



Historic England

GOVERNMENT HISTORIC ESTATES UNIT

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Our ref: P00559532

20 March 2017

Dear Mrs Malik

**Arrangements for Handling Heritage Applications Direction 2015 & T&CP (Development Management Procedure) (England) Order 2015
QUEEN ANNE'S ORANGERY, PALACE GREEN, LONDON, W8 4PZ
Application No PP/17/01413**

Thank you for your letter of 7 March 2017 notifying Historic England of the above application. The application is for the 'demolition of existing structures to the rear of The Orangery, construction of new extension comprising two levels of basement and single storey above ground. Alterations to The Orangery, including provision of two new internal links to the extension. New landscaping of The Orangery Lawn to the south, including new gardener's store. Provision of temporary marquee to The Orangery during period of construction. Associated works and landscaping.'

The intended functions of the new building are: 'the care and display of the Ceremonial Dress Collection, the provision of a kitchen and ancillary services required to run the Orangery, and space for the operation of the State Apartments' (Liam O'Connor, Design and Access Statement, page 6).

The application comprises the following documents:

- CgMs, Planning Statement in respect of proposal for an extension within the Orangery yard, Kensington Palace, Kensington Gardens, February 2017;
- Liam O'Connor, Proposal for an extension within the Orangery Yard, Kensington Palace, Design & Access Statement, February 2017;
- CgMs, Built Heritage Statement The Orangery Yard, Kensington Palace, February 2017;
- Alan Baxter, Kensington Palace Orangery Yard, Structural Engineering Notes Including Construction Method Statement, December 2016;
- Ground Engineering, Site Investigation Report, The Orangery Yard,



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Correspondence or information which you send us may therefore become publicly available.



- Kensington Palace, October 2015;
- Gardiner & Theobald, Kensington Palace Orangery Yard Project: Construction Management Plan incorporating Construction Traffic Management Plan, Revision L February 2017;
 - Gardiner & Theobald, Noise, Vibration and Dust Mitigation Measures, Kensington Palace Orangery Yard Project, Revision A January 2017;
 - Skelly & Couch Ltd, Energy Assessment revision 7.0, January 2017;
 - Pre-Construct Archaeology, report R11662, Land to the Rear of the Orangery, Kensington Palace: An Archaeological Investigation, March 2014 updated 20 July 2016; & report R12278, The Orangery Yard, Kensington Palace: An Archaeological Investigation, November 2015 updated 20 July 2016;
 - Skelly & Couch Ltd, 1305 New Building Orangery Yard Kensington Place Surface Water Drainage Revision 6.0 January 2017;
 - Todd Longstaffe-Gowan, The Orangery Garden, Kensington Palace Landscape Statement, January 2017;
 - Liam O'Connor Architects, drawings KPO/PL/00.1, KPO/PL/01.1, KPO/PL/02.1, KPO/PL/03.1, KPO/PL/03.2, KPO/PL/03.3, KPO/PL/04.1, KPO/PL/04.2, KPO/PL/04.3, KPO/PL/05.1, KPO/PL/05.2, KPO/PL/05.3, KPO/PL/05.4, KPO/PL/06.1, KPO/PL/06.6, KPO/PL/11.1, KPO/PL/12.1, KPO-PL-13.1, KPO-PL-13.2, KPO-PL-13.3, KPO/PL/14.1, KPO/PL/14.2, KPO/PL/14.3, KPO/PL/14.4, KPO-PL-15.1, KPO-PL-15.2, KPO-PL-15.3, KPO-PL-15.4, KPO-PL-16.1, KPO-PL-16.4, KPO-PL-16.5, KPO-PL-16.6, KPO-PL-20.1, KPO-PL-21.1, KPO-PL-22.1, KPO-PL-22.2, KPO-PL-41.1, KPO-PL-41.2, KPO-PL-46.1, KPO-PL-46.2, KPO-PL-50.1, & KPO-PL-50.2.
 - Sharps Gayler, Kensington Palace, London, Assessment of a proposed office development adjoining 'The Orangery' at Kensington Palace, 8 February 2017;
 - De Boer, drawings NL161230-001D, 002D, 003D, 004D, & 005D;
 - Lee Prosser, Historic Royal Palaces, Kensington Palace- Orangery New Build, Curatorial Statement of Support, June 2016; &
 - Alden Gregory, Historic Royal Palaces, Statement of Significance Kensington Orangery, version 1, 12 June 2015.

Summary

The circa 1704 Orangery is listed grade I (UID 419647) and together with its rear (north) yard is part of Kensington Palace scheduled monument (LO53). It is sited within Kensington Gardens, a grade I registered historic landscape (list entry number 1000340) and within Kensington Palace Conservation Area.

The Orangery is an important and highly-designated early eighteenth-century Baroque garden building by the Office of Works. The complex patterns of shapes and receding and projecting planes of the brick and stone elevations, and surviving original internal detailing have high aesthetic value, and the Orangery makes a positive contribution to the setting of this part of Kensington Gardens. It has historical significance in demonstrating the use of the gardens during the occupation of Kensington Palace by successive monarchs and their families. Below-ground archaeological remains within the former yard to the rear, and the internal brick ducts



beneath the floor for the heating system also have considerable evidential (i.e. research) value to document the development of human activity on the site from the Iron Age onwards, including the servicing of the building when it functioned as an Orangery.

Historic England Advice

IMPACT OF PROPOSED CHANGE:

- 1) The removal of poor quality modern accommodation behind the Orangery is a considerable benefit to the setting of the Orangery and this part of the registered park and garden. But there would be some visual impact within Kensington Gardens of the new single-storey extension which would mask the lower part of the Orangery rear elevation which is characterised by blind windows, a prominent central projecting apse, and a heavy cornice. The proposed new build would not be visible from the principal south elevation.
- 2) The project would bring economic benefits, beneficial conservation repairs to the Orangery's exterior and interior, an improved setting to the south through landscape improvements including new planting informed by the historic development of this part of the garden, and public benefit through enhanced public access to the dress collection.
- 3) The extension would not physically touch the Orangery (apart from a soft weathering junction) but two new openings are proposed in the rear (north) Orangery wall to access the new building. This would result in the minor loss of some original brickwork, but careful positioning ensures minimal impact on decorative brickwork (external blind windows and internal niches). Alterations to access those openings would be required to the internal paneling on the rear wall, but that paneling dates from the 1890s and is of much lesser significance.
- 4) Excavation for secant piling using a continuous flight auger (CFA) would minimise ground disturbance and would not interfere with the Orangery or its stepped footings. The proposal for a double basement in the former rear yard precludes preservation in situ of the archaeological resource, requiring total archaeological excavation in advance of construction.

RELEVANT LEGISLATION AND POLICY:

Ancient Monuments & Archaeological Areas Act (1979) paragraph 2 Control of works affecting scheduled monuments requires works to scheduled monuments to be authorised.

DCMS, Scheduled Monuments and nationally important but non scheduled monuments (2013) paragraph 17 confirms that the Crown remains immune from the provisions of the Ancient Monuments and Archaeological Areas Act (1979). However, development on a scheduled monument by a Crown body (such as Historic Royal Palaces) is subject to a parallel, non-statutory system known as 'scheduled monument clearance' managed by Historic England on behalf of the Secretary of State for Culture, Media and Sport.

National Planning Policy Framework (2012) paragraphs:



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.

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..... As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification..... Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments ... [and] grade I and II* registered parks and gardens, should be wholly exceptional.

133. Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

ADVICE:

In order to meet the criteria for sustainable development as set out in the NPPF, the new building would need to make a positive contribution to local character and distinctiveness, and the significance of the Orangery and its surroundings would need to be sustained or enhanced. We believe this could be achieved through:

- the proposed rear wall which mirrors the former Orangery yard and enhances the significance of this enclosed space as an original service area;
- making the proposed new building subservient to the Orangery by restricting it to a single-storey above ground to enable the brick detailing of the Orangery rear elevation to be visible above it;
- ensuring the new building is sympathetic to the Baroque inspiration of the Orangery by using similar detailing and materials (brick and Portland stone);
- external and internal conservation repairs; and
- improvements to the landscape garden to the south.

An application to Historic England for scheduled monument clearance would be required for these works, and Liam O'Connor's sensitive and considered design would be subject to the approval of high-quality materials, and agreement of details. But there would be total loss of the physical archaeological remains in the rear yard resulting from the basement excavation. The resultant harm to a designated heritage asset, if substantial, should be 'wholly exceptional' (NPPF paragraph 132) requiring 'substantial public benefit' to outweigh that loss (paragraph 133). Historic England accepts that mitigation could be achieved through conditions imposed on the parallel scheduled monument clearance application, ensuring appropriate controlled excavation and preservation via a publicly-accessible record tied to publication, together with the substantial public benefit arising from the improved and additional facilities available to the public within the new building.



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Recommendation

The works will be controlled by Historic England via a scheduled monument clearance application. We recommend that the application for planning permission should be determined by you in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

It is not necessary to consult us again on this application. Please send us a copy of the decision notice in due course. This will help us to monitor actions related to changes to historic places.

Yours sincerely

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cc M Brewer, CgMS
A Attelsey, HRP