing its optimum viable use.

National Planning Policy Guidance offers more detail on what might constitute a public benefit. It states:

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

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph

7). *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 should 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.*

Public benefits may include heritage benefits, such as:

- *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*

Paragraph 7 states:

There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- *an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;*
- *a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and*
- *an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.*

The impact on the heritage assets is so slight, that the corresponding public benefits which relate directly to the historic environment are similarly modest. The conservation area and the locally listed buildings on Parkhurst Road are not at risk, or under threat, and so these benefits are not relevant. Nor is the concept of 'optimum viable use' a relevant one when assessing an entire conservation area. The proposal will, however, sustain the significance of the conservation area and the contribution of its setting by developing this key site in an appropriate manner. There are also wider public benefits of the scheme:

- *The poor-quality and underused buildings facing Parkhurst Road will be replaced by good quality contemporary architecture, designed with reference to the immediate historical context. The proposed new buildings are of markedly better quality than those they replace.*
- *The proposals offer an opportunity to better use the site for much*

needed housing, thus contributing to the ongoing viability of the site.

- *New accommodation on the site will bring additional footfall and vitality to the conservation area and the wider area, improving its overall economic sustainability.*
- *There are policy imperatives for making the built environment more environmentally sustainable. Such principles would be applied in terms of the energy efficiency of the proposed buildings, which would have an improved environmental performance.*

Added to these are the benefits of good design, defined in paragraph 58 of the NPPF as developments which:

- *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- *establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;*
- *optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;*
- *respond to local character and history, and reflect the identity of local surroundings and materials ...;*
- *create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and*
- *are visually attractive as a result of good architecture and appropriate landscaping.*

The proposed scheme fulfils these criteria for good design. They meet the tests for sustainable development set out in the National Planning Policy Framework.

4.2.2 English Heritage Advice

English Heritage's advice on the original scheme was as follows:

While I do not wish to raise any objection in principle to the redevelopment of the site, I am concerned that the height, scale and bulk of the proposed scheme is significantly greater than the existing buildings on Parkhurst Road, both within and outside the conservation area... the proposed building would dominate local views and harm those through the conservation area by looming above its nineteenth century neighbours in a mass and form which fail to relate to it. In my view, the highly visible balconies on the front elevation compound this further, emphasising the uncharacteristic angular form of the building as well as potentially further harming views through the area further, as the use and appearance of such private spaces are difficult to manage successfully.

These two key concerns – about height, scale and bulk and about the corner balconies – have been addressed by the revised proposals. The proposed new building no longer dominates local views or looms

above its neighbours but is of a height, scale, bulk and design which are informed by historical patterns of the development in the area.

4.2.3 LB Islington Design Review Panel

The Design Review Panel raised the following specific concerns about the design of Blocks F, in relation to its conservation area context:

This will be a critical elevation that will need to be worked up further as it is seen in the context of the conservation area. The Panel was generally not convinced about the idea of corner balconies as reference to the historic villas. It was pointed out that the existing buildings have a base, middle and top arrangement and it was suggested that those qualities might be carried over to the development.

The proposed new design for Block F answers these concerns. The corner balconies have been removed and the new design has a base (rusticated brickwork) and middle (plain brickwork) and a top (perforated brick parapet and metal upper storey) and is therefore more responsive to its historic context.

The Panel also commented on issues of noise, natural ventilation and solar shading (given the block's location on a busy main road and south-facing aspect). Otherwise, the Panel's comments were related to the overall density of development on the site (and the consequent effect on the height and bulk of the blocks), the legibility of the layout, and the site's permeability; none of these issues relate to the historic environment – any have been answered by the revised scheme – and so are not discussed here. A second presentation to the Panel in May 2014 received a much more positive response and the revised design for Block F was well-received.

4.2.4 LB Islington Policy

LB Islington has various policies that relate to the historic environment. Those in the Core Strategy are CS9A, CS9B, CS9C and CS9C. These require:

- Preserving historic urban fabric and traditional street patterns (CS9A)
- Conserving and enhancing heritage assets, whether designated or not (CS9B)
- Reintroducing traditional street patterns and integrating new buildings into surviving fragments of historic fabric (CS9C)
- Giving new developments coherent street frontages that fit into the existing context of facades (CS9D)

The revised scheme addresses each of these policies, where it is possible to do so. For much of the site, there is no historic pattern of development to follow, as the site was not built upon until the 1950s. Nor is there an appreciable historic context, as the site is surrounded by mainly 20th century housing. This is not a site where a traditional street

pattern ever existing, so it is not possible to reintroduce one. As set out in section 4.1.3 above, however, the scheme preserves the borough's heritage assets, its urban historic fabric and traditional street patterns through the design of Block F facing Parkhurst Road. The proposed new building would be integrated into the 'ribbon development' historic character of this street and its design has a coherent street frontage which would complement the existing historic context.

Islington's Development Management Policies that are relevant are DM2.1 and DM2.3. These require development to be of high quality and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. Developments in the setting of a conservation area are required to be of high quality contextual design so that they conserve or enhance a conservation area's significance.

Again, section 4.1.3 describes how the proposed design for Block F (and to a lesser extent Block E), which are the two aspects of the scheme which form part of the setting of a conservation area, are high quality and contextual and preserve the significance of the conservation area. Throughout the proposed scheme, the architectural style is contemporary, but the broad principles of development have been based on an understanding of the local character of the area (this is discussed in more detail in the Peter Stewart Consultancy report on townscape) and the architecture is of high calibre.

4.3 Conclusion

The revised proposals are not only an improved version of the original scheme, but are also of sufficient quality in their own right to meet the criteria for sustainable development as defined by the *National Planning Policy Framework*. Similarly, they meet the objectives of the London Borough of Islington's local plans and policies and answer the concerns about the original scheme raised by, among others, English Heritage and the London Borough of Islington's Design Review Panel.

For these reasons, the revised scheme should be granted planning permission.

Appendix I

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 66 and 72 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 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(1) of the above Act states *'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'*.

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (2012). 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.

The NPPF has the following relevant policies for proposals such as this:

*14. At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.*

The NPPF sets out twelve **core planning principles** that should underpin decision making (paragraph 17). Amongst those are that planning should:

- *not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;*
- *proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of*

market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;

- *always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;*
- *support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy);*
- *conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;*

Regarding **new design**, the NPPF states:

56. The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

The NPPF then goes on to list important principles that constitute **good design**. These are as follows:

58.... Planning policies and decisions should aim to ensure that developments:

- *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- *establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;*
- *optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;*
- *respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;*
- *create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and*
- *are visually attractive as a result of good architecture and appropriate landscaping.*

Regarding **architectural style** it has the following:

60. Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated

requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

Specifically on applications relating to **heritage assets** the NPPF has the following:

131. In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

Regarding the significance of heritage assets and the acceptability of change to them it states:

132. 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

As regards **less than substantial harm** to a heritage asset, there is the following policy:

134. 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 securing its optimum viable use.

Planning Policy Guidance

The planning practice guidance was published on the 6th March 2014 to support the National Planning Policy Framework 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. It also includes a section relating to Design.

Paragraph 3: What is meant by the conservation and enhancement of the historic environment?

The conservation of heritage assets in a manner appropriate to their significance is a core planning principle. Heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.

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 to 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.

Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-taking 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.

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, 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.

Paragraph 9: 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.

A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust 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 or an ability to access or experience that setting. This will vary over time and according to circumstance.

When assessing any application for development 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.

The Government's Planning Practice Guide also elaborates on the meaning of 'public benefit', as set out in the NPPF. It states:

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

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7). 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 should 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.

Public benefits may include heritage benefits, such as:

- *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*

Paragraph 7 states:

There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and
- an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

English Heritage Guidance

English Heritage’s “Historic Environment Planning Practice Guide” (2010) elaborates on the policies set out in the now superseded PPS5 but still applies to the policies contained in the NPPF.

In paragraph 79 the guide addresses potential **benefits** of proposals for alterations to heritage assets. It states the following:

“There are a number of potential heritage benefits that could weigh in favour of a proposed scheme:

- *It sustains or enhances the significance of a heritage asset and the contribution of its setting.*
- *It reduces or removes risks to a heritage asset.*
- *It secures the optimum viable use of a heritage asset in support of its long term conservation.*
- *It makes a positive contribution to economic vitality and sustainable communities.*
- *It is an appropriate design for its context and makes a positive contribution to the appearance, character, quality and local distinctiveness of the historic environment.*
- *It better reveals the significance of a heritage asset and therefore enhances our enjoyment of it and the sense of place.”*

And it adds in paragraph 80:

“A successful scheme will be one whose design has taken account of the following characteristics of the surroundings, where appropriate:

- The significance of nearby assets and the contribution of their setting.*
- The general character and distinctiveness of the local buildings, spaces, public realm and the landscape.*
- Landmarks and other features that are key to a sense of place.*
- The diversity or uniformity in style, construction, materials, detailing, decoration and period of existing buildings and spaces.*
- The topography.*
- Views into and from the site and its surroundings.*
- Green landscaping.*
- The current and historic uses in the area and the urban grain.*

Some or all of these factors may influence the scale, height, massing, alignment, materials and proposed use in any successful design.”

Islington Council

Islington’s Core Strategy was adopted in February 2011. Of particular note is the following policy:

Policy CS 9: Protecting and enhancing Islington’s built and historic environment

High quality architecture and urban design are key to enhancing and protecting Islington’s built environment, making it safer and more inclusive.

- A. The borough’s unique character will be protected by preserving the historic urban fabric and promoting a perimeter block approach, and other traditional street patterns in new developments, such as mews. The aim is for new buildings to be sympathetic in scale and appearance and to be complementary to the local identity.
- B.
- C. The historic significance of Islington’s unique heritage assets and historic environment will be conserved and enhanced whether designated or not. These assets in Islington include individual buildings and monuments, parks and gardens, conservation areas, views, public spaces and archaeology. Active management of conservation areas will continue, through a programme of proactive initiatives for the conservation-led regeneration of historic areas, and potential designation of new conservation areas. Archaeological Priority Areas will continue to be defined on the proposals map to assist in the management of these historic assets.
- D. Where areas of Islington suffer from poor layout, opportunities will be taken to redesign them by reintroducing traditional street patterns and integrating new buildings into surviving fragments of historic fabric. Reconfiguration based on streets and a perimeter block approach will be a key requirement for new

developments, in particular housing estate renewal.

- E. All development will need to be based on coherent street frontages and new buildings need to fit into the existing context of facades. Housing developments should not isolate their residents from the surrounding area in 'gated' communities. New buildings and developments need to be based on a human scale and efficiently use the site area, which could mean some high density developments. High densities can be achieved through high quality design without the need for tall buildings. Tall buildings (above 30m high) are generally inappropriate to Islington's predominantly medium to low level character, therefore proposals for new tall buildings will not be supported. Parts of the Bunhill and Clerkenwell key area may contain some sites that could be suitable for tall buildings, this will be explored in more detail as part of the Bunhill and Clerkenwell Area Action Plan.
- New homes need to provide dual-aspect units with clear distinction between a public side and a quieter private side with bedrooms.
- High quality contemporary design can respond to this challenge as well as traditional architecture. Innovative design is welcomed, but pastiche will not be acceptable. The council will establish new advisory mechanisms to ensure the highest standards of architecture and environmental design.

In June 2013 the Development Management Policies were adopted of which the following policies are relevant:

Policy DM2.3 Heritage

A. Conserving and enhancing the historic environment

Islington's historic environment is an irreplaceable resource and the council will ensure that the borough's heritage assets are conserved and enhanced in a manner appropriate to their significance. Development that makes a positive contribution to Islington's local character and distinctiveness will be encouraged.

B. Conservation areas

i) The council will require that alterations to existing buildings in conservation areas conserve or enhance their significance. Similarly, new developments within Islington's conservation areas and their settings are required to be of high quality contextual design so that they conserve or enhance a conservation area's significance. Harm to the significance of a conservation area will not be permitted unless there is a clear and convincing justification.

Substantial harm to the significance of a conservation area will be strongly resisted.

ii) The council will require the retention of all buildings and structures which make a positive contribution to the significance of a conservation area. The appropriate repair and re-use of such buildings will be encouraged. The significance of a conservation area can be substantially harmed over time by the cumulative impact arising from the demolition of buildings which may individually make a limited

positive contribution to the significance of a conservation area. Consequently, the loss of a building which makes a positive contribution to a conservation area will frequently constitute substantial harm to the significance of the conservation area.

iii) The council will resist the loss of spaces, street patterns, views, vistas, uses, trees, and landscapes which contribute to the significance of a conservation area.

iv) The council will use its statutory powers to ensure that buildings and spaces within conservation areas that are at risk from neglect or decay are appropriately maintained and repaired.

v) Planning applications are required to include a Heritage Statement which demonstrates a clear understanding of the significance of any heritage assets affected by proposals and the impact on their significance.

C. Listed buildings

i) The significance of Islington's listed buildings is required to be conserved or enhanced.

Appropriate repair and reuse of listed buildings will be encouraged.

iii) New developments within the setting of a listed building are required to be of good quality contextual design. New development within the setting of a listed building which harms its significance will not be permitted unless there is a clear and convincing justification, and substantial harm will be strongly resisted.

E. Non-designated heritage assets

Non-designated heritage assets, including locally listed buildings and shopfronts, should be identified early in the design process for any development proposal which may impact on their significance. The council will encourage the retention, repair and reuse of non-designated heritage assets. Proposals that unjustifiably harm the significance of a non-designated heritage asset will generally not be permitted.

The London Plan

The London Plan (2011) has the following relevant policies:

Policy 7.8

Heritage assets and archaeology

Strategic

A *London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.*

B *Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site's archaeology.*

Planning decisions

- C Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.*
- D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.*

Policy 7.9

Heritage-led regeneration

Strategic

- A Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration. This includes buildings, landscape features, views, Blue Ribbon Network and public realm.*

Planning decisions

- B The significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.*

