

Georgiana Street, London NW1 0QS

Bangor Wharf



Report to accompany planning application:

Heritage & Townscape Appraisal
KM Heritage

February 2017

Bangor Wharf

Georgiana Street, London NW1 0QS

Heritage and townscape appraisal

February 2017

Consultancy for the
Historic Built Environment

KMIHeritage

Contents

1	Introduction	4
	Purpose	4
	Organisation.....	5
	Author	5
2	The site and its context	7
	The history of the area and the site	7
	<i>The development of the area</i>	7
	<i>The Regent’s Canal</i>	9
	<i>Bangor Wharf and surroundings</i>	10
	Heritage context	19
	<i>Conservation areas</i>	19
	<i>Listed structures</i>	21
	<i>Locally listed buildings</i>	21
3	Townscape character and heritage significance	22
	Introduction	22
	The historic character of the area	22
	Significance: definitions	34
	The conservation area appraisal.....	35
	Aesthetic significance.....	35
	Evidential, historical and communal significance	36
	Conclusion	37
4	The policy context	38
	Introduction	38
	The Planning (Listed Buildings and Conservation Areas) Act 1990	38
	The National Planning Policy Framework.....	38
	Planning Practice Guidance	42
	Historic England’s Good Practice Advice in Planning Notes.....	42
	The London Plan.....	43
	Camden Council’s Local Development Framework.....	45
	Guidance on urban design and the historic built environment....	47
5	The proposed development and its effect	51
	The proposed scheme	51
	Effect on heritage significance and townscape character.....	52
	Conclusion	55

6	Compliance with policy and guidance	57
	The Planning (Listed Buildings and Conservation Areas) Act 1990	
	57
	The level of ‘harm’ caused by the proposed scheme to heritage	
	assets.....	59
	The balance of ‘harm’ versus benefit.....	60
	The National Planning Policy Framework	60
	Regional Policy: the London Plan	61
	Camden’s Local Development Framework	62
	Guidance.....	63
7	Summary and conclusion	64
	Appendix A: Location	65
	Appendix B: Historical mapping	69
	Appendix C: Historical building plans	74
	Appendix D: Approach to the statutory tests in sections 66(1) and	
	72(1) of the Planning (Listed Building and Conservation	
	Areas) Act 1990	80

Filename: 1654.6.1 Bangor Wharf heritage and townscape appraisal 2017 R1.doc

1 Introduction

- 1.1 This report has been prepared on behalf of One Housing Group in support of a planning application for the redevelopment of the site at Bangor Wharf, Georgiana Street, London NW1 0QS.

Purpose

- 1.2 A proposed scheme to redevelop Bangor Wharf, Georgiana Street, London NW1 0QS (planning application ref. 2016/1117/P) was refused planning permission in June 2016. KMHeritage prepared a heritage and townscape appraisal¹ to support the application for planning permission. It contained an account of the history of the area and a detailed analysis of the character and appearance of the area around the site, along with an analysis of the effect of the proposed development.
- 1.3 The purpose of the report is to assess the effect of the revised proposals for the site on townscape quality and the significance of heritage assets in the vicinity of Bangor Wharf and to measure that effect against national and local policies relating to urban design and the historic built environment.
- 1.4 The proposed development is for:
- Demolition of all buildings on-site and new buildings of 1-6 storeys in height to include 40 residential (C3) units (16 x 1 bed, 15 x 2 bed and 9 x 3 bed) of which 34 would be market units and 6 affordable, 813 sq.m (GEA), of new office floorspace (B1a), 55 sq.m (GEA) storage and distribution floorspace (B8) and associated works to highways and landscaping*
- 1.5 This report should be read in conjunction with the drawings and Design & Access Statement prepared by TM Architects and other application documents.

¹ *Bangor Wharf, Georgiana Street, London NW1 0QS Heritage and townscape appraisal* KMHeritage, February 2016

Organisation

- 1.6 This introduction is followed, in Sections 2 and 3, by an assessment of the site and of the nature and significance of heritage assets in the vicinity of the development site, and a description in Section 4 of the national and local policy and guidance that is relevant to this matter. Section 5 describes the proposed development and its effects. Section 6 assesses the proposed development against policy and guidance. Section 7 contains a conclusion.

Author

- 1.7 The author of this report is Kevin Murphy B.Arch MUBC RIBA IHBC. He was an Inspector of Historic Buildings in the London Region of English Heritage and dealt with a range of major projects involving listed buildings and conservation areas in London. Prior to this, he had been a conservation officer with the London Borough of Southwark, and was Head of Conservation and Design at Hackney Council between 1997 and 1999. He trained and worked as an architect, and has a specialist qualification in urban and building conservation.
- 1.8 Assessment and drafting for this report was undertaken by Anne Roache M.A. Anne is a researcher with over 25 years experience. She has worked for leading commercial organizations in the fields of property, planning and law. Alongside a specialisation in the archaeology, architectural and social history of London, Anne is also a qualified field ecologist, practiced in carrying out a range of ecological surveys.
- 1.9 Historical research and assistance for this report was provided by Dr Ann Robey FSA, a conservation and heritage professional with over twenty years experience. She has worked for leading national bodies as well as smaller local organizations and charities. She is a researcher and writer specialising in architectural, social and economic history, with a publication record that

includes books, articles, exhibitions and collaborative research.

2 The site and its context

- 2.1 This section of the report describes the site and its context, and provides an assessment of its heritage significance and townscape character. Historical Ordnance Survey mapping is contained in Appendix B, and historical building plans are contained in appendix C.
- 2.2 The site location and the appearance of the existing conditions in and around the site are illustrated in the Design & Access Statement.

The history of the area and the site

- 2.3 The historical account here is augmented by further discussion in the next section that links the history of the area to its present character.

The development of the area²

- 2.4 The settlements of St Pancras and Battle Bridge first appeared during the medieval period. The former developed in the vicinity of the St. Pancras Old Church, which was rebuilt during the 12th Century and served the Parish of St Pancras, which covered an area extending from Hampstead and Highgate in the north to Bloomsbury and Tottenham Court Road to the south. The church was situated on a hill overlooking the River Fleet (culverted beneath Pancras Road in 1825), and the settlement developed in its vicinity. By the 13th Century most activities in the parish had migrated to the Kentish Town area. St Pancras Old Church fell into disrepair and remained neglected until its enlargement and restoration in 1848 by A.D. Gough and R.L. Roumieu.
- 2.5 The settlement of Battle Bridge developed, and inherited its name from, the point where the ancient highway of Maiden Lane (now York Way) crossed the River Fleet. Until

² Information in this section is drawn from the *King's Cross Conservation Area Statement*, Camden Council, June 2004 and the *Regents Canal conservation area appraisal and management strategy*, Camden Council, September 2008

the early 19th Century, the river dominated the locality's topography and bisected the area, flowing along the western side of Pancras Road before turning eastwards towards Gray's Inn Road. St Pancras and Battle Bridge remained were surrounded by open fields until the mid-18th Century.

- 2.6 The construction of the New Road (now Euston Road) between Paddington and Islington from 1756 acted as a stimulus for development on the northern edge of the Georgian city. Other developments in the area during this period include the Small Pox Hospital, which was built in 1767 on land north-west of Battle Bridge, now occupied by King's Cross Station, the Fever Hospital constructed next to it in 1802, and the Royal Veterinary College in 1791. At the southern end of Pancras Way, a workhouse was also built in 1809; it was rebuilt and its infirmary accommodation enlarged after 1880. That site is now occupied by St Pancras Hospital. The area between the two later stations was developed with residential streets during the late 18th and early 19th centuries. In advance of development, the fields were used for brick making.
- 2.7 The Regent's Canal was completed in 1820 (see below), connecting the River Thames at Limehouse with the Grand Junction Canal in Paddington. The canal was lined with larger and more frequent lateral basins and wharves than at present and its arrival in King's Cross prompted the rapid and extensive development of industrial buildings connected with transport and trade. Several industrial companies, including the Imperial Gas Light and Coke Company, established themselves in the area during the 1820s. Residential development in the area intensified during this period. Suffolk Street and Norfolk Street were laid out in the vicinity of the gas works during the early to mid 19th Century, expanding on the late 18th century residential areas. Several streets in Somers Town, to the west and north of St Pancras Gardens, including Medburn Street, Goldington Street and Goldington Crescent, were laid out during the 1840s with three-

storey terraced houses, some of which have survived subsequent redevelopment and Second World War bombing.

*The Regent's Canal*³

- 2.8 The completion of the Paddington Branch of the Grand Junction Canal in 1801, linking London to the Midlands, led to a proposal to link Paddington to the London Docks at Wapping on the River Thames. From its beginnings the route of the canal was determined largely as a result of conflicts with land owners, whilst technical problems with tunnel construction and lock design led to considerable delays and escalation in costs. By the middle of 1815 the canal was largely completed as far as Hampstead Road Locks (Camden Lock) but at this point it encountered financial difficulties. It was not until mid-1818 that work on the section of the canal between Maiden Lane Bridge (York Way) and Hampstead Road Locks (Camden High Street) finally began. The bridge at Maiden Lane was constructed in 1818 and three of the locks and most of the bridges during 1819, with St Pancras Lock was completed in 1820.
- 2.9 The surface width of the canal varies from 40 and 50 feet 14 and 17 metres. It originally had earth banks but these were subsequently lined with ragstone walls in 1832. This stone revetment or banking survives in many locations but copings have been replaced in concrete. In others the banking has been replaced by steel sheeting. Water for the canal was originally to have been provided from a pumping station on the banks of the River Thames at Chelsea, but instead, water was supplied from the Welsh Harp Reservoir at Hendon. This was supplemented in the late 19th century by back-pumping up the canal from Limehouse – the lock cottage at St Pancras is a conversion of one of the lock-side pumping stations. The canal has a series of double locks along its length, which can take

³ Information in this section is drawn from the *Regents Canal conservation area appraisal and management strategy*, Camden Council, September 2008

either a broad boat or two narrow boats side to side. The lock system adopted was in part a water saving device with nearly half of the water transferred from one chamber to the other when a lock was worked, rather than all being lost to the next lower level. To assist the operation of the locks and to avoid potential flooding the lower reaches of the canal, all the locks were manned. At its peak, lock keepers would work a continuous shift system.

- 2.10 By 1830 the canal was carrying half a million tons of goods per annum, a million tons by 1850 and 1.4 million tons in 1876. By the 1840's the canal was carrying coal, bricks, building materials, grain, hay, cheese, chemicals, beer and most other products to numerous wharves along its length. The Imperial Gas Light and Coke Company generated substantial trade in coal on the canal, brought up from the canal dock at Limehouse, as even after the development of the railways most coal from the north east of England was transported by ship. Coal traffic was maintained to Kensal Green gasworks and was boosted by the opening of electricity generating stations at St Pancras and St John's Wood and others further west in the early 20th century. These remained in operation until the opening of Battersea Power Station in the 1930s. From the 1880s until World War 1, a million tons were carried each year, declining to 0.7 million tons by 1927. After the Second World War that the canal business went into irreversible decline. By the late 1960s the last commercial traffic passed on the canal, although it remained in use for leisure purposes.

Bangor Wharf and surroundings

- 2.11 Bangor Wharf is located between the Regent's Canal and Georgiana Street, to the south of Eagle Wharf and the east of Royal College Street. Georgiana Street connects to the Gray's Inn Bridge over the canal, which forms part of St Pancras Way.

- 2.12 Royal College Street (originally simply 'College Street') was laid out in the 1830s, extending north from Pancras Road towards Camden Road. It takes its name from the Royal Veterinary College, and the present buildings on the eastern side of the street near its junction with Pancras Road were built in the 1930s to replace the original late 18th century buildings of the college.
- 2.13 Georgiana Street, linking Royal College Street and St Pancras Way (originally Kings Road) was first called Parliament Street. The terraced houses that now line the northern parts of Royal College Street were developed gradually during the 1840s and 1850s; by the 1860s, the street was built up on both sides along its length (Figures 1 and 2)

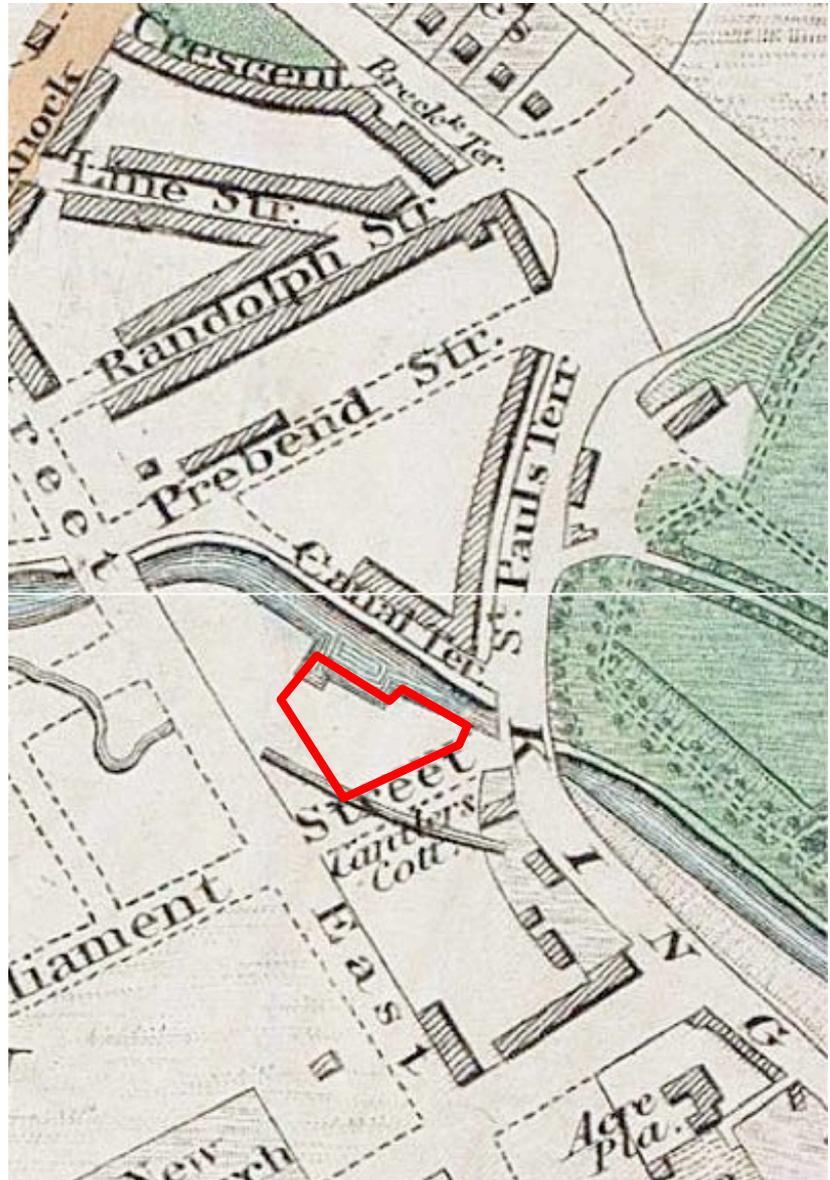


Figure 1: Greenwood's map, 1830. Site indicated in red (approximate)

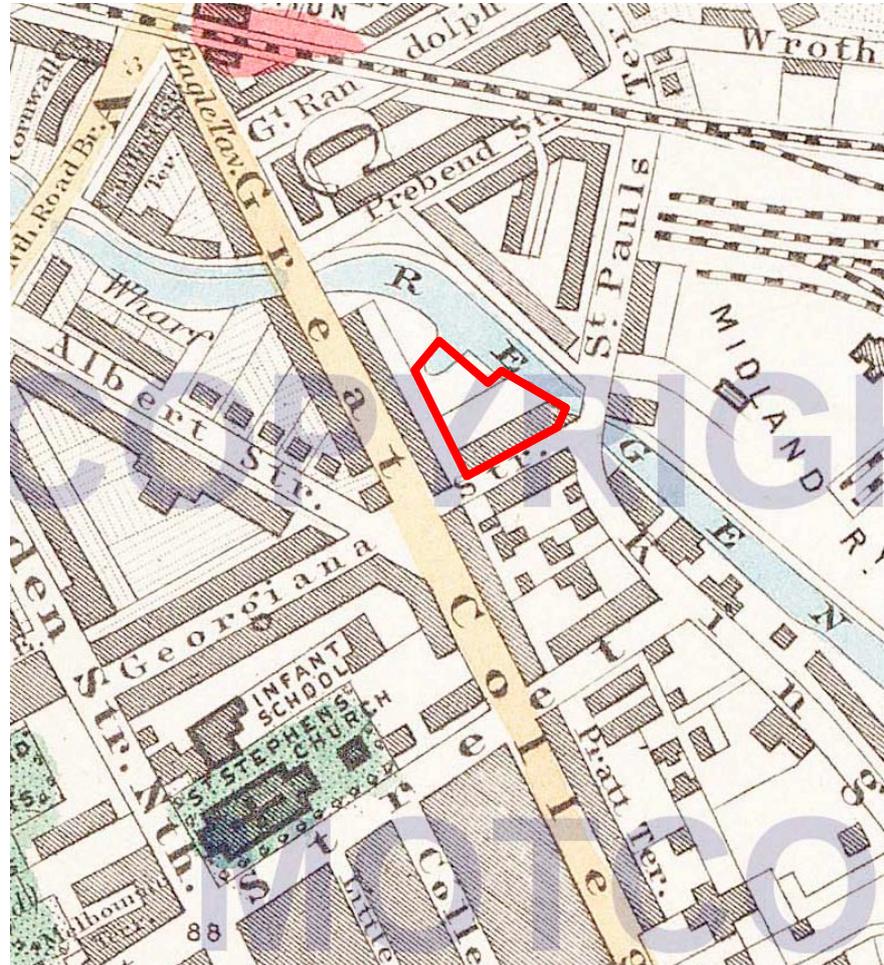


Figure 2: Stanford, 1862. Site indicated in red (approximate)

2.14 By the 1860s, the northern side of what had now become Georgiana Street was developed with built form. The mid 1870s OS mapping shows the houses on Royal College Street with gardens behind, a single long building on the northern side of Georgiana Street, and various other buildings ranged against the rear garden walls to Royal College Street. Bangor Wharf is separated from Eagle Wharf to the north by an inlet dock. This situation has altered slightly by the 1890s, when a gap has opened on the northern side of Georgiana Street and further buildings have appeared within the site. This situation persists throughout the early part of the 20th century, during which period the incinerator was built to the south of Georgiana Street. A cobbled ramp existed to

provide access a tunnel under the road, connecting to what was known as the St Pancras Destructor (See Figure 6). The tunnel is located beneath the bridge approach. This brick structure and the access ramp survive.

- 2.15 In 1914, the site is shown as being in the possession of St Pancras Borough Council. The site suffered general blast damage/serious damage in wartime bombing, along with the adjacent terrace on Royal College Street (Figure 3). By the end of the war, the L-shaped building that now occupies the western part of the site has appeared (Figure 3), though this has been altered since then. The dock separating Bangor Wharf from Eagle Wharf was infilled sometime in the late 1950s.



Figure 3: World War II bomb damage at Bangor Wharf and surroundings

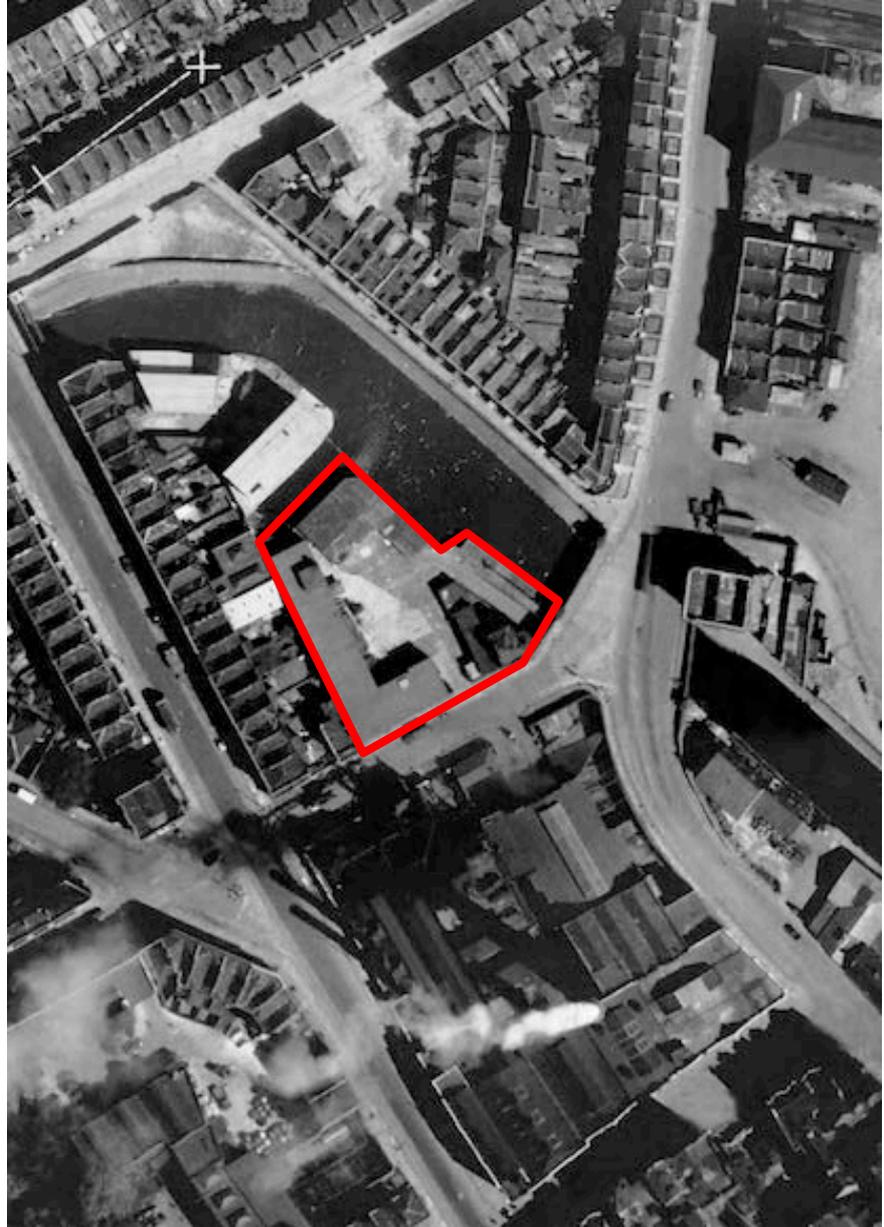


Figure 4: 1940s aerial photography



Figure 5: detail of Figure 4

- 2.16 During the 1960s the site passed to the ownership of the London Electricity Board (Figure 6 and Appendix C) and is shown in a variety of uses - office, workshop, etc. At some point since then, structures at the eastern corner of the site, next to the bridge, have been demolished. The site of the former St Pancras Generating Station to the south between Georgiana Street and Pratt Street (not to be confused with that in Stanhope Street, to the east of York way) was redeveloped as two storey industrial units sometime after the 1960s. The land between St Pancras way and the canal to the southeast of the Gray's Inn Bridge has been redeveloped in recent years.

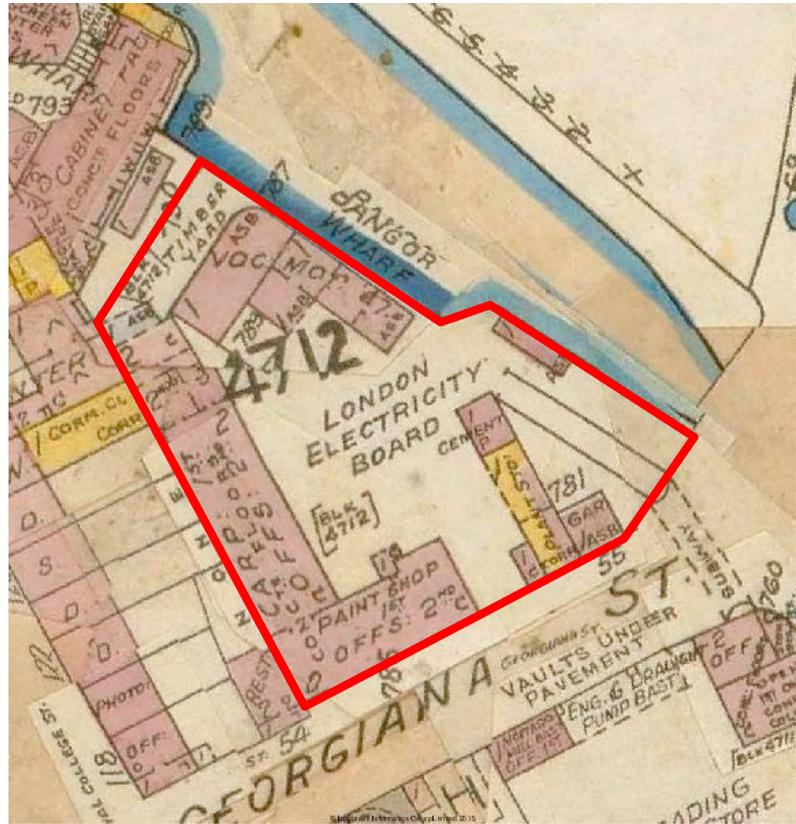


Figure 6: Goad insurance map, 1967

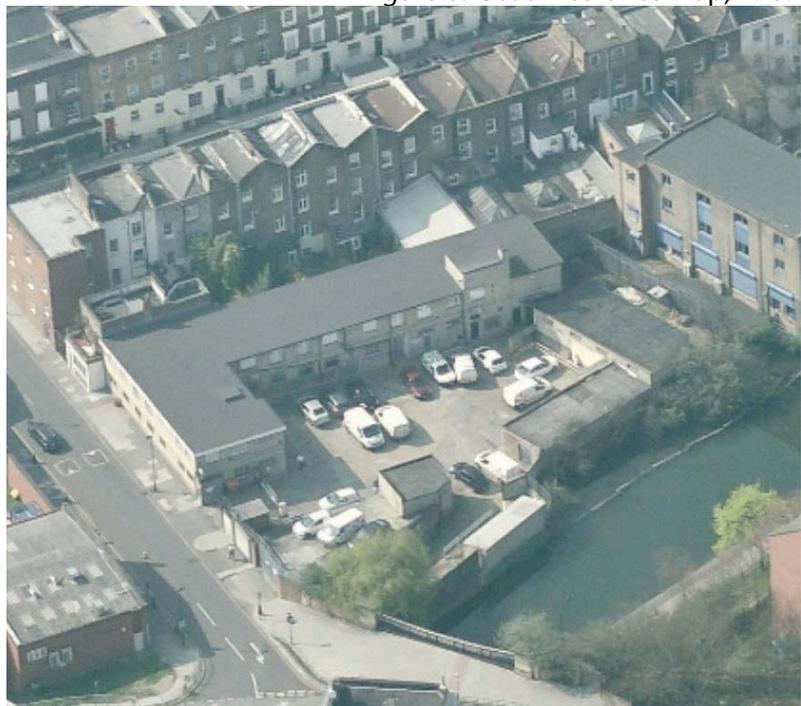


Figure 7: the site now

- 2.17 The Fleet Sewer runs diagonally across the south eastern corner of the site, roughly parallel to the bridge approach. Development in the area by the early 19th century resulted in the enclosure of the open River Fleet, which rises in Hampstead and discharges into the Thames near Blackfriars.

Heritage context

- 2.18 This section describes the heritage assets in the vicinity of Bangor Wharf.

Conservation areas

- 2.19 The site is located in Sub Area 2 of the Regent's Canal Conservation Area. The boundary of the conservation area runs along the rear boundaries of the properties at 118-142 Royal College Street, but includes 144 Royal College Street and Eagle Wharf while excluding 54 Georgiana Street. The boundary includes the north bank of the canal up to the front elevations of the apartment buildings on that side, and the Constitution pub. Figures 8 illustrates the conservation area boundaries



Figure 8: The Regent's Canal Conservation Area in the vicinity of Bangor Wharf (©London Borough of Camden)

2.20 The Regent's Canal Conservation Area was initially designated as a conservation area on 25th April 1974 with subsequent extensions approved on 16th June 1981 (Stable Buildings and Stanley Sidings), 14th June 1983 (King's Cross Goods Yard), 20th March 1984 (part of Bonny Street, Camden Street; the Waterside Centre, Suffolk Wharf Jamestown Road, Wharf Road, Camley Street and Goods Way) and 18th June 1985 (King's Cross Goods Yard). The boundary was adjusted in 2004 following the publication of the current King's Cross Conservation Area Statement. The current conservation area appraisal was adopted on September 2008.

- 2.21 The conservation area appraisal identifies the College Street Bridge, ‘the former forage warehouse at Eagle Wharf and former dock’, and the Gray’s Inn Bridge as making a positive contribution to the character and appearance of the conservation area.

Listed structures

- 2.22 The nearest listed buildings to the site are Grade II 165-181 Royal College Street and their attached railings, on the western side of Royal College Street north of Georgiana Street.

Locally listed buildings

- 2.23 ‘120-136 & 140 -142 (even) Royal College Street’ are included in Camden’s Adopted Local List as having ‘Architectural and Townscape Significance’. They are described as follows:

Very degraded terrace of mid 19th century townhouses, significant for their architectural type and group value particularly their unbroken roofline. Have fragments of original detailing along the terrace in the form of window architraves, ground floor rustication, iron balconettes to first floor windows and pilasters and console brackets of former shopfronts which are important in referring to the original quality of this terrace. Provides a historic setting for the contemporary listed terrace opposite and in views out of Regents Canal Conservation Area to the north.

3 Townscape character and heritage significance

Introduction

- 3.1 The character and appearance of any area is inextricably bound up in its history, and this note approaches present character through an examination of how the area evolved over time, using photography and illustrations to examine how the area has formed its present character, and how that character might inform new development.
- 3.2 The history of the area, set out factually in the previous section, is revisited here in order to link the development of the area to its present character.

The historic character of the area

- 3.3 The Regent's Canal cut through the fields to the north of Regent's Park arriving at Camden Town in 1816 before finally reaching the Thames at Limehouse in 1820; its arrival precipitating the growth of Camden Town as a commercial centre. In Cary's map of 1822 (fig. 9) Camden Town was a nascent development clinging to Hampstead Road as it headed north from Tottenham Court Road and central London. Georgiana Street was yet to be laid out. In fact, in terms of the present grid of streets surrounding Georgiana Street; only Pratt Street exists extant in 1822. Camden Street is shown as not yet built but is sketched-in parallel to Camden High Street and College Street (now Royal College Street) is shown extant from Fig Lane (now Crowndale Road) only as far north as Pratt Street, but again sketched-in north of that line to meet Camden Road. The route of today's St Pancras Way, is unnamed on Cary's map but on Pigot's map of 1823 is called 'Gray's Inn Road' (Gray's Inn Bridge takes its name from this time) and The Regent's Canal curves on its course to the east of this road. Pigot's shows both Camden and College Streets complete as we see them today. Although these roads are now laid out, very

little building is shown on them but it can be inferred that these neat grids were built in anticipation of giving access between the wharves of Regent's Canal and the busy centres of trade of Camden High Street and beyond.

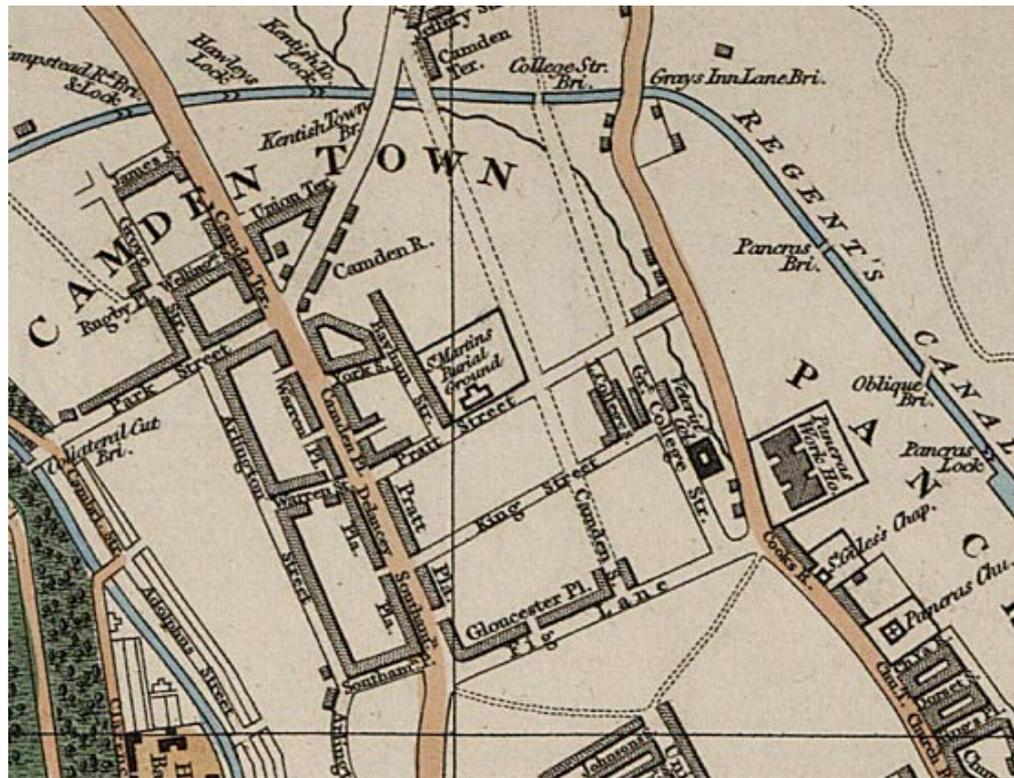


Figure 9: Cary's New Plan of London, 1822

- 3.4 Georgiana Street first comes into being as 'Parliament Street' on Greenwood's map of 1827 running across College Street. Plots appear to be laid out on it west of College Street and some building is indicted on the eastern portion - the present 'Site'. (The name 'King's Road' has now superseded 'Gray's Inn Road' as the name of the northern portion of today's St Pancras Way).
- 3.5 The terraced houses that can be seen today at the northern end of Royal College Street were developed gradually during the 1840s and 1850s; by the 1860s, the street was built up on both sides along its length. The mid 19th century, yellow stock brick terraces of Georgiana Street (Nos. 16-31, 32-53 and attached railings) are Grade II listed. Exhibiting rusticated stucco ground floor and

plain stucco first floor sill band, they comprise mainly 3 storeys and basement (No.27 has a slate mansard roof and attic dormer). Split into flats or HMOs, most are owned either by Camden Council or by the Georgiana Street Housing Co-op and many are in poor repair (fig. 10).

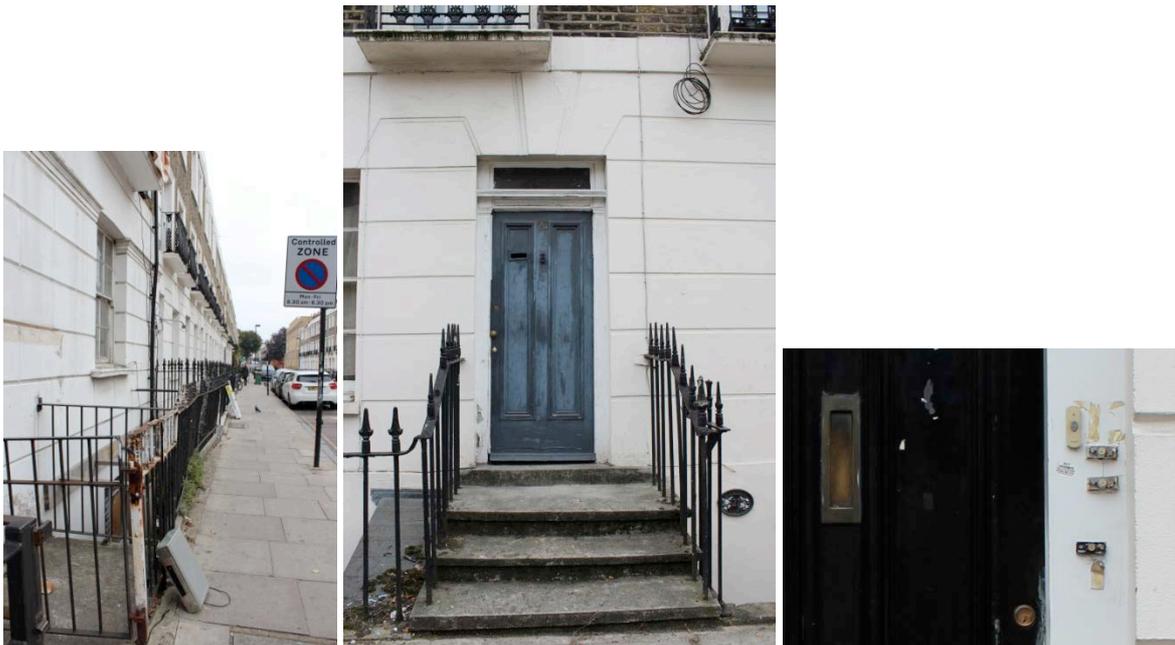


Figure 10: Houses on Georgiana Street (detail)

- 3.6 Biggs' map of 1842: 'London at One View', shows a lane leading off the north of Parliament Street, possibly corresponding to the archway into the yard leading to Brooks' piano factory (fig. 11).



Figure 11: Georgiana Street Archway

- 3.7 Following the arc of the development of these streets, it can be seen that from inception the area was always mixed residential and light industrial/commercial, developing along the line of and in response to the Regents' Canal.
- 3.8 At its junction with Royal College Street is found a building displaying the date '1926' and 'SPBC'. This refers to 'Saint Pancras Borough Council' which ran its own electricity generating scheme, prior to the formation of the Borough of Camden in 1899.
- 3.9 Planning applications from the London Electricity Board dating between April 1967 and August 1976 refer to permission for alterations to the building fronting on to Georgiana Street and its use as a Training Centre for electricians in conjunction with premises at 57 Pratt Street. The building abuts the Grade II terrace on the south side of Georgiana Street. Figure 12 shows the building before and after its recent redevelopment in semi-replica.



Fig 12: 'SPCB' building before (2006) and after (2016) redevelopment

3.10 Originally founded in London in 1810, Henry Brooks piano and keyboard makers had large premises behind Georgiana Street with the main entrance at 31 Lyme Street. An archway from Georgiana Street leads into the yard of the factory complex. The factory is shown on the OS map 1875-76 when the name Georgiana Street appears the first time. Today the factory complex is known as 'Lymehouse studios' (Fig. 13).



(left) view from factory yard towards Georgiana St
(right) Georgiana Street rear elevations facing onto the factory complex



(left) factory view
(right) factory view



(left) view down Lyme Street showing Factory main entrance
(right) factory main entrance on Lyme Street

Figure 13: 'Lymehouse Studios' Factory complex

- 3.11 A major impact on the character of the east end of Georgiana Street in the first half of the 20th century was the St Pancras Electricity Generating Station. In 1891, the vestry of St Pancras was the first local authority in London to supply electricity and the EDF Energy sub-station still exists today at the corner of Georgiana Street and Royal College Street. What used to exist where the low-rise light industrial estate on the corner of Georgiana Street and St Pancras Way stands today however had a far more dominating presence.
- 3.12 The destructor was demolished in the early 1950s; figure 14 shows what it looked like in 1950. A photograph taken in 1948 from the rooftops overlooking the Lawford Wharf on Lyme Street, shows how it dominated its surroundings (fig. 15). The photograph also helps to illustrate the character and attitude of Victorian municipal planning; where large industrial buildings sat side-by-side with lower rise housing and commercial buildings of all shapes and sizes.



Figure 14: 'The St Pancras Destructor', 1950



Figure 15: Lawford's Wharf on the Regent's Canal, viewed from a rooftop, looking south-east, showing houses in Royal College Street and industrial buildings beyond, 1948, by John Gay

- 3.13 Another photograph shows a 1957 view along Regent's Canal looking south towards Grays Inn Bridge (fig. 16). A painting of the same view around the same period shows the distinctive chimney of the Destructor as well as a general skyline of tall factory and warehouse buildings south of Georgiana Street (fig. 17). One such being the Idris soft drinks factory on Pratt Street which can be seen on the OS map of 1953.



Figure 16: Canal view looking south east, 1957

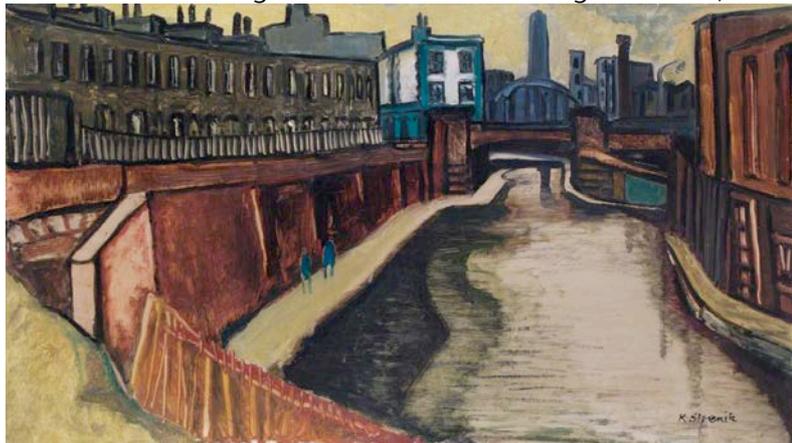


Figure 17: Camden Town, Regent's Canal, by Käthe Strenitz

- 3.14 Opposite Bangor Wharf on the east side of the canal stands the four storey red-brick blocks of Reachview Close. These blocks form a continuous mass facing onto the towpath. These replace the original mid-nineteenth century 'Canal Terrace' (fig.18).



Figure 18. Regent's Canal at Bangor Wharf : (left) 'Reachview Close' opposite Bangor Wharf (right) 1957 Gray's Inn Bridge showing Bangor Wharf (left) and 'Canal Terrace' (right)

3.15 Large scale mixed-use commercial and residential development can be seen close by the Site at the junction of Georgiana Street, Gray's Inn Bridge and St Pancras Way (where a remnant of the Grain Warehouse remains (fig. 19)) as well as new-builds lining the canal and route south (fig. 20).



Figure 19. St Pancras Way: Camden Garden Centre / Granary Warehouse and store: (left) 2016, (centre) 1973, (right) 1973



(left) view south along St Pancras Way; (right) view south along Regent's Canal

Figure 20: Views south from Gray's Inn Bridge junction

3.16 Pratt Street runs parallel to Georgiana Street and is made up of an eclectic mix of residential and commercial buildings covering a range of periods which – apart from the St Pancras Commercial Centre industrial estate – contribute positively to the urban environment adding both historical and visual interest in terms of period, style, height and massing (fig. 21).



Figure 21 Pratt Street elevations

3.17 In more recent years there has been a substantial amount of new, mostly residential, development along the canal. Figure 22 shows the view east alongside the canal from Gray's Inn Bridge, where development rises to six storeys along the straight section of canal between the Gray's Inn Bridge and the Camley Street Bridge. The view contrasts the denser and taller recent development on the southern side of the canal with the lower density housing from the housing designed by Peter Mishcon & Associates, called Elm Village, and built in 1984-5 on the northern side of the canal. The Camley Street Bridge is now the focus of a new node of tall building development, marking the point at which the street crosses the canal. This recent development alongside the canal is very varied in its style, materiality and modelling; some seeks to emulate the 'warehouse' typology, while other developments are starkly contemporary (Figure 23)



Figure 22: View east from Gray's Inn Bridge



Figure 23: recent canal-side development

Significance: definitions

- 3.18 The listed buildings, conservation areas and registered landscapes are ‘designated heritage assets’, as defined by the National Planning Policy Framework (NPPF). Locally listed buildings are ‘non-designated heritage assets’. ‘Significance’ is defined in the NPPF as ‘the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic’. The Historic England ‘Historic Environment Good Practice Advice in Planning Note 2’ puts it slightly differently – as ‘the sum of its architectural, historic, artistic or archaeological interest’.
- 3.19 ‘Conservation Principles, Policies and Guidance for the sustainable management of the historic environment’ (English Heritage, April 2008) describes a number of ‘heritage values’ that may be present in a ‘significant

place'. These are evidential, historical, aesthetic and communal value.

- 3.20 'Conservation Principles' defines each of these values as follows:

Evidential value derives from the potential of a place to yield evidence about past human activity... Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative... Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place.... Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.

The conservation area appraisal

- 3.21 The conservation area appraisal says of the 'College Street Bridge to Gray's Inn Bridge' section of the Sub Area:

Beyond College Street Bridge (Royal College Street) is one of the largest open planted sections to the canal, the steep bank rising up from the towpath with trees at the top of the bank forming a valuable visual containment. On the opposite bank is an excellent example of the reinstatement of a historic canalside warehouse building at Eagle Wharf, whilst the depot site adjacent at Bangor Wharf provides an excellent opportunity for enhancement. The latter's yard area retains extensive areas of granite setts which should be retained or re-used in any development. The canal dock which formerly served these wharfs is partially filled, and could be enhanced.

Aesthetic significance

- 3.22 The present buildings on the site appear to date from, at the earliest, the immediate post-war period and are of no architectural or townscape merit - there is no particular urban grain of any note or value on the site that contributes to the character and appearance of the

conservation area. The L-shaped building is entirely utilitarian and bland in appearance, and though over fifty years old, possesses no distinctive appearance that would link it to any specific period in that timeframe. The other structures on the site are of no value whatsoever. The site is self-evidently lacking in any contribution to Regent's Canal Conservation Area. Indeed the opposite is true - in our opinion, the site in its present state detracts from the conservation area and the setting of the locally listed buildings to the west. The conservation area appraisal correctly identifies the site as an opportunity for the enhancement of the conservation area.

Evidential, historical and communal significance

- 3.23 Historical value is described as being illustrative or associative. The older buildings and structures that surround the site of Bangor Wharf have evident historic interest that is both illustrative or associative. Both the individual structures (whether buildings or engineering structures) and the relationship to each other illustrate the development of the area north of the Euston Road and along the Regent's Canal during the 19th, 20th and 21st centuries. The buildings, streetscape and structures of the area as a whole tells us about the transformation of the northern edges of London in the 18th century from countryside to suburb by means of speculative development, and the evolution from this conventional early 19th century landscape of houses and streets to one dominated by transport, trade and production in the form of the canal, railways, stations and other industrial structures. This environment has, in turn, evolved into the post-industrial scene that we now experience - a 21st century world of high-speed transport, work and leisure, and, once again, living. Within this overall framework, the area has historic significance for the manifestations of earlier history - the former Workhouse, St Pancras Church and so on.

- 3.24 Bangor Wharf some very minor and purely evidential and illustrative value in that it shows how that the area evolved and how change was accommodated in the post-war era. This value clearly measures low in an overall assessment of heritage and townscape significance, and is outweighed by the negative aesthetic value of the existing structures on the site.

Conclusion

- 3.25 An analysis of the built environment around Bangor Wharf is inevitably concerned with the history of the development of this part of Camden Town, which was centred on the Regent's Canal and its accompanying industry. This development over time resulted in a mixture of building styles, heights and massing to accompany a diverse range of functions including housing, retail and public houses, warehousing, factory, light industrial and power generation. Recent development has been eclectic in style and appearance, and it is precisely that variety of building style, height, massing and function than defines the character and appearance of the area around Bangor Wharf.

4 The policy context

Introduction

- 4.1 This section of the report briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the built environment.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.2 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Section 66(1) of the Act requires decision makers to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' when determining applications which affect a listed building or its setting. Section 72(1) of the Act requires decision makers with respect to any buildings or other land in a conservation area to pay 'special attention... to the desirability of preserving or enhancing the character or appearance of that area'.
- 4.3 Appendix D sets out our understanding of the process by which sections 66(1) and section 72(1) of the Act are applied by decision makers in conjunction with the National Planning Policy Framework.

The National Planning Policy Framework

- 4.4 Paragraph 56 of the NPPF says that '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'.
- 4.5 Paragraph 60 says:

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.

4.6 Paragraph 61 continues:

Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

4.7 Paragraph 63 says that ‘In determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area’.

4.8 The NPPF says at Paragraph 128 that:

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

4.9 A description and analysis of the heritage and townscape significance of Bangor Wharf and its surroundings, and its context is provided in this report.

4.10 The NPPF also requires local planning authorities to ‘identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal’.

4.11 At Paragraph 131, the NPPF says that:

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.*

4.12 Paragraph 132 advises local planning authorities that ‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. 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’.

4.13 The NPPF says at Paragraph 133 ‘Good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Good design is indivisible from good planning.’ Paragraph 133 says:

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, or all of the following apply:

- *the nature of the heritage asset prevents all reasonable uses of the site; and*
- *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*

- *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *the harm or loss is outweighed by the benefit of bringing the site back into use.*

- 4.14 Paragraph 134 says that ‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 4.15 Further advice within Section 12 of the NPPF urges local planning authorities to take into account the effect of an application on the significance of a non-designated heritage asset when determining the application. It says that ‘In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.
- 4.16 Paragraph 137 of the NPPF advises local planning authorities to ‘look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably’.
- 4.17 Paragraph 138 says that:
- Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element*

affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Planning Practice Guidance

- 4.18 In 2014 the government published new streamlined planning practice guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled ‘Conserving and Enhancing the Historic Environment’. It is subdivided into sections giving specific advice in the following areas:
- Historic Environment Policy and Legislation
 - Heritage in Local Plans
 - Decision-taking: Historic Environment
 - Designated Heritage Assets
 - Non-Designated Assets
 - Heritage Consent Processes and
 - Consultation Requirements
- 4.19 Specific aspects of Planning Practice Guidance in relation to the historic built environment will be referred to later in this report.

Historic England’s Good Practice Advice in Planning Notes

- 4.20 The NPPF incorporates many of the essential concepts in Planning Policy Statement 5 ‘Planning for the Historic Environment’. PPS5 was accompanied by a ‘Planning for the Historic Environment Practice Guide’, published by English Heritage ‘to help practitioners implement the policy, including the legislative requirements that underpin it’. In the light of the introduction of the NPPF, Good Practice Advice notes 1, 2 and 3 supersede the PPS

5 Practice Guide, which was been withdrawn on 27 March 2015. These notes are:

- Historic Environment Good Practice Advice in Planning Note 1: The Historic Environment in Local Plans
- Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment
- Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets

4.21 The advice provided in the notes largely echo that of the former Practice Guide. At Paragraph 26, Practice Note 2 says:

Successful sustainable development achieves economic, social and environmental gains jointly and simultaneously through planning decisions (NPPF, Paragraph 8). If there is any apparent conflict between the proposed development and the conservation of a heritage asset then the decision-maker might need to consider whether alternative means of delivering the development benefits could achieve a more sustainable result, before proceeding to weigh benefits against any harm.

The London Plan

4.22 The London Plan 2016 (consolidated with alterations since 2011) is the current the spatial development strategy for London. This document, published in March 2016, is consolidated with all the alterations to the London Plan since 2011. It contains various policies relating to architecture, urban design and the historic built environment.

4.23 Policy 7.4 deals with ‘Local character’, and says that a development should allow ‘buildings and structures that make a positive contribution to the character of a place, to

influence the future character of the area' and be 'informed by the surrounding historic environment'.

4.24 Policy 7.8 deals with 'Heritage assets and archaeology', and says:

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.

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.

E New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset.

4.25 Policy 7.9 deals with 'Heritage-led regeneration', and says:

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.

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.

Camden Council's Local Development Framework

4.26 Camden Council adopted its Core Strategy and Development Policies on 8 November 2010. Core Strategy Policy CS14 deals with 'Promoting high quality places and conserving our heritage' and says:

'The Council will ensure that Camden's places and buildings are attractive, safe and easy to use by:

a) requiring development of the highest standard of design that respects local context and character;

b) preserving and enhancing Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens;

c) promoting high quality landscaping and works to streets and public spaces;

d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible;

e) protecting important views of St Paul's Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views'.

4.27 The commentary to the policy says:

'Our overall strategy is to sustainably manage growth in Camden so it meets our needs for homes, jobs and services in a way that conserves and enhances the features that make the borough such an attractive place

to live, work and visit. Policy CS14 plays a key part in achieving this by setting out our approach to conserving and, where possible, enhancing our heritage and valued places, and to ensuring that development is of the highest standard and reflects, and where possible improves, its local area'

4.28 It goes on to say

'Development schemes should improve the quality of buildings, landscaping and the street environment and, through this, improve the experience of the borough for residents and visitors'

4.29 Regarding Camden's heritage, the Core Strategy refers to Policy DP25 in Camden Development Policies as providing more detailed guidance on the Council's approach to protecting and enriching the range of features that make up the built heritage of the borough.

4.30 Policy DP25 is as follows:

Conservation areas

In order to maintain the character of Camden's conservation areas, the Council will:

- a) take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- c) prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;*
- d) not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*

e) preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden's architectural heritage.

Listed buildings

To preserve or enhance the borough's listed buildings, the Council will:

e) prevent the total or substantial demolition of a listed building unless exceptional circumstances are shown that outweigh the case for retention;

f) only grant consent for a change of use or alterations and extensions to a listed building where it considers this would not cause harm to the special interest of the building; and

g) not permit development that it considers would cause harm to the setting of a listed building.

Archaeology

The Council will protect remains of archaeological importance by ensuring acceptable measures are taken to preserve them and their setting, including physical preservation, where appropriate.

Other heritage assets

The Council will seek to protect other heritage assets including Parks and Gardens of Special Historic Interest and London Squares.

Guidance on urban design and the historic built environment

- 4.31 The English Heritage/CABE (now the Design Council) guidance 'Building in Context' gives guidance on the design of new development which affects the historic environment, and particularly conservation areas. It sets out good practice guidance on the design of new development in historic areas. It has subsequently been

developed by Historic England and Design Council into a dedicated website on Building in Context⁴.

4.32 The eight Building in Context principles are:

- *A successful project will start with an assessment of the value of retaining what is there.*
- *A successful project will relate to the geography and history of the place and lie of the land.*
- *A successful project will be informed by its own significance so that its character and identity will be appropriate to its use and context.*
- *A successful project will sit happily in the pattern of existing development and the routes through and around it.*
- *A successful project will respect important views.*
- *A successful project will respect the scale of neighbouring buildings.*
- *A successful project will use materials and building methods which are as high quality as those used in existing buildings.*
- *A successful project will create new views and juxtapositions which add to the variety and texture of the setting.*

4.33 The guidance explains the importance of basing designs on thorough analysis of the context, and warns against the application of simple formulae such as 'fitting in' or 'contrasting the new with the old'. It advises that successful projects will:

- Relate well to the geography and history of the place and the lie of the land;
- Sit happily in the pattern of existing development and routes through and around it;
- Respect important views;

⁴ <http://www.building-in-context.org/>

- Respect the scale of neighbouring buildings;
- Use materials and building methods which are as high in quality as those used in existing buildings; and
- Create new views and juxtapositions that add to the variety and texture of the setting.

4.34 The guidance contains a number of case studies and draws a number of specific conclusions from them:

- The best buildings result from a creative dialogue between the architect, client, local planning authority and others; pre-application discussions are essential;
- The local planning authority and other consultees can insist on good architecture and help to achieve it;
- Difficult sites should generate good architecture, and are not an excuse for not achieving it;
- With skill and care, it is possible to accommodate large modern uses within the grain of historic settings;
- High environmental standards can help generate good architecture;
- Sensitivity to context and the use of traditional materials are not incompatible with contemporary architecture;
- Good design does not stop at the front door, but extends into public areas beyond the building;
- High-density housing does not necessarily involve building high or disrupting the urban grain and it can be commercially highly successful;

- Successful architecture can be produced either by following historic precedents closely, by adapting them or by contrasting with them;
- In a diverse context a contemporary building may be less visually intrusive than one making a failed attempt to follow historic precedents.

5 The proposed development and its effect

- 5.1 This section of the report describes the proposed scheme for the site of Bangor Wharf and its effect on the heritage significance and townscape character described in the previous section.
- 5.2 A proposal to redevelop the site (planning application ref. 2016/1117/P) was refused planning permission in June 2016. This revised scheme has been the subject of detailed pre-application discussions and a presentation to Camden Council's Design Review Panel.
- 5.3 Our conclusions regarding the revised scheme remains the same as that concerning the refused scheme – that it will enhance the site, its immediate surroundings and the area around the site.

The proposed scheme

- 5.4 The proposed scheme is illustrated in the drawings and Design & Access Statement prepared by TM Architects.
- 5.5 The proposed scheme will replace the existing buildings and structures on the site with new built form arranged around a central courtyard, open to the canal on the eastern side of the site. The site will, as at present, be accessed from Georgiana Street.
- 5.6 As in the refused scheme, the built form proposed for the site is broken down into three separate buildings, expressed as two built forms. The majority of built form is arranged along Georgiana Street (the southern block) or on the northern part of the site next to Eagle Wharf (the northern block).
- 5.7 The ground level of the scheme is occupied by employment space and ancillary facilities. The southern block contains affordable and market housing; the northern block contains market housing. The two blocks are connected by a lower, single storey building (as opposed to ground plus mezzanine in the refused scheme), forming a western edge to the central space

between the two blocks, set against the boundary to the buildings on Royal College Street. The revised proposals present the southern block on Georgiana Street as articulated into two parts with a bridging element over the main entrance to the central space. In addition, the stepping down in scale of the southern block begins earlier than in the refused scheme as one moves from the canal towards Royal College Street. In the revised scheme, height has been redistributed from the northern block to the southern, reducing the effect of the development on views along Georgiana Street and St Pancras Way.

- 5.8 As previously, the development is set back from the terrace of locally listed buildings on Royal College Street to the west above first floor. Screened private terraces separate the scheme from the rear garden walls of the Royal College Street properties.
- 5.9 The revised architectural expression is, while remaining contemporary, grounded in the robust, brick-made industrial and warehouse typology that – of the many typologies that have accreted over time to give the area its character – is the strongest and most definitive in terms of how new architecture in this area should respond to its location.

Effect on heritage significance and townscape character

- 5.10 The proposed scheme will be a positive measure that will considerably enhance the character and appearance of this part of the Regent's Canal Conservation Area, and transform for the better the townscape of this part of the borough. It will also enhance the setting of the adjacent locally listed buildings on Royal College Street. It will do this by replacing buildings of no heritage or townscape merit on moribund site, that presently detracts from the Regent's Canal Conservation Area, with a new development that is highly responsive to its surroundings. The scheme will greatly improve the quality of the urban environment on Georgiana Street, creating an active

frontage on its northern side, and improving the appearance of the site over its present condition.

- 5.11 The layout and massing of the proposed scheme site respects the existing built form and urban grain of the area. The proposed buildings are arranged along Georgiana Street and the northern half of the site, leaving a large open space in the centre of the site, and thus helping to ensure a view towards the canal across the site from the terrace of locally listed buildings on Royal College Street. The scheme - unusually for recent canal-side developments - recovers the open aspect towards the canal that existed historically, and allowing the new development to permit an appreciation of how former wharf sites related to the canal in this part of the conservation area.
- 5.12 The greater visibility of the site brought about by the proposed height of the development on Georgiana Street, and in particular towards the canal bridge, will also be a highly positive measure in urban design terms. The new building at Bangor Wharf will create an identifiable sign in the urban landscape of the place that will be created at the Gray's Inn Bridge, a main crossing point on the Regent's Canal. The height of the proposals will permit the development to play a role in urban way-finding and place-making, but is not excessive - the scale of the development is commensurate with the new development along St Pancras Way to the southeast, albeit on slightly higher ground.
- 5.13 The proposed scheme has been revised following pre-application discussions with the London Borough of Camden, and the height of the Georgiana Street block has been further reduced by one storey near the canal. This remains the appropriate and suitable place for the scheme to be visible - on a key route northwards across the canal, creating enclosure and clarity in the route. Views in the Design & Access Statement make the effect of the height of the proposed buildings clear in a way that elevations perhaps cannot. The scheme will be seen in street views

as an appropriate scale of development that creates a new street edge - one that hopefully might be echoed in a future scheme for the industrial estate on the southern side of Georgiana Street.

- 5.14 The relationship between the development and buildings to the west is a reasonable and successful one. The buildings in question are not of any quality that requires particular sensitivity - due, say to notable architectural quality - in the relationship formed: the southern and rear parts of 118 Royal College Street are bland and modern in appearance, and 54 Georgiana Street is similarly unremarkable. It would be wrong to allow such unremarkable buildings to dictate the proper development of the Bangor Wharf site so as to maximise its housing and commercial potential.
- 5.15 The form of the development where the southern block meets the canal has been adjusted in the revised scheme to more squarely address the canal, and thus the two blocks now recall better the large, orthogonal canal-side buildings that one would expect to find in this location.
- 5.16 The tunnel beneath St Pancras way is retained and reused as storage in the proposed scheme, though the ramp leading to it is removed. This is reasonable balance between the preservation of an older (though undesignated) structure associated with the site on the one hand, and the sensible use of the site on the other. While possessing some minor significance, the ramp is not so significant that it should prejudice the overall regeneration of the site and the enhancement of the conservation area that the proposed scheme brings; retention of the ramp would considerably reduce the ability of the scheme to do these things. In our view, no notable harm is caused by the loss of the ramp.
- 5.17 The Fleet Sewer is not affected by the proposed development.
- 5.18 It is clear that a robust architectural solution for the Bangor Wharf site is one that is confidently contemporary,

and where reference to context and the past is indirect and allusive rather than literal. The design of the proposed scheme successfully strikes this balance, and by taking this approach will succeed in creating a genuine and authentic piece of new townscape. This, in turn, and when combined with the proposed use and scale of the development, will help the scheme create a definable new place in a part of Georgiana Street that is presently characterised by 20th century mediocrity in architectural and urban terms.

Conclusion

- 5.19 The scheme is sensitive and responsive to its context. It proposes urban form that is appropriate for the site and its context. It is deliberately dense, and the scale is deliberately more than that which exists at the moment in order to achieve important urban design objectives and to deliver the significant benefits the site can provide. It is well designed and provides high-quality commercial and residential accommodation in a scheme that responds carefully and intelligently to its specific location to its surroundings. It enhances the Regent's Canal Conservation Area and the setting of the locally listed buildings on Royal College Street, and helps to create a sense of place that will help to regenerate the broader area.
- 5.20 In addition to the benefits of the design in architectural and urban terms, the proposed scheme also delivers more general planning benefits. In summary, these are:
- The scheme will provide a greater number of uses, adding increased life and vitality to the site as well as its surroundings;
 - The scheme extends this mix of uses across the site, so that each part of the site has a balance of activity and use;

- The scheme enlivens the ground level street frontages with active uses; this enhances the pedestrian experience of the site and the area, making the use of the streets around the site a safer and more pleasant experience;
- The scheme creates upper floor, twenty four hour, residential use that ensures that life and activity - and the security and place-making that they bring - continues around the clock.

6 Compliance with policy and guidance

- 6.1 This report has provided a detailed description and analysis of the site and its heritage and townscape context, as required by the National Planning Policy Framework. In addition, the report also describes (in Section 5 'The proposed development and its effect') how the proposed scheme will affect that heritage significance and townscape character. The effect is positive, and for that reason, the scheme complies with policy and guidance. This section should be read with Section 5.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 6.2 The conclusion of our assessment, contained in previous sections in this report, is that the proposed scheme preserves and enhances the character and appearance of the Regent's Canal Conservation Area by virtue of the positive effect that the development will have on the setting of the conservation area. The proposed development thus complies with S.66(1) and S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. It does not lead to 'substantial' harm or any material level of 'less than substantial' harm to any heritage assets.
- 6.3 In considering the proposed scheme for Bangor Wharf it is worth noting Historic England's online guidance regarding 'Legal Requirements for Listed Building and Other Consents'⁵. English Heritage points out that 'Most of the principles that should be adhered to when making planning and other consent decisions affecting the historic environment are set out in policy and guidance. However, the law introduces some important and inescapable considerations for certain applications'.
- 6.4 Historic England continues:

⁵ <http://historicengland.org.uk/advice/hpg/decisionmaking/legalrequirements/>

When considering any conservation area consent or planning permission decision that affects a conservation area a local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area....

The House of Lords in the South Lakeland case decided that the "statutorily desirable object of preserving the character or appearance of an area is achieved either by a positive contribution to preservation or by development which leaves character or appearance unharmed, that is to say preserved."

A development that merely maintains the status quo, perhaps by replacing a building that detracts from the character and appearance of the conservation area with a similarly detrimental building, would satisfy the statutory consideration. This is notwithstanding that the existing detrimental building presents an opportunity, when it is being redeveloped, to improve the environment.

However, in a number of ways the policies in the NPPF seek positive improvement in conservation areas. Most explicitly paragraphs 126 and 131 require that local planning authorities should take into account "the desirability of new development making a positive contribution to local character and distinctiveness". Paragraph 9 says that pursuing "sustainable development involves seeking positive improvements in the quality of the...historic environment...". The design policies further reinforce the objective of enhancement of an area's character and local distinctiveness, concluding that "Permission should be refused for development of poor design that fails to take opportunities available for improving the character and quality of an area..." (paragraph 64).

Compliance with both the statutory consideration and the NPPF policies therefore, generally speaking, requires account to be taken of the desirability of taking opportunities to enhance the character and appearance of a conservation area. As such, whilst the South Lakeland

case is still relevant to the interpretation of statute, its effect on decision-making has apparently been negated in this respect by the policies in the NPPF.

- 6.5 The key word in the final paragraph of this extract is ‘apparently’. This carefully chosen word makes it abundantly clear that it is far from certain that the South Lakeland decision has been definitively altered by the National Planning Policy Framework. One reason is that it, as a legal decision, cannot be altered without a similar decision or legislation that overturns it – policy, even national planning policy guidance, cannot overturn legal decisions such as South Lakeland. Planning decisions are ultimately made in a legal and policy context – not just in a policy context alone.
- 6.6 The implication is this: it would be extremely difficult to portray the proposed scheme for Bangor Wharf as doing anything less than maintaining the ‘status quo’ in heritage and townscape terms, given the evident shortcomings of what exists on the site and the quality of architectural design that is present in the proposal. In our view, it is far from obvious that a reliable assessment of ‘harm’ can be convincingly articulated in respect of the proposed scheme. It is obviously possible to make a robust and reliable case for enhancement brought about by the proposed scheme, and that case is made earlier in this report.

The level of ‘harm’ caused by the proposed scheme to heritage assets

- 6.7 As outlined in Section 5, the NPPF identifies two levels of potential ‘harm’ that might be caused to a heritage asset by a development: ‘substantial harm...or total loss of significance’ or ‘less than substantial’. Both levels of harm must be caused to a *designated* heritage asset – in this case, the Regent’s Canal Conservation Area.
- 6.8 The proposed scheme does not lead to ‘substantial’ harm or any level of ‘less than substantial’ harm to any designated heritage asset. As has been explained earlier,

the proposal does very evidently not result in the 'total loss of significance' of the conservation area or any listed building.

- 6.9 The only potential for 'less than substantial' harm would be if the proposed scheme for Bangor Wharf caused the loss of something central to the special interest of the Regent's Canal Conservation Area or the setting of nearby listed buildings. There is nothing about the proposal that would give rise to this level of harm.

The balance of 'harm' versus benefit

- 6.10 A series of tangible and distinct public benefits flow from the proposed development – in terms of urban and architectural design, in terms of the character and appearance of the conservation area, in terms of the setting of the undesignated heritage assets on Royal College Street and in economic and use terms. These are set out earlier in this report, in the Design & Access Statement and in the Planning Statement. These more than outweigh any very low - and non-material - level of 'harm' that *might* be asserted as being caused by the proposed development.

The National Planning Policy Framework

- 6.11 The proposed scheme is, undoubtedly, a very good example of the 'outstanding or innovative designs which help raise the standard of design more generally in the area' that is sought by Paragraph 63 of the NPPF, and it certainly 'promote[s]' and 'reinforce[s] local distinctiveness'.
- 6.12 In respect of Paragraph 131 of the NPPF, the proposed scheme can certainly be described as 'sustaining and enhancing the significance of heritage assets'. It removes the harmful effect of the existing site condition on the Regent's Canal Conservation Area and the setting of locally listed buildings at present, and creates a development that, though different from its surroundings, will make positive contribution to that context. It

preserves and enhances the significance of the designated and undesignated heritage assets in question.

- 6.13 The proposed scheme complies with Paragraph 133 of the NPPF - it certainly does not lead to 'substantial harm to or total loss of significance of a designated heritage asset'. It also complies with Paragraph 134 for the reasons given in detail earlier in this report – the scheme cannot be considered to harm the heritage significance that has been described and analysed in Section 2, but rather alters the existing site in a fashion that has a positive effect on that overall heritage significance. Any 'less than substantial harm to the significance of a designated heritage asset' (Paragraph 134) that *might* be ascribed to the scheme is outweighed by the benefits of the scheme that are set out here, in the Design & Access Statement and in the Planning Statement.
- 6.14 However, it is our view that the proposals cannot reasonably be considered to cause harm to any of the designated or undesignated heritage assets affected. The scheme very definitely strikes the balance suggested by Paragraph 134 of the NPPF – it intervenes in the conservation area and the broader heritage context in a manner commensurate to its heritage significance. This balance of intervention versus significance is described in detail earlier.

Regional Policy: the London Plan

- 1.1 The proposed scheme for the Bangor Wharf site is exactly what the London Plan envisages when it talks (in Policy 7.4) about developments having 'regard to the form, function and structure of an area, place or street and the scale, mass and orientation of surrounding buildings'. The design of the proposed scheme is inherently responsive to these things, and it is designed to minimise its impact on the context in which it finds itself. It inherently 'allows existing buildings and structures that make a positive contribution to the character of a place, to influence the future character of the area'.

- 1.2 By responding as it does to its location, the scheme will build on ‘the positive elements that can contribute to establishing a character for the future function of the area’. The massing and scale of the proposed scheme undoubtedly ‘has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass’, and does so with ‘a high quality design response’. The proposed development is certainly ‘human in scale’, related as is shown earlier, to traditional means of scaling the elevations of buildings in cities. It is of ‘the highest architectural quality’ and includes ‘details and materials that complement... the local architectural character’. The scheme thus complies with Policies 7.4 and 7.6.
- 1.3 The proposed scheme transforms the Bangor Wharf site from its unattractive and detracting present state, and in doing so also adds life and vitality to the broader context in which heritage assets around it exist. The scheme clearly – by not affecting them in direct visual terms - ‘conserve[s] the significance of heritage assets’. For these reasons, the scheme is consistent with Policy 7.8 of the London Plan.
- 1.4 It is also consistent with Policy 7.9 of the Plan – the ‘significance’ of the heritage assets in the context of the Bangor Wharf site has been ‘assessed’.

Camden’s Local Development Framework

- 6.15 As has been shown, and for the same reasons that are given in respect of the NPPF, the scheme would provide new buildings that would make a positive contribution to the surrounding townscape and also preserve *and enhance* the character and appearance of the conservation area and the setting of listed structures.
- 6.16 For these reasons, and those given earlier, the proposed development is consistent with Camden’s Local Development Framework policies regarding demolition and new development in conservation areas, and in particular Policy DP25. It also preserves the setting of

nearby listed buildings, and thus also complies with Policy DP25 in this respect.

Guidance

- 6.17 The proposed scheme exemplifies all that 'Building in Context' seeks to achieve. The scheme will undoubtedly 'sit happily in the pattern of existing development and routes through and around it', 'respect important views' and 'respect the scale of neighbouring buildings'. It will certainly 'use materials and building methods which are as high in quality as those used in existing buildings'. It will also 'create new views and juxtapositions that add to the variety and texture of the setting'.

7 Summary and conclusion

- 7.1 Bangor Wharf is typical of many post-industrial sites, whose original buildings have been replaced by later structures and who are surrounded by similar sites, post-war renewal, or more recent regeneration projects. At the same time, Bangor Wharf retains its early character as a can-side wharf and forms part of an urban context that is characterised by the 19th century layout of Royal College Street and Georgiana Street, as well older routes such as St Pancras Way.
- 7.2 There is a significant opportunity to create a more interesting and vibrant environment in Georgiana Street at the important Gray's Inn Bridge canal crossing, that improves the architectural quality of Bangor Wharf, that provides more homes as well as jobs, and that links properly to the surrounding city. That is what the proposed scheme for Bangor Wharf will do.
- 7.3 The scheme will enhance views in the area, the setting of locally listed buildings in the vicinity and the character and appearance of the Regent's Canal Conservation Area. The effect on heritage assets and townscape further afield will be, where the development is visible, lesser but still positive. For these reasons the proposed scheme will therefore comply with the law and with national and local policies and guidance for urban design and the historic built environment.

Appendix A: Location



Current Ordnance Survey (not to scale)



Current aerial photography



Oblique aerial view from south



Oblique aerial view from east

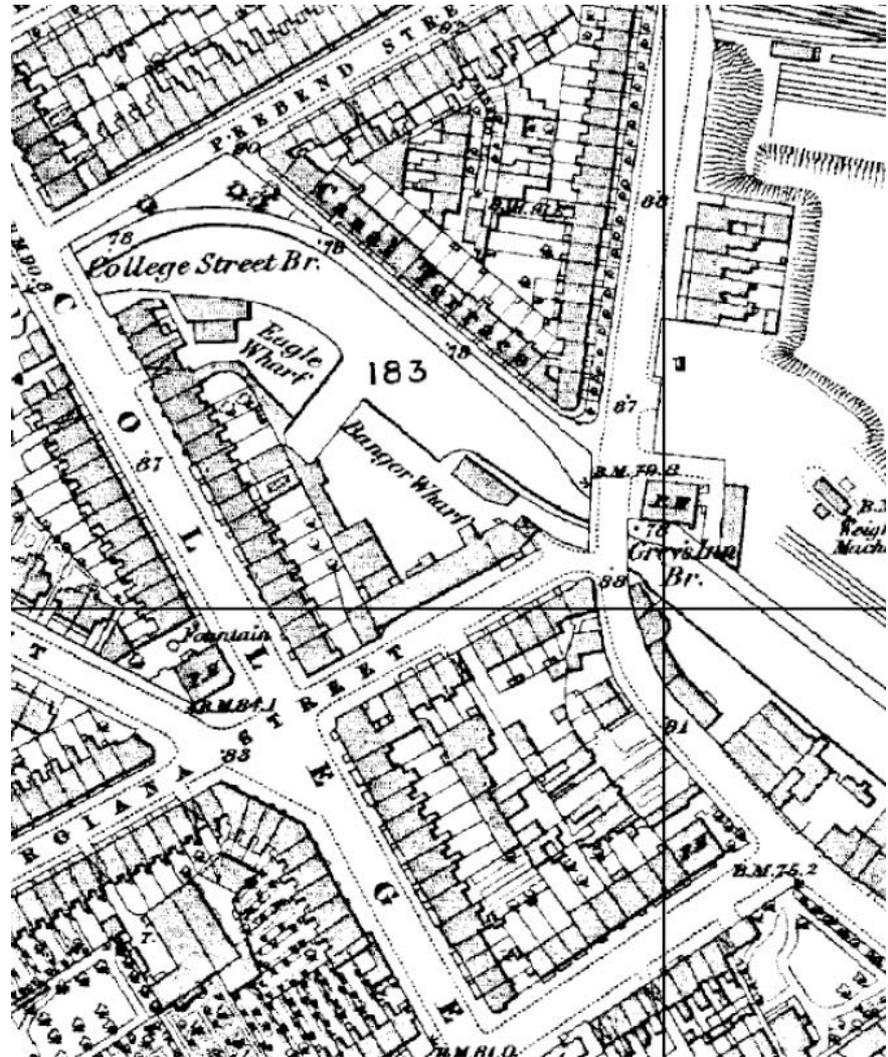


Oblique aerial view from north

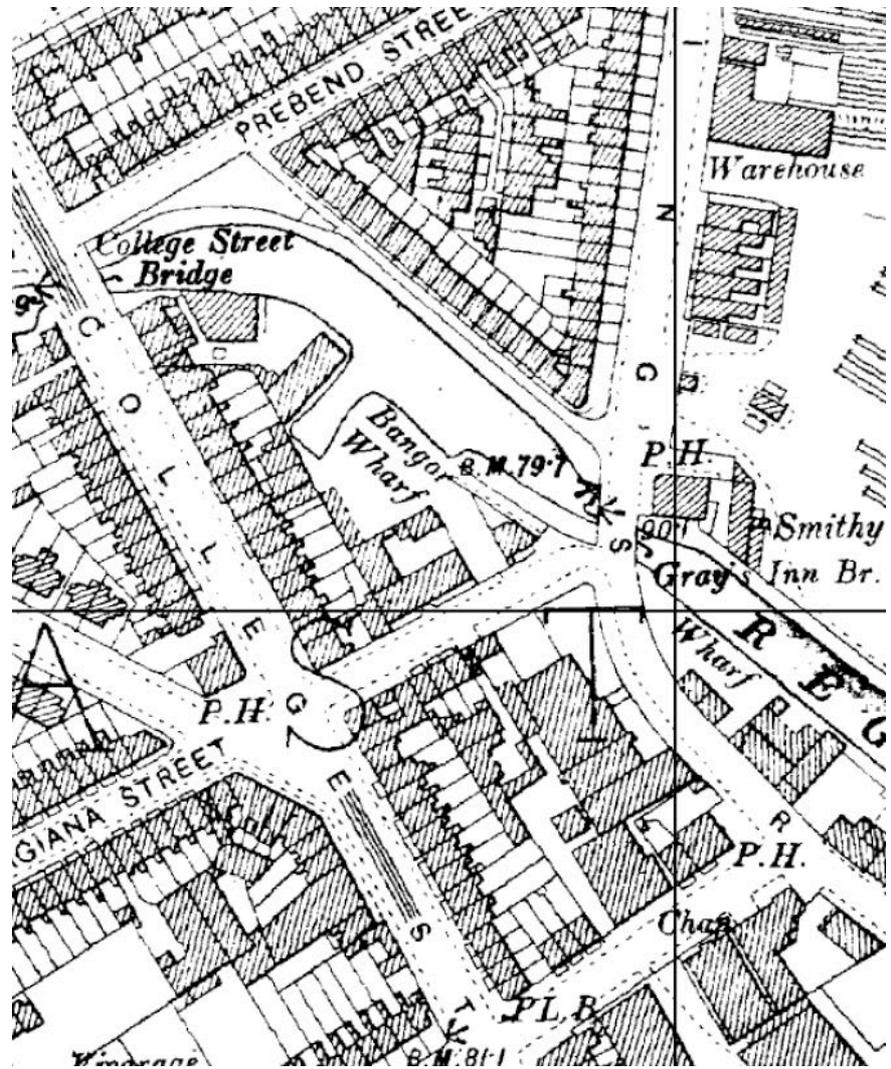


Oblique aerial view from west

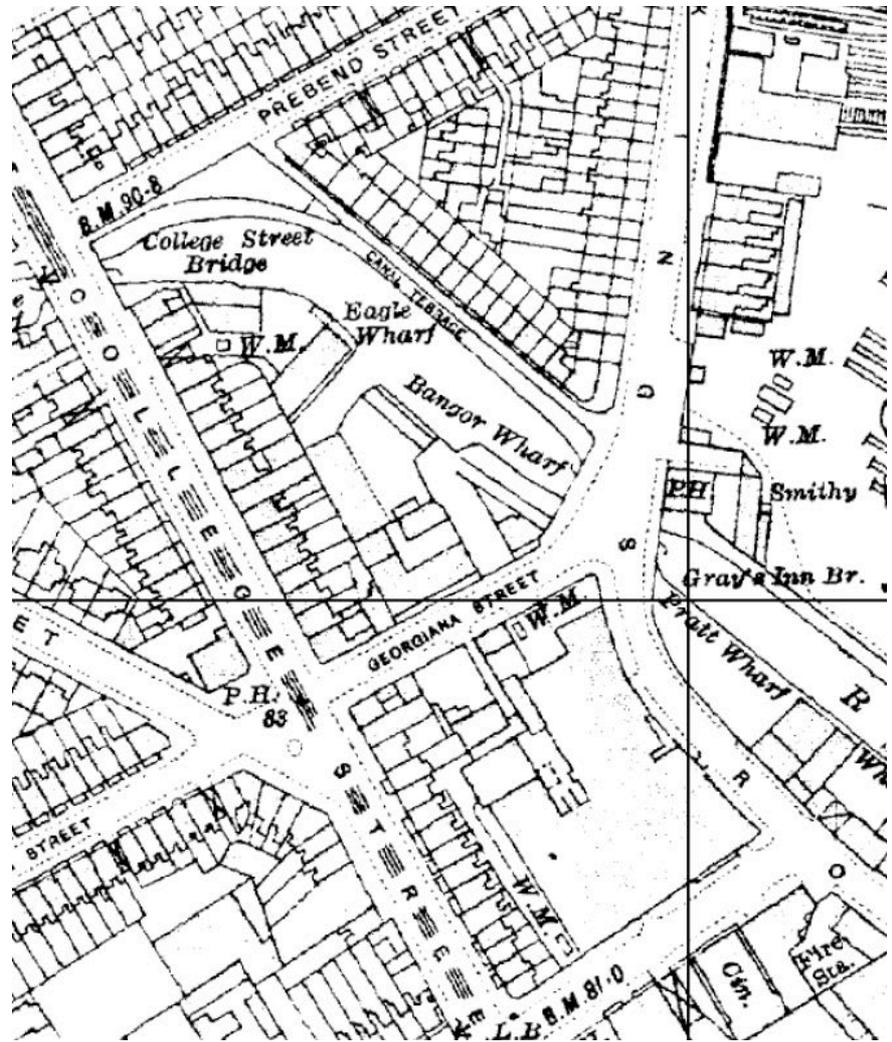
Appendix B: Historical mapping



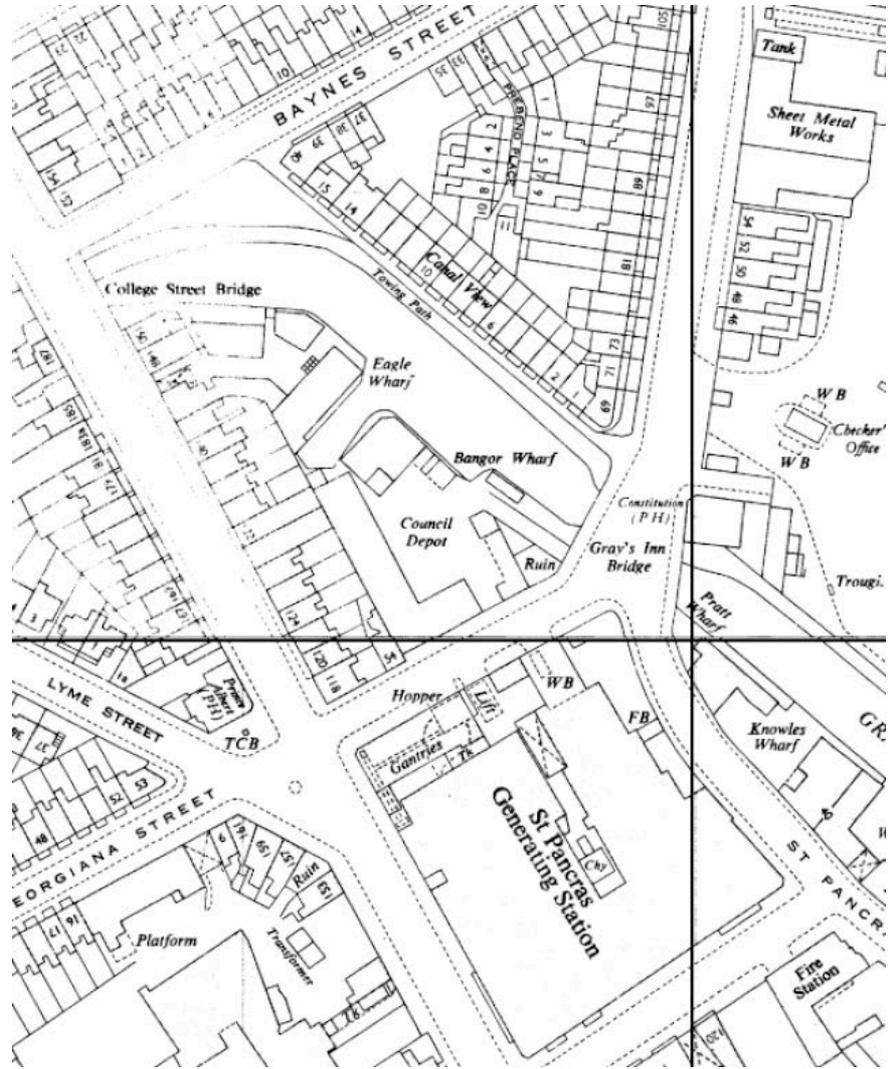
Ordnance Survey, 1875-76



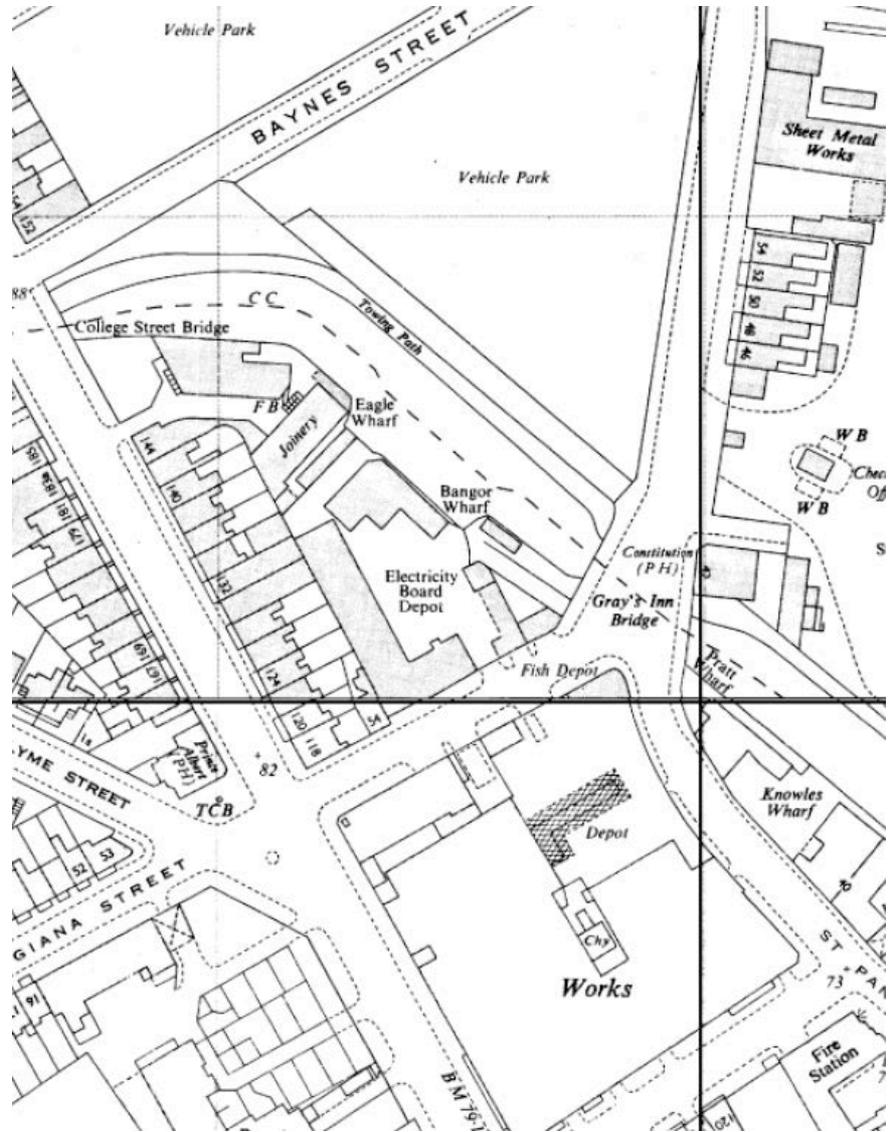
Ordnance Survey, 1896



Ordnance Survey, 1916

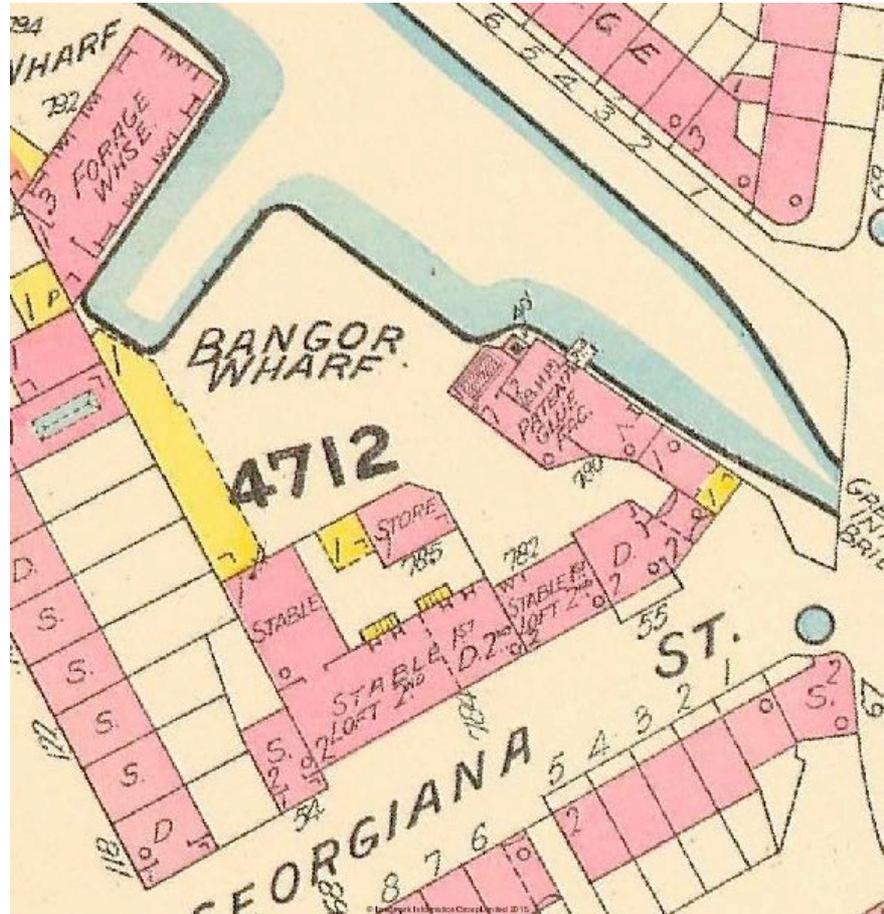


Ordnance Survey, 1953-54



Ordnance Survey, 1960-69

Appendix C: Historical building plans



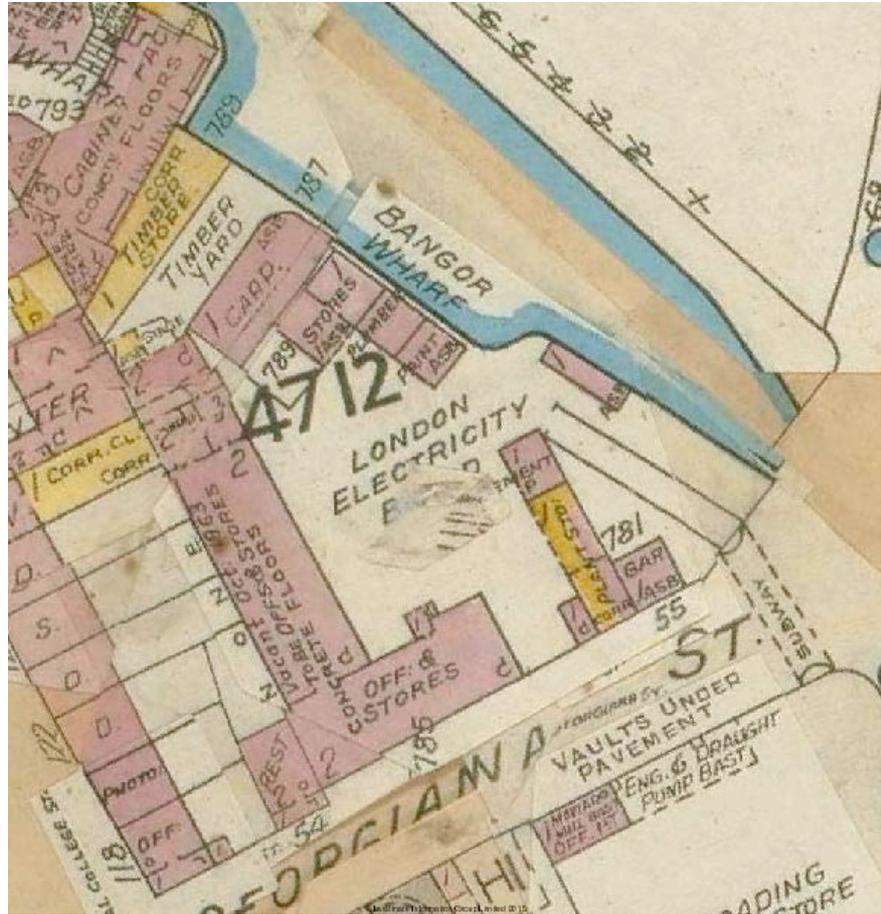
Goad plan, 1891



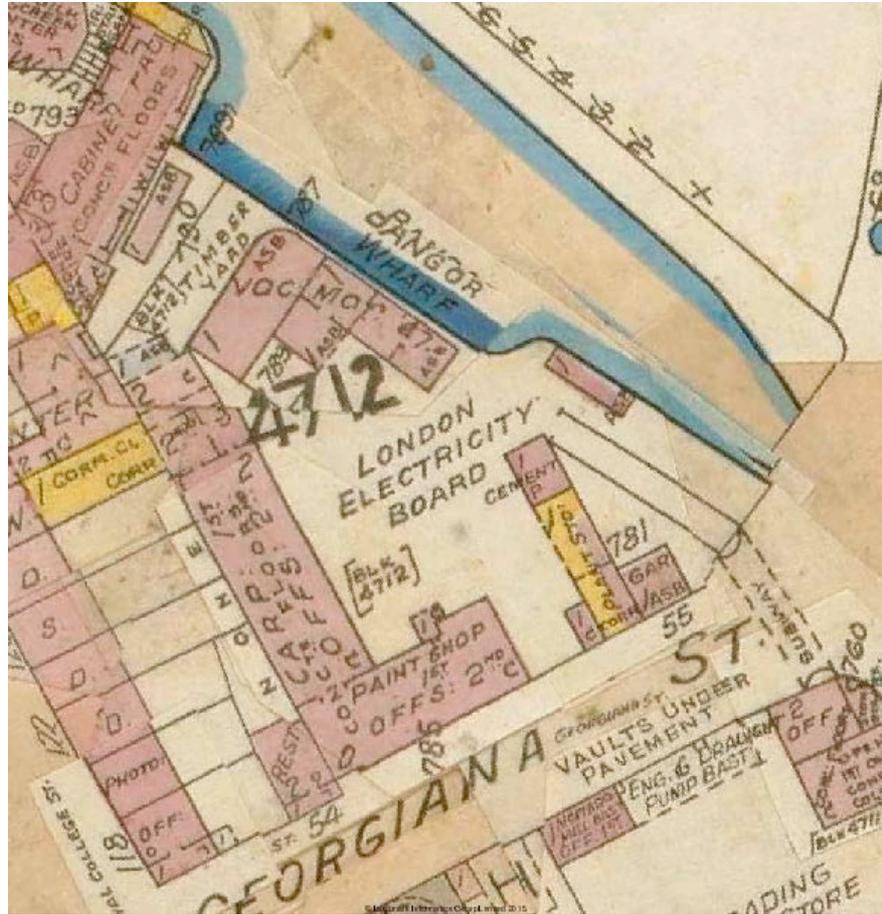
Goad plan, 1942



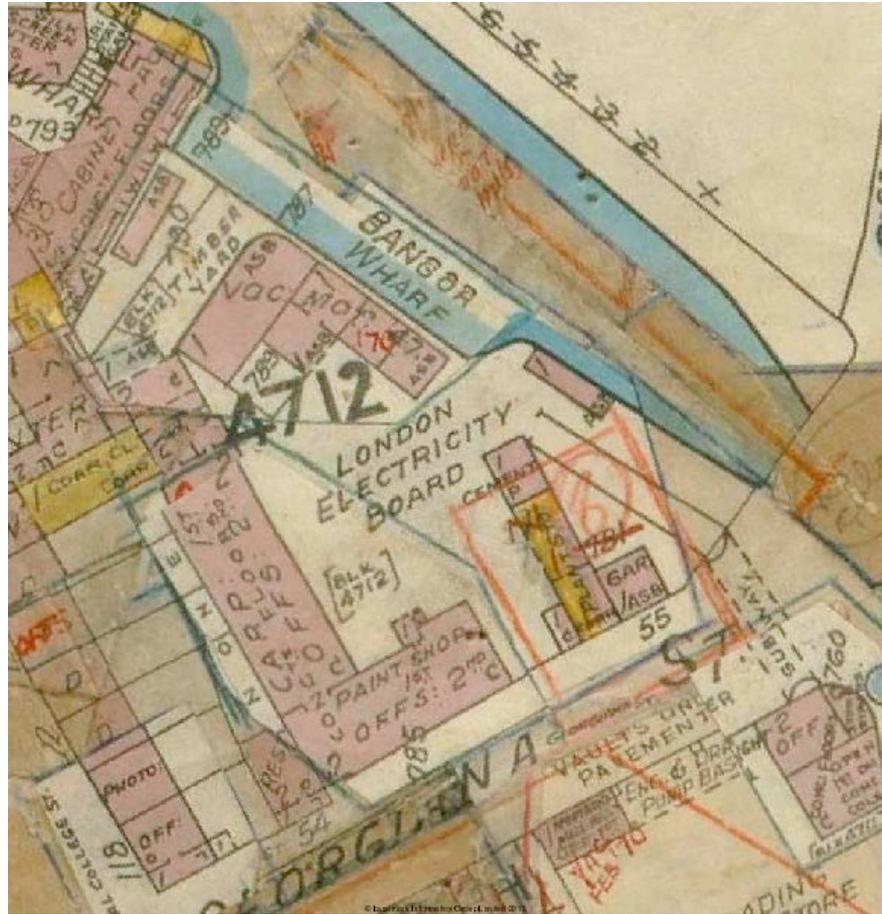
Goad plan, 1960



Goad plan, 1963



Goad plan, 1967



Goad plan, 1970

Appendix D: Approach to the statutory tests in sections 66(1) and 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990

We set out as follows the approach that we take to section 66(1) and section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 in the light of the *Barnwell Manor* Court of Appeal judgment and subsequent decision in the High Court in *Forge Field*.

Section 66(1) of the Act requires decision makers to "have special regard^[11] to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses" when determining applications which affect a listed building or its setting.

Section 72(1) of the Act requires decision makers with respect to any buildings or other land in a conservation area to pay "*special attention*^[2] [...] to the desirability of preserving or enhancing the character or appearance of that area".

The necessary stages for the decision maker in fulfilling its duties under these sections (and therefore the approach to be taken in any analysis) are as follows:

Identify whether any harm is likely to be caused to a listed building or its setting or to a conservation area or its character or appearance and, if so, the likely nature of that harm. The assessment of as to whether there is likely to be harm is a matter for the decision-maker's own judgment. The decision-maker can still rationally conclude that there is no harm where any adverse implications for the listed building or conservation area are de minimis, considering the overall impact of the proposal on the heritage asset as a whole.

Identify all other material planning considerations, including national and local policies (compliance with the statutory development plan to be given particular weight because of the presumption in section 38(6) of the Planning and Compulsory Purchase Act 2004 that determination must be in accordance with the plan unless material considerations indicate otherwise).

If there is likely to be harm (whether substantial or not), the decision-maker must balance that harm against any countervailing planning benefits, but in so doing must give “considerable importance and weight” to the finding of harm. Another way to describe giving “considerable importance and weight” to the finding of harm is to say (as the court did in *Forge Field*) that there is a “strong presumption ... against granting planning permission for any development which would fail to preserve the setting of a listed building or the character or appearance of a conservation area”, which presumption “can be outweighed by material considerations powerful enough to do so”.

Where “substantial harm” is found, the advice in paragraph 133 of the NPPF should additionally be taken into account, namely that consent should be refused “unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss” or at least one of four specified criteria are met.

Where there is found to be harm which is less than substantial, care is needed that the decision-maker expresses and applies the test correctly. Paragraph 134 of the NPPF states: ““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.” However, this now needs to be applied in the light of *Barnwell Manor* and *Forge Field*. As set out above, even where “a development proposal will lead to less than substantial harm to the significance of a designated heritage asset”, in weighing that harm “against the public benefits of the proposal, including securing its optimum viable use”, it is clear that “considerable importance and weight” should be given to that finding of harm.

If both section 66 (any listed building and/or its setting) and section 72 (any conservation area) are engaged, this analysis needs to be carried out separately under each section.

KMHeritage

72 Pymer's Mead
London SE21 8NJ
T: 020 8670 9057
F: 0871 750 3557

mail@kmheritage.com
www.kmheritage.com

© 2016