

EXECUTECH LTD

**49-50 EAGLE WHARF ROAD
LONDON N1**

HERITAGE STATEMENT

JULY 2015

5 Bolton Street
London
W1J 8BA

Tel: 020 7493 4002
Fax: 020 7312 7548

www.montagu-evans.co.uk

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1.0 EXECUTIVE SUMMARY

- 1.1 This Heritage Statement has been prepared by Montagu Evans LLP on behalf of Executec Ltd and is submitted to support the planning application for the redevelopment proposals at 49-50 Eagle Wharf Road.
- 1.2 The application site is located within the Regent's Canal Conservation Area as designated by the London Borough of Hackney. The site buildings were added to the Council's list of buildings of local interest in 2014. Previously they were identified as Buildings of Townscape Merit in the Regent's Canal Conservation Area Appraisal.
- 1.3 The development proposals comprise the retention of the late C19 warehouse buildings built for Hoskins & Sewell that part front the canal, and the retention of the late C19-early C20 industrial chimney. The later buildings and structures within the site will be demolished. New buildings are proposed to both the Regent's Canal and Eagle Wharf Road frontages and will be 6-7 storeys in height.
- 1.4 Internally the site buildings are of limited historic or architectural interest. The chimney is prominent in views along the Regent's Canal and the proposals include the removal of structures around its lower portion to allow the structure to be fully visible. New buildings will be set back from the chimney within an area of new open space, significantly enhancing its visual appearance and thus enhancing views along the canal within the Conservation Area.
- 1.5 The retained C19 warehouse buildings will be renovated and later unsightly extensions removed, so that the buildings can be fully appreciated, in particular from the Regent's Canal. A small number of balconies will be erected to the canalside frontage to provide amenity space for the residential units. These will be in powder coated steel referencing the former industrial use of the building and canal.
- 1.6 The buildings to be removed mainly date to the second half of the C20 and are considered to be of limited or no historic or architectural interest.
- 1.7 The proposed development will provide a mix of employment and residential use and a new canalside café facility. The retained C19 warehouse buildings will have commercial use at ground floor and residential units at upper floors.
- 1.8 The proposed materials for the new build parts of the development – brick and steel again reference the former industrial use of the site and canal.
- 1.9 The proposals also include a new pedestrian access through the site to the canal and an improved amenity area including café. This will significantly improve the appearance of the canal in this area.
- 1.10 Overall, we consider the retention and renovation of the locally listed building on the site (the factory and the chimney) will enhance the character and appearance of this part of the Regent's Canal. The loss of other buildings within the site is justified by the high quality design approach to the new buildings on the site. Therefore, the

character and appearance of the Regent's Canal Conservation Area are not only preserved but enhanced, complying with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act, 1990, the policies of the National Planning Policy Framework and the Hackney Development Plan policies relating to historic environment.

2.0 INTRODUCTION

2.1 This Heritage Statement has been commissioned by Executec Ltd to support an application for full planning permission and conservation area consent for the redevelopment of 49-50 Eagle Wharf Road, London N1.

2.2 This Heritage Statement has been compiled from the following resources:

- An inspection of the exterior of the site and many of the interior spaces;
- Secondary and primary archive research;
- An historic map regression, and
- The report by Greater London Archaeology Society (GLIAS) submitted in response to the previous planning application at the site (2012/3923). We comment on this representation in our Appendix 4.0.

2.3 This Statement identifies and describes the application site buildings in **Section 3.0**. This is followed by a description of the historic development of the application site and its immediate surroundings (**Section 4.0**). A description of the site buildings is provided in **Section 5.0**. The relevant planning policy and guidance is discussed in **Section 6.0**. Heritage designations at the site and nearby are identified in **Section 7.0**. A Statement of Significance of the identified heritage assets is provided in **Section 8.0**. The assessment of the development proposals is set out at **Section 9.0**. Finally, our conclusions are presented at **Section 10.0**.

2.4 A separate report deals by Howe Malcolm Archaeology & Planning Ltd (2015) provides an assessment of the archaeological potential of the site.

3.0 SITE LOCATION AND DESCRIPTION

- 3.1 The application site is located on the northern side of Eagle Wharf Road, and south of the Regent's Canal. It is bounded by Eagle Wharf Road to the south, the canal to the north, No. 48 Eagle Wharf Road to the east and Nos. 51-59 Eagle Wharf Road to the west. (see **Figure 3.1**). The site is located to the east of the junction of Eagle Wharf Road with Shepherdess Walk and the Packington Street pedestrian bridge which provides pedestrian access across the canal.

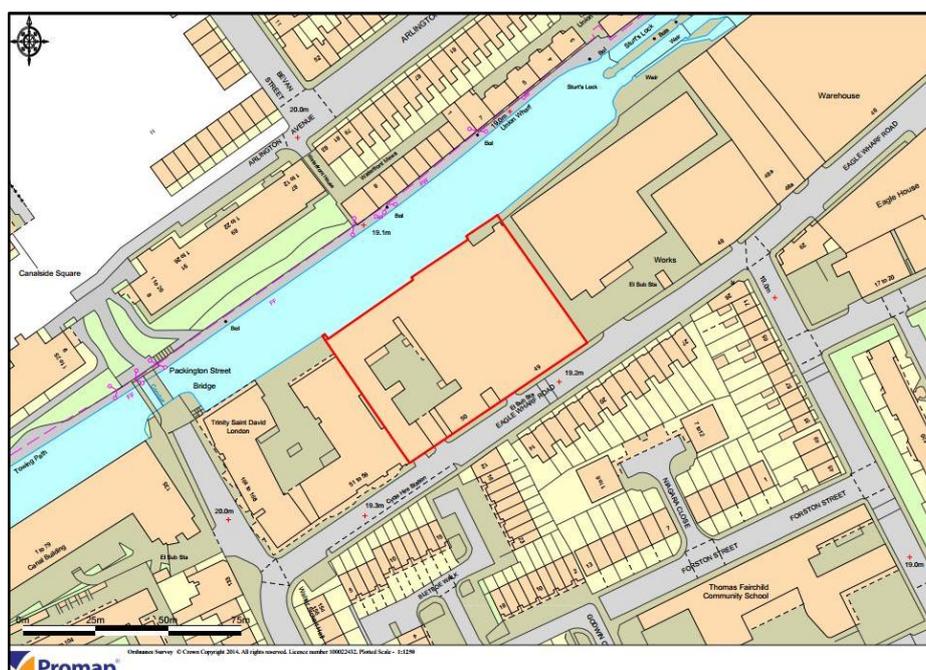


Figure 1.1. Site Location Plan

- 3.2 The application site is located within the Regent's Canal Conservation Area as designated by the London Borough of Hackney.
- 3.3 The application site has evolved in a piecemeal fashion over many years and much of the fabric is difficult to date precisely. The sketches appended to this report as **Appendix 1.0** are an indicative representation of the application site at various moments in history, and are not produced to scale.
- 3.4 The fabric that remains has been heavily altered with much of the original integrity having been lost. The buildings on the application site have developed to accommodate the inhabitants and functions of the site. Few changes have been made with aesthetic considerations in mind.
- 3.5 Overall the complex is architecturally poor. There are isolated elements and details of note but the site as a whole lacks historical integrity and does not demonstrate a particular industrial process.

4.0 HISTORIC DEVELOPMENT OF THE SITE AND SURROUNDINGS

4.1 The Site and Eagle Wharf Road were undeveloped until the C19, and located beyond the developed part of London. The earliest maps of the area indicate that it remained undeveloped until the construction of the Regent's Canal in the early C19. The area can be seen on Chassereau's Survey of Shoreditch of c. 1745 and this illustrates the area was essentially rural. The site comprised a large field owned by a Mr Harvey Esq (see **Figure 4.1**). Roque's map of c. 1754 shows a similar rural situation (**Figure 4.2**).



Figure 4.1: Chassereau's Survey of Shoreditch, c. 1745



Figure 4.2: Rocque's map of c. 1754

- 4.2 The Regent's Canal was first proposed in 1802 by Thomas Homer, who owned a fleet of boats operating on the Grand Junction Canal. The Regent's canal was designed to connect the newly opened (1801) Paddington branch of the Grand Junction Canal (that extended to the Midlands) to the river Thames at Limehouse. The Regent's Canal Act was passed in 1812 and construction was completed in 1816. The section through Hackney was built between 1816 and 1830. The construction of the canal cost £772,000, almost twice the original estimate. The canal was an immediate success with over 120,000 tons of cargo carried during the first year of operation.
- 4.3 By 1830 the canal was carrying 500,000 tons of goods each year – a level that remained fairly constant until the late C19. The banks of the canal were utilised for industrial purposes with several gasworks (Imperial Gas Company) constructed further to the east along the Bethnal Green stretch of the canal. However, the area west of New North Road remained relatively undeveloped until the 1840s (see below).
- 4.4 The Regent's Canal is illustrated on Greenwood's map of 1827 but Eagle Wharf Road is not shown and there is little development close to the canal (**Figure 4.3**). The map indicates the initial laying out of streets and buildings to the south and east.

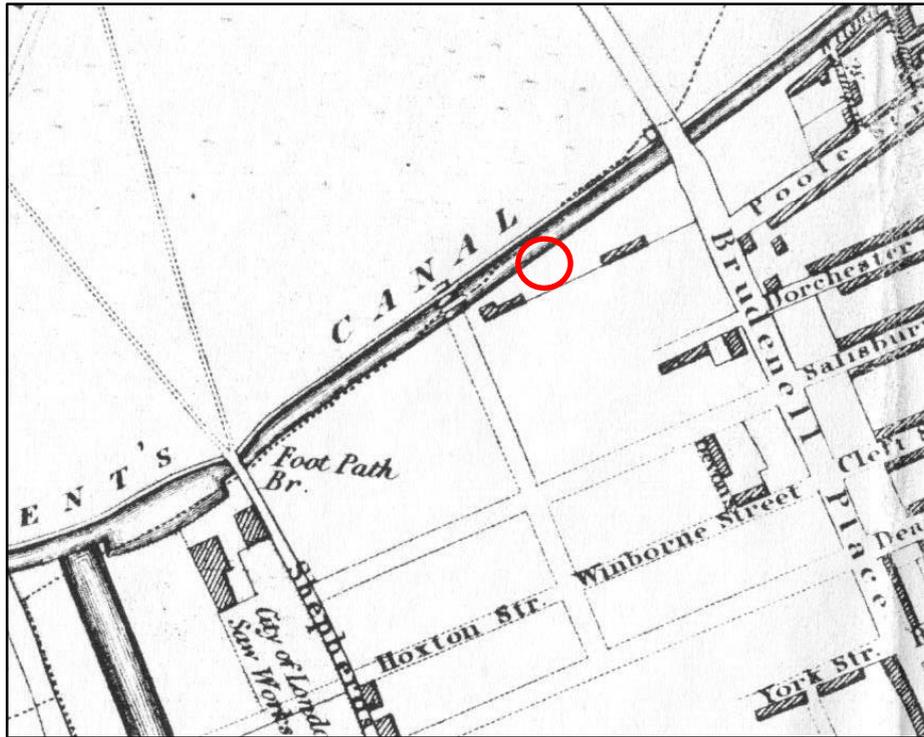


Figure 4.3: Greenwood's map of c. 1827

- 4.5 The Regent's Canal Ironworks were founded in 1841 by Henry Grissell (discussed further below) and can be seen on Stanford's map of 1862 (see **Figure 4.4**). The map indicates the area had developed rapidly following the opening of the Regent's Canal but the application site was relatively open with buildings only on the eastern part of the site. The surrounding area appears to have developed quickly with dense residential development and some industrial development associated with the canal and canal basins.



Figure 4.4: Stanford's map of c. 1862

- 4.6 It would appear that the application site at nos. 49-50 Eagle Wharf Road was originally part of a larger plot which included no. 48 to the east. Furthermore it appears that this complex likely housed the Regent's Canal Ironworks founded in 1841 by Henry Grissell (1817-83) (See **Figure 4.5**).
- 4.7 Henry Grissell was the younger brother of Thomas Grissell (1801-74), a well-known figure in C19 construction, and an engineering contractor. Unlike his older brother, Henry does not have an entry in the *Oxford Dictionary of National Biography*. The ODNB entry for Thomas Grissell is included as **Appendix 3.0**. The Ironworks were closed in 1866.
- 4.8 Following the closure of the Ironworks the site was divided into a number of smaller plots. The 1871 OS map indicates the application site was divided into two with access to both sites through the entrance gate at no. 49. At this time no. 48 is still labelled as the Ironworks. Nos. 49-50 are not labelled on the 1871 OS Map (**Figure 4.5**).

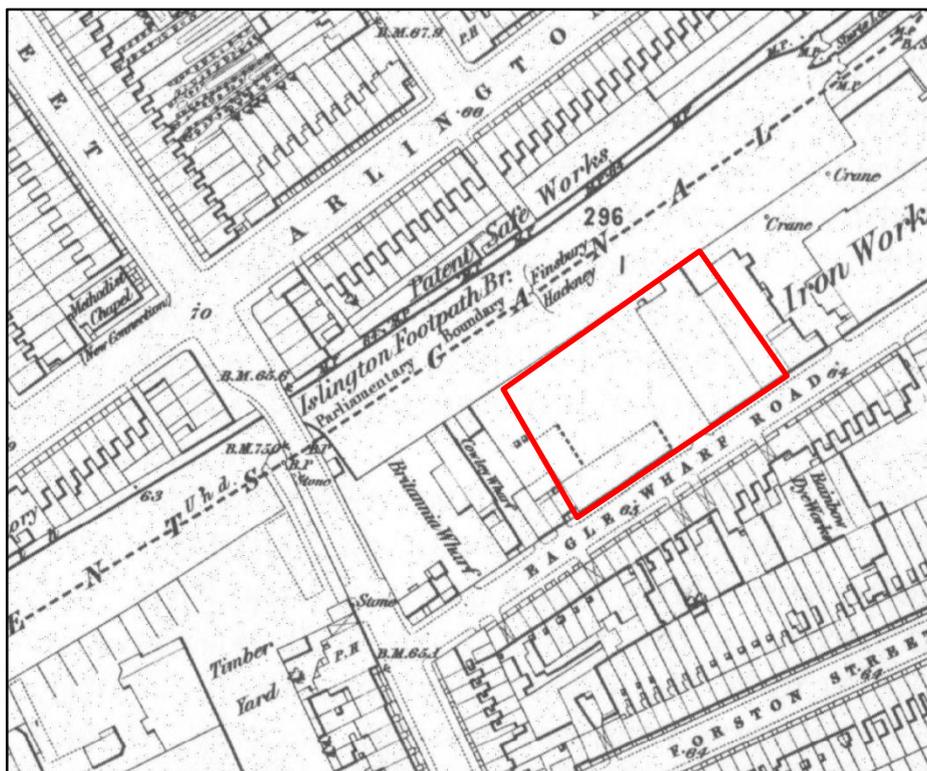


Figure 4.5: OS Map 1871

- 4.9 The form of the application site in the 1870s is very different to what we see today. There was a considerable amount of open land on the canal-side at no. 50 and one building which fronted Eagle Wharf Road. At no. 49 there was structure which ran at right angles from Eagle Wharf Road to the canal-side. It appears from the map to have a chimney at the canal-side in front of this range.
- 4.10 The application site, although unlabelled on the 1871 OS Map, seems to have a separate boundary from the Ironworks. Rather than a single manufacturing use, it can be assumed that multiple uses were on site by this time following the dispersal of the Ironworks. There appears to be a large open area in the centre of the site and towards the canal frontage (mostly No. 50).
- 4.11 By the 1890s there had been substantial development on the site and much of the open land had been built upon. The Goad Fire Insurance Plan of 1891 indicates that no. 49 was occupied by Robert Legg, City Engine Works, possibly producing train engines and tobacco machinery (**Figure 4.6**). The plan indicates that no. 50 was occupied by Hoskins & Sewell, Metallic Bedstead Wharf, producing bedding for the company. The site to the east was occupied by Henry Rifled Barrel Engineering and Small Arms factory.
- 4.12 Buildings occupied most of the site area of no. 49 (Robert Legg), perpendicular with Eagle Wharf Road and extending towards the canal frontage. A strip of open land lay between the buildings and the boundary with no. 50 and providing access from Eagle Wharf Road, and an area for packing. Most of the buildings appear to be of one to two storeys. An area between the canal and buildings appears to extended out over

the canal and was used for the storage of coal and iron, presumably where it was offloaded from barges. A foundry was located in the northeast corner of the site. Buildings of the City Engine Works included an electric shop, an erecting shop, a patterning machine shop and hammer/forge shops. Offices and storages were located to the Eagle Wharf Road frontage.

- 4.13 Buildings at no. 50 (Hoskins & Sewell) were of one to two storeys and occupied most of the site apart from a small area towards the centre. Access to the open area appears to be from the adjacent no. 49. Uses of buildings include warehouses towards the canal frontage, a packing room along the Eagle Wharf Road frontage, a japanning warehouse, stores and stables. A warehouse on piles has been built out over the canal.



Figure 4.6: Goad Fire Insurance Plan, 1891

- 4.14 Some of the buildings constructed at this time (prior to the survey of the 1894 OS Map) remain on the application site (**Figure 4.7**). The 1894 OS Map indicated the extension or rebuilding of buildings at no. 49 as the area of open space is reduced to a small area adjacent to the street frontage. At no. 50 buildings have been extended in the centre of the site and the open area greatly reduced in size. Access to the site from Eagle Wharf Road is via a covered entrance.

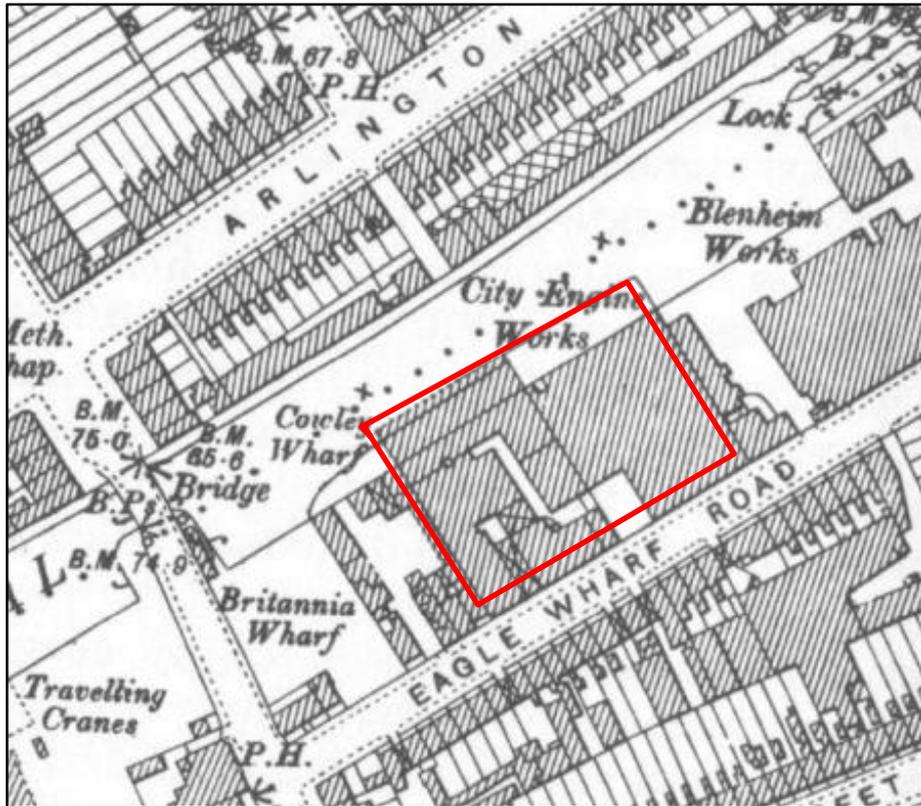


Figure 4.7: OS Map 1894

The layout and use of the site on the 1916 OS Map appears similar to the 1890s plans and maps except for the extension towards the canal at no. 49 (Figure 4.7).

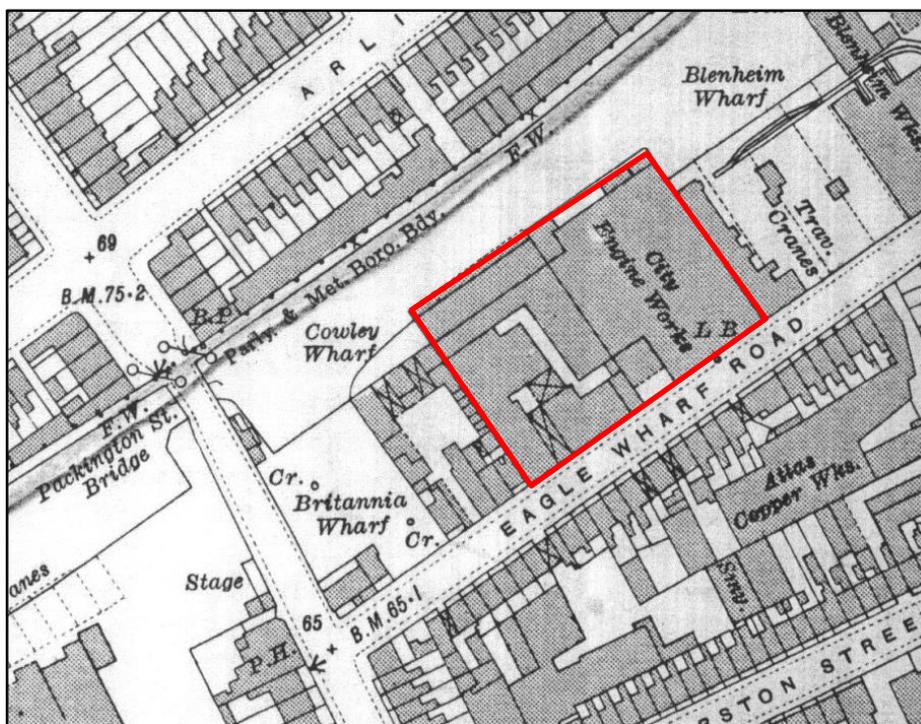


Figure 4.7: OS Map 1916

- 4.15 In the 1930s the canal was lined with sawmills, paper manufacturers, a bedstead factory, Goldberg's wood warehouse, and engineering works and Pilkington's glass cutting factory and warehouse (adjacent to Packington Street Bridge) (Conservation Area Appraisal). The application site appears to have survived the bombing of WWII without sustaining any significant damage and the 1954 OS Map does not show any change to the site buildings (**Figure 4.8**).

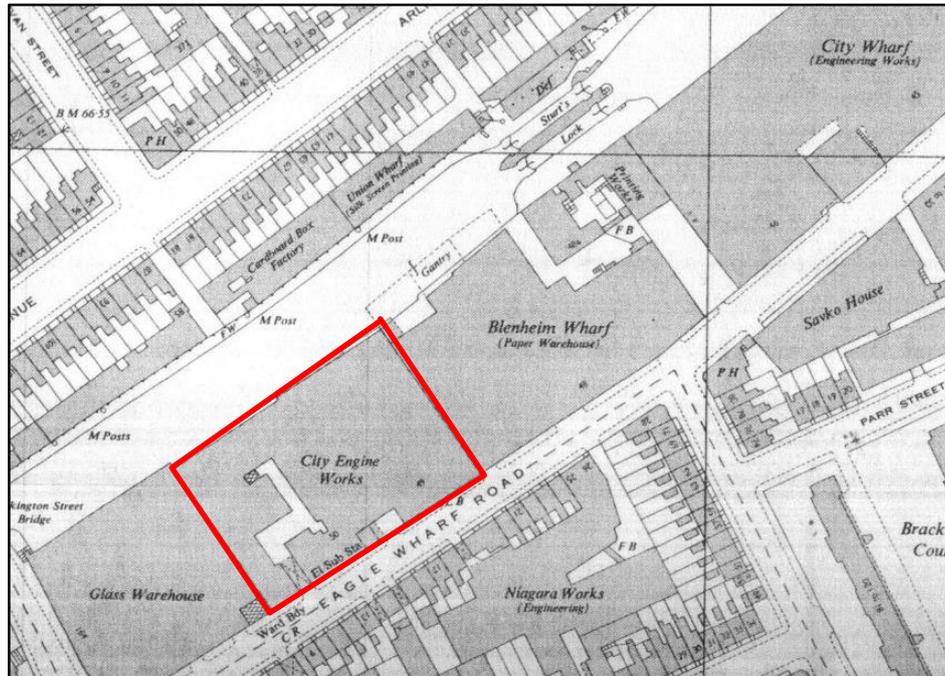


Figure 4.8: OS Map 1954

5.0 THE SITE BUILDINGS

- 5.1 The site comprises a range of buildings of different phases of development. As indicated in **Section 4.0** above, the site was essentially rural until the mid-late C19. The canal section adjacent to the site was completed in 1820 but it is not until the 1860s and 1870s that the site begins to be developed, a relatively late date for this part of London.
- 5.2 The application site has a complex development history and this section provides more detail on each building or range.

The Late C19 Range from Hoskins and Sewell (east-west building)

- 5.3 The front canal-side range at no. 50 can be dated from the end of the C19 and is a three storey warehouse, most likely built for Hoskins and Sewell Bedstead Manufacturers. A second warehouse building, set at right angles to the canal building also dates to the late C19 (see separate discussion below). The two separate buildings can be seen on the Goad Fire Insurance plan of 1891 but neither building is illustrated on the 1871 OS Map. These two former warehouses now form a 'L-shaped' building. Alterations to the buildings have created access between the two buildings at first floor. Access to the canal frontage is via a walkway between the two buildings at ground floor, but the two buildings when viewed externally read as a single building.
- 5.4 This part of the complex is proposed for retention as part of the redevelopment.
- 5.5 The former canalside warehouse is a three-storey building with its long façade aligned to the canal. The eastern former warehouse building has a gable-ended façade facing the canal, and this part of the building extends south to form the 'L' of the building (**Figure 5.1**).
- 5.6 The canalside building is constructed in brick, with regular, fenestration along the canal façade. Windows to this elevation are not illustrated on the Goad Plan of 1891, three openings are suggested. The existing window openings are set beneath shallow brick arches and the windows have been replaced. The courtyard façade (south) has been painted and is cluttered with external staircases and air-con units (see **Figure 5.2**).
- 5.7 The façade aligns with the original boundary with the canal although the site was extended at a later date towards the canal (also shown on the 1896 OS map) to accommodate an additional warehouse on piles on land reclaimed from the canal (**See figures 5.1 and 5.7**).
- 5.8 There is currently a one storey lean-to structure, probably dating from the C20 century, on this reclaimed land which is of brick with a basic profiled steel roof structure. A photograph from the 1960s of the building reproduced in the Conservation Area Appraisal indicates this building had a pitched roof which has since been replaced.



Figure 5.1. View of front (north elevation) of Hoskins and Sewell (1890s) range as viewed from the canal, obscured by the later additions at ground floor. Evidence of original door and window openings exist behind the ground floor structure.

- 5.9 Within the ground floor of this range there is evidence of original features, for example, window and door surrounds, which would have been part of the canal-side frontage but are now masked by the lean-to structure. The planning application proposals include the removal of this later single storey extension to reveal the features of the late C19 warehouse façade.
- 5.10 On the south side of this range, within the courtyard, buildings and other structures have been erected that have altered the configuration of the courtyard (**Figure 5.2**). The south elevation of the C19 warehouse is now largely unobscured.



Figure 5.3. Interior view of the gabled façade of the 1890s range, looking north towards the canal. The king post thus is of slender proportions and typical, in fact, it is of no special engineering interest and is standard for this date.

The Canal Frontage Building (No. 49)

- 5.13 The canal frontage of no. 49 Eagle Wharf Road has seen many phases of development. The 1871 OS Map indicates No. 49 was undeveloped adjacent to the canal. By 1891 buildings extend across the site as can be seen on the Goad Plan and by the 1894 OS Map, and the open area to the west was encroached on by buildings. The Goad plan is the only one that shows the buildings in detail.
- 5.14 The building –situated at right angles between the road and canal – was set back from the canal-side. According to the Goad plan it was 1-2 storeys. There have been further phases of work which have extended the building and claimed land back from the canal to extend this part of the building. Currently, the “reclaimed” area accommodates the café.



Figure 5.4. Eastern side of Canal Frontage showing the chimney. The original façade of the building would have been set back from the canal but further phases of building have extended the building further towards the canal

- 5.15 It is possible that evidence from the first phase of construction survives in studio 3. There are a number of blocked-up windows that may relate to the original canal-side frontage of the building (**Figure 5.5**). The original building had six windows to the canal elevation.

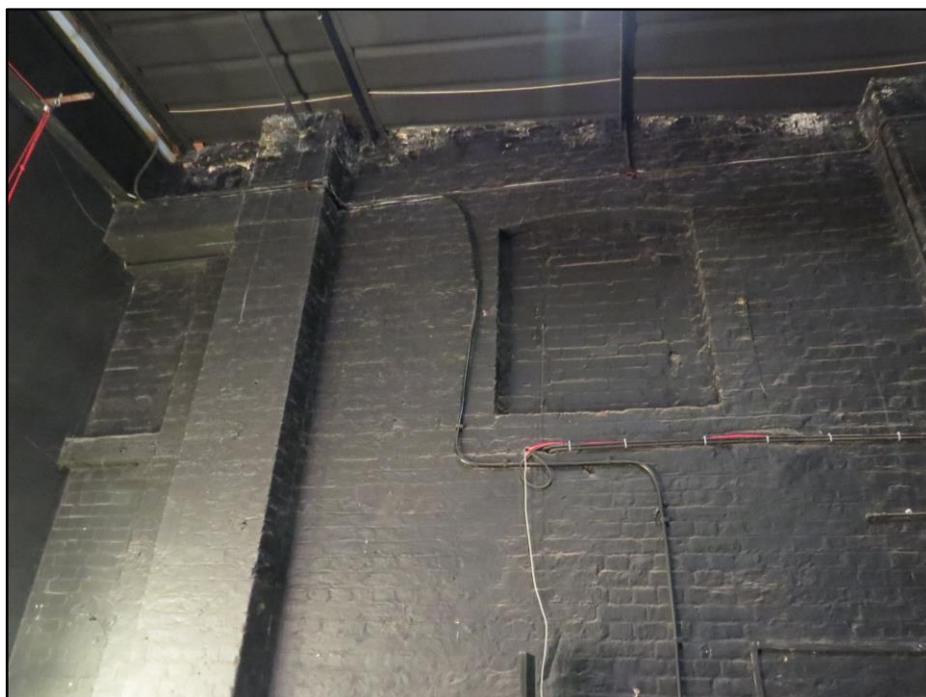


Figure 5.5. Infilled windows in Studio 3 which may have been the original canal frontage of the building, since superseded by various stages of building closer to the canal

- 5.16 To the north of this wall (ie closer to the canal-side) a façade can be identified which must have been in place by 1903. This facade is of two storeys, with piers separating double sets of fenestration (**Figure 5.6**).
- 5.17 This canal-side façade as exists today has been almost entirely altered: the windows and doors have been removed and large parts of the brick façade have been removed (**Figure 5.6**). Part of this historic façade is now encased within the glazed area which houses the café, and is a C20 addition (**Figure 5.4**).
- 5.18 The western element of this canal-side façade has unsightly, late C20 upper floor extensions. It is of three storeys and sits significantly forward of the adjoining warehouse building (Hosking & Sewell N-S range). It is not illustrated on the 1891 Goad plan nor the 1894 OS Map. Substantial changes to the original window openings have been made to facilitate the extension towards the canal and this historic façade is completely unrecognisable from its original form. This part of the building sits on land re-claimed from the canal and the location of the C19 chimney (**Figure 5.7**).



Figure 5.6. Wall within the café which would once have been the original façade of the canal frontage and is now encased by the outer glazed conservatory



Figure 5.7. Canal Frontage of the application site, the walkway has been reclaimed from the canal

- 5.19 The canal-side façade has a seating area for the café and floating walkway over the extent of the frontage of the building. There are a number of canal boats which are moored here (**Figure 5.7**).

- 5.20 Throughout the C20 alterations continued to take place to buildings within the application site. Robert Legg - who operated an engineering works – submitted several applications to update and improve the facilities. These changes included re-cladding part of the Eagle Wharf Road façade and internal alterations for sanitary facilities.
- 5.21 The chimney is situated within the eastern part of this range. The chimney was probably associated with Robert Legg’s City Engine Works and rebuilt after 1891 as it is not shown at this location on the Goad Plan, rather an earlier chimney is illustrated to the west and was 54ft in height (see Figure 4.6) A chimney is also shown at the same location on the 1894 OS Map, suggesting a later date again for the replacement chimney.
- 5.22 The chimney has lost its original context, yet remains an attractive and characteristic element of the complex, contributing to the appearance and character of the Regent’s Canal Conservation Area.

The Eagle Wharf Road Street Frontage

- 5.23 The Eagle Wharf Road façade is made up of at least three phases of work:
- a) the west side is a gable-ended block of 1952;
 - b) the central aspect which includes the covered gateway and the original courtyard access amended in the 1960s; and
 - c) an older range re-clad in 1954 (**Figure 5.8**).



Figure 5.8. View of Street Frontage of 49-50 Eagle Wharf Road, from the east. The range in the foreground was re-clad in 1954 and contains older building fabric

- 5.24 The Eagle Wharf Road façade is a two storey white painted frontage with regular fenestration, which differs in height on the first floor between the different phases of building. There is basic detailing on the façade between ground and first floor and some roof canopies above relating to the 1960s extension. There are a number of doors and entrances to this frontage, including the original courtyard entrance to no. 49 that is no longer in use but has a large gated door, and the open covered entrance to the courtyard.



Figure 5.9. Eagle Wharf Road Façade and entrance into the courtyard. Section A, the gabled structure to the left dates to 1952, rebuilt after it was gutted by fire. The parapetted range providing courtyard access dates to the 1960s

Section A – Western block (No. 50)

- 5.25 The western block is a single storey gabled-ended warehouse with a large roller shutter door to Eagle Wharf Road. It comprises the western end of the Eagle Wharf Road façade (no. 50) and was built in 1952 after a fire (**Figure 5.9**). Comparison with the Goad Plan confirms the building is of different dimensions and alignment to its C19 predecessor.
- 5.26 The building extends north from the frontage at Eagle Wharf Road towards the canal and abuts the late C19 Hoskins and Sewell range in the courtyard (**Figure 5.1**).
- 5.27 The Eagle Wharf Road façade is a basic gabled design with large, functional, access doors that dominate its façade. It is faced in brick, with a concrete lintel above the main door. The courtyard elevation includes a smaller roller shutter door. Internally, it has a metal trussed roof which is of no architectural interest.

Section B – Central Block (No. 50)

- 5.28 The central part of the Eagle Wharf Road façade comprises some older fabric and some later extensions (**Figure 5.10**). The historic maps (**Section 4.0** and **Appendix 2.0**) indicate that there have been structures on this part of the site in some form since at least 1871.



Figure 5.10. Central part of the Eagle Wharf Road façade which probably contains historic fabric.

- 5.29 A large phase of work took place in the 1960s to extend the offices on the first floor. This included the creation of the covered way for access to the courtyard. The Goad Plan confirms it was single storey in 1891.
- 5.30 Little historic fabric survives with any integrity or original form in this section of the building. It is unremarkable with no architectural features of interest.
- 5.31 The fenestration is unremarkable, the windows have been covered with metal grilles and there is no detailing of note. In 1960 this part of the building was extended to create a drawing room for Robert Legg's engineering works at first floor.
- 5.32 The works included the creation of a covered way to the courtyard and the first floor extension which created a larger footprint for the building. The extension at first floor also improved the Eagle Wharf Road elevation, resulting in a more coherent façade.
- 5.33 The extension was created to provide further accommodation for the Legg Company. The gate piers may be from an earlier phase of construction but other aspects of infill are all modern.

Section C – Eastern Block (No. 49)

- 5.34 The eastern part of the façade looks to date from the C20 albeit may incorporate an older part of the building. The result is not satisfying visually (**Figure 5.8**). This may have formed part of the range which extended from Eagle Wharf Road to the canal-side. The building is of two storeys.
- 5.35 This part of the Eagle Wharf Road façade is regular with equally spaced fenestration (lower on the first floor than the rest of the building) and some basic detailing in the form of plain piers dividing the window bays at ground floor level.
- 5.36 There is a simple cornice coping on the upper of this part of the building. We know that this part of the façade was re-clad in concrete in 1954 under the direction of the Legg Company. It is of two storeys with windows to ground and first floor and a pedestrian access to the east with a roller shutter.

Notes on the Interior

- 5.37 The interior and its plan are the products of continual change and have no real coherence apart from the main courtyard. The rest has a varied form.



Figure 5.11. View of courtyard towards the canal.

- 5.38 Many of the internal spaces have been added to, sub-divided and altered to the extent that they are completely un-recognisable from their original forms. There are also areas that would have originally been open and have since been roofed over to meet the demand for additional internal space.

The Chimney

- 5.39 The chimney is of very late C19 or early C20 design and as demonstrated above (and as noted by the GLIAS report) it was not the original chimney, which was located further to the west. Overall, the chimney appears to survive in its original form, but there seems to have been some damage to the top of the stack.
- 5.40 The piecemeal buildings at the canal-side of no.49 have grown and developed around this stack and it is now completely enveloped in surrounding structure (**Figure 5.12**). The original plan of the stack in relation to surrounding structures cannot be determined within any certainty.



Figure 5.12. View of room that houses the base of the chimney. The associated structure does not appear original. None of the fabric surrounding this chimney relates to the original function and it is now largely out of context.

- 5.41 There is a room at first floor level, accessed through the upper floor of the café which gives access to the base of the stack (**Figure 5.12**).

Trusses

- 5.42 The trusses in no. 49 Eagle Wharf Road are identified by GLIAS (see below) as a possible remnant of either the Ironworks (although not the first phases of construction) or of Legg's City Engine Works. Thus there is a date range of c. 1840 to 1890s (**Figures 5.13 and 5.14**).
- 5.43 The trusses are interesting features positioned in small parts of the range in structures of otherwise no aesthetic merit. There is no indication in either complex of an industrial process. The trusses have a simple and engineered design.



Figure 5.13. View of the roof of the studio which contains some original features and some later supports.



Figure 5.14. Detail of the roof structure with the trusses which were described in the GLIAS report.

6.0 HERITAGE PLANNING POLICY AND GUIDANCE

Introduction

- 6.1 The following section sets out the planning policy context for the redevelopment of the Proposal Site, including national and local guidance. A summary of the scheme's compliance with legislation and planning policy is included at **Section 9.0** of this assessment.

Statute

- 6.2 The applicable legislative framework includes the following:
- The Town and Country Planning Act 1990 (as amended);
 - The Planning and Compulsory Purchase Act 2004, and
 - The Planning (Listed Buildings and Conservation Areas) Act 1990.

The Town and Country Planning (Listed Building and Conservations Areas) Act 1990

- 6.3 Nos. 49-50 Eagle Wharf Road, hereafter "the Site" is located within the Regent's Canal Conservation Area as designated by the London Borough of Hackney in 2007. None of the buildings or structures within the Site is statutory listed. Any potential redevelopment of the Site therefore needs to take account of legislation relating to development within conservation areas.
- 6.4 Section 72(1) of the Act requires a local planning authority to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area, and in this context 'preservation means' to 'cause no harm'. Recent heritage policy has introduced a new phrase, 'to sustain significance', which we understand to correspond to the familiar statutory wording, 'preserve'.

Development Plan

- 6.5 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that where in making any determination under the Planning Acts, regard is to be had to the development plan, the determination must be made in accordance with the plan unless material considerations indicate otherwise. The statutory development plan is identified for this assessment as follows:
- The London Plan, Spatial Development Plan for Greater London 2011 (the "London Plan"), along with the Revised Early Minor Alterations to the London Plan, adopted in October 2013;
 - The Hackney Core Strategy Development Plan Document (December 2010) (the "Core Strategy"), and
 - The Saved Policies of the Hackney Unitary Development Plan (1995).

The London Borough of Hackney has prepared a draft Development Management Local Plan (DMLP). This is emerging planning policy, however, it has been subject to Examination in Public (EiP) (24th and 25th September 2014). The independent Inspector raised a number of matters during the EiP and the Council have since provided further information to the Inspector in response. The Council consulted on main modifications to the DMLP (between 24th February and 10th April 2015). As the DMLP is progressing towards adoption we consider it has some and discussion of the draft policies is provided below alongside adopted planning policy

National Planning Policy Framework (NPPF), 2012

- 6.6 The policies in the NPPF replaced the Planning Policy Guidance and Planning Policy Statement documents in 2012. It is a requirement of the NPPF for Local Plans to be consistent with the policies contained in the NPPF. The online guidance published by the government, National Planning Policy Guidance (NPPG) is also relevant.

Other Documents

- 6.7 The following documents are also relevant when considering the heritage value of the site.
- London Borough of Hackney's Regent's Canal Conservation Area Appraisal (2007);
 - English Heritage's Conservation Principles (2008);
 - English Heritage's guidance Setting of Heritage Assets (2015);
 - Pre-application planning advice issued by the London Borough of Hackney (HK\2014\ENQ\002527).
 - Pre-application consultation information issued to the London Borough of Hackney.

National Planning Policy

National Planning Policy Framework (NPPF) (March 2012)

- 6.8 The NPPF is a material consideration of weight in planning decisions.
- 6.9 At the outset, paragraph 14 sets out the presumption in favour of sustainable development that "*should be seen as a golden thread running through both plan-making and decision-taking*", subject to specific policies in the NPPF that indicate development should be restricted, such as those towards heritage assets. Paragraph 7 identifies three dimensions of sustainable development: an economic role, a social role, and an environmental role.

Design

- 6.10 Chapter 7 of the NPPF outlines the Government's policy regarding design. It emphasises that "*good design is a key aspect of sustainable development, is*

indivisible from good planning, and should contribute positively to making places better for people”.

6.11 Paragraph 58 states design should:

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

6.12 Paragraph 60 advises that planning 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.’

6.13 At paragraph 65 the NPPF promotes sustainable development and highlights that concerns about townscape impacts can be mitigated through high quality design:

‘Local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal’s economic, social and environmental benefits).’

6.14 A specific policy on design of exceptional quality is provided at paragraph 63:

‘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.’

Heritage

6.15 Chapter 12 of the NPPF sets out the Government's policies relating to the conservation and enhancement of the historic environment.

6.16 In determining planning applications, paragraph 128 specifies that:

'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'.

6.17 This document provides the requisite information at **Section 8.0**.

6.18 Paragraph 131 states that 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.*

6.19 Paragraph 132 states that:

When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. 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.

6.20 The Site is located within the Regent's Canal Conservation Area, a designated heritage asset. The NPPF recognises that not all elements of a conservation area may contribute towards its significance. Paragraph 138 states that the loss of any building within a conservation area should take 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*".

6.21 Paragraph 137 provides a requirement for "*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*".

6.22 This Statement has defined the setting of the nearby heritage assets, **section 8.0**.

6.23 Setting is defined at Annex 2 of the NPPF as:

'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'

- 6.24 The impact of the Proposed Development on the identified heritage assets is discussed at **Section 9.0**.

Development Plan

Core Strategy

- 6.25 The council sets out three overarching principles for chapter 8 of the Core Strategy – Cleaner, Greener and Safer Places – relating to High Quality Design, the Historic Environment and the Natural Environment. The first two are relevant to this application:

“High Quality Design

The Council will require development to contribute positively to a sense of place and Hackney’s local distinctiveness, their setting and the wider historic environment. High quality design should relate to and complement their surroundings, and be fit for purpose. The strategic importance placed on delivering high quality sustainable development accords with national guidance.

Historic Environment

The Council is committed to conserving the historic significance of the borough’s heritage assets, their setting and the wider historic environment. Hackney’s historic heritage must be considered a positive contributor for the borough’s future.”

- 6.26 Core Strategy policy 24 sets out the Council’s approach to design of new development. This should seek to enrich and enhance the borough’s built environment and create a sense of place and local distinctiveness that is attractive and accessible.
- 6.27 The Council’s Core Strategy policy 25 requires development to make a positive contribution to Hackney’s historic and built environment. This includes identifying and enhancing the historic significance of the borough’s designated heritage assets; their setting, and where appropriate the wider historic environment.

Unitary Development Plan, saved policies

- 6.28 The majority of the retained saved UDP policies were superseded by the adoption of the Core Strategy, however, a number of saved policies will be replaced by the policies in the draft Local Plan when it is adopted. Saved policies relevant to this planning application are discussed below.

6.29 Saved policy EQ13 – deals with demolition in conservation areas. The Council will normally grant conservation area consent to demolish or partially demolish non-listed buildings in conservation areas where the following apply

- (A) WHERE THE EXISTING BUILDING DOES NOT MAKE A POSITIVE CONTRIBUTION TO THE CHARACTER AND APPEARANCE OF THE CONSERVATION AREA; AND/OR WHERE DEMOLITION IS CONSIDERED ACCEPTABLE AND THERE ARE SATISFACTORY PROPOSALS FOR DEVELOPMENT OF THE SITE, CONSERVATION AREA WILL BE GRANTED CONCURRENTLY WITH FULL PLANNING PERMISSION. THIS CONSENT WILL EITHER BE CONDITIONAL UPON THE MAKING OF A CONTRACT FOR THE WORKS NECESSARY TO IMPLEMENT THE APPROVED REDEVELOPMENT SCHEME AS ONE OPERATION OR SUBJECT TO A LEGAL AGREEMENT TO SECURE THE SAME OBJECTIVE.
- (B) WHERE THE PROPOSED REPLACEMENT BUILDING, OTHER DEVELOPMENT OF VACANT SITE WOULD PRESERVE OR ENHANCE THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA.

6.30 Saved policy EQ14 provides the approach to alterations and extensions of buildings in conservation areas. Works are required to preserve or enhance the character of appearance of the area, normally confined to the rear or least important facades, and should not upset the scale or proportions of buildings or adversely affect the appearance or setting of neighbouring buildings. Works should preserve or reinstate characteristic features. Where roof extensions are acceptable in principle these should accord with the period and character of the buildings and the surrounding area.

Draft Development Management Local Plan

6.31 Draft policy DM1 sets out the detailed policy requirements for the high quality design of development in relation to both the setting and context of a development site with more general considerations such as the use of high quality, durable and sustainable materials, and the relationship between development and the surrounding public realm.

6.32 Draft policy DM2 provides further policy on the impact of development and amenity. The policy states “*Development proposals should be appropriate to their location and should be designed to ensure that they will not result in significant adverse impacts on the amenity of occupiers and neighbours.*”

6.33 The Council’s emerging policy DM 28 Managing the Historic Environment covers the approach to conservation areas and other heritage assets (including locally listed assets). The Site is located within the Conservation Area and draft policy DM28 will apply to any redevelopment of the Site. This requires development within or adjacent to conservation areas to preserve or enhance its character and appearance. The demolition of unlisted buildings will only be allowed where:

- The existing building is not considered to preserve or enhance the character and appearance of the conservation area; and/or where demolition is considered acceptable and there are satisfactory proposals for redevelopment of the site which must proceed after the demolition;
- The proposed replacement building, other development or vacant site should preserve or enhance the character or appearance of the conservation area.

6.34 These are the key points which would need to be addressed in any redevelopment of the Site. The supporting text for this draft policy advises that the Council, when considering applications for demolition, will take account of group value, context and setting of buildings, as well as their quality as individual structures and any contribution to the setting of listed buildings. These are important considerations and are further emphasised by the Council adding the Site buildings to the Buildings of Local Interest list in 2013. The Site buildings are identified in the Conservation Area Appraisal as Buildings of Townscape Merit but have been reclassified as locally listed buildings.

6.35 Draft policy DM28 seeks to ensure the protection and enhancement of other heritage assets including locally listed and (locally?) designated assets. The policy further states that development proposals should not be detrimental to the appearance and character of such assets, and where relevant the wider environment.

London Plan (FALP) (2015)

6.36 The London Plan is 'the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years.' The Mayor adopted the Further Alterations to the London Plan on the 10th March 2015, (FALP). From this date, the FALP are operative as formal alterations to the London Plan (the Mayor's spatial development strategy) and form part of the development plan for Greater London. The London Plan has been updated to incorporate the Further Alterations. It also incorporates the Revised Early Minor Alterations to the London Plan (REMA), which were published in October 2013.

6.37 The policies relevant to townscape, conservation and visual assessment are contained in Chapter 7 'London's Living Places and Spaces'. In particular, policies 7.4 – 7.9 outline the strategic planning policies relating to the design of new development. The following paragraphs outline those policies that are relevant to the proposed development.

6.38 Policy 7.4 Local Character sets out that any proposed development should respond to the local context.

6.39 Policy 7.6 Architecture states that, inter alia, development should be of the highest architectural quality.

- 6.40 Policy 7.8 refers to Heritage Assets and Archaeology and sections C and D are pertinent to this application. In particular, Section C states “*development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate*”.

Other Material Considerations

Regent’s Canal Conservation Area

- 6.41 The Site buildings are identified in the Conservation Area Appraisal as Buildings of Townscape Merit; however, LB Hackney has since reclassified the site buildings as locally listed buildings in 2013.
- 6.42 The Regent’s Canal Conservation Area Appraisal describes the Site and its immediate area as

“There is a self-storage unit at No. 48, a Vodafone telephone exchange and office and at No. 46, the Archive and Research Centre of the Museum of London Archaeological Service. Much of the western end of Eagle Wharf from opposite Sturts Lock as far Packington Road Bridge has in last twenty years been extensively refurbished with many factory buildings now being part of Holborn Studios, one of London’s major film locations and photographic studios. The Commissary, a bar and Sturts Lock, Eagle Wharf is also home to six offices in converted canal barges and some residential narrow boats. At present these are under-occupied. Business barges on the Regent’s Canal are a new idea promoted by British Waterways London in an attempt to regenerate small business use beside the canal....

Opposite Eagle Wharf lies Sturts Lock, where there used to be a pumping station which regulated water levels on the canal. As the land level rises from east to west along the canal’s course, water had to be pumped up from below Sturts Lock to City Road Basin to maintain the water level. Recently the former lock keeper’s cottage and pumping works and an adjacent Victorian warehouse, originally used to store and maintain canal barges, have been renovated and converted. The warehouse (4 Union Wharf) was converted into five mews houses with glass roof top conservatories and terraces overlooking the canal.” (pp37-39)

- 6.43 The Conservation Area Appraisal (CAA) considers that the most important views within the Conservation Area are along the canal itself. Certain stretches of the canal are considered more attractive than others, this includes the part of the canal opposite Eagle Wharf (p. 41). Focal points identified include Sturt’s Lock. Both Sturt’s Lock and Holborn Studios, the application Site, are identified as two of the most important buildings and views that act as focal points (CAA p. 41).
- 6.44 Buildings identified as Buildings of Townscape Merit are considered to provide a positive contribution to the character and appearance of the Conservation Area (CAA p. 45).

Note 3: Setting of Heritage Assets, Historic England, March 2015

6.45 This published guidance on setting supersedes English Heritage's (now Historic England) Setting of Heritage Assets guidance of 2011-12. The guidance uses the same definition of setting as set out in the NPPF.

6.46 At paragraph 4, page 2, the guidance states that the extent of setting:

"is not fixed and may change as the asset and its surroundings evolve."

6.47 The Note supports national policy but does not constitute a statement of Government policy itself, nor does it seek to prescribe a single methodology or particular data sources.

6.48 The guidance also confirms that setting in itself is not an asset nor a heritage designation (paragraph 9, p 4). That is the case here.

6.49 The guidance defines the terms curtilage, character and context, whereby the **character** of a historic place is defined as:

"the sum of all its attributes, which may include: its relationships with people, now and through time; its visual aspects; and the features, materials, and spaces associated with its history, including its original configuration and subsequent losses and changes." (paragraph 2, page 1)

6.50 In relation to views, the guidance states that views that contribute to understanding the significance of a heritage asset include:

- Those where relationships between the asset and other historic assets or places or natural features are particularly relevant;
- Those with historical associations;
- those where the composition within the view was an fundamental aspect of the design or function of the asset;
- those between the asset and natural or topographic features. (paragraph 6, page 3)

6.51 Setting cannot be defined selectively, the basis for assessment must be the whole of the existing setting in its current condition. One can then identify certain elements of greater or lesser value.

6.52 The guidance advises a staged approach to understanding the impact of proposals for development in the setting of an asset, on its significance (pages 6-7).

7.0 HERITAGE DESIGNATIONS AT THE SITE AND IN THE IMMEDIATE AREA

7.1 This section of the Heritage Statement identifies designated and undesignated heritage assets at the site and within the immediate area. The heritage assets closest to the application Site are identified on **Figure 7.1**.

Regent's Canal Conservation Area

7.2 The application Site is within the Regent's Canal Conservation Area as designated by Hackney in 2007. It comprises a linear former industrial corridor that runs for almost 4km through the southern part of the borough. It provides important public amenity space both on the water and along the towpath. Along parts of the canal and basins are surviving C19 and C20 warehouses and industrial buildings.

7.3 Although the canal itself is little altered since in completion in 1820, commercial traffic ceased in the 1960s and the industrial use of the canal almost ended. Associated timber and builders' wharves and warehouses that lined the canal and basin are changing, some have been replaced with housing developments. Other buildings have been turned into studios, restaurants and live/work units.

7.4 The Conservation Area Appraisal identifies sections of canal:

- Victoria Park to Cambridge Heath Bridge;
- Cambridge Heath Bridge to Actons Lock;
- Actons Lock to Queensbridge Road Bridge;
- Queensbridge Road Bridge to Kingsland Road;
- Kingsland Road to Whitmore Bridge including Kingsland Basin;
- Kingsland Basin;
- Whitmore Bridge to New North Road Bridge;
- New North Road Bridge to Wenlock Basin, and
- Wenlock Basin;

7.5 The application Site is within the New North Road to Wenlock Basin section, the westernmost part of the Conservation Area.

Arlington Square Conservation Area (LB Islington)

7.6 The Arlington Square Conservation Area lies to the north of the Site and the Regent's Canal Conservation Area. It was designated in 1969 and extended in 1994. The special architectural and historic interest derives from the strong visual unit of its buildings, mainly 1840s terraces of two storey plus basement houses.

7.7 The Conservation Area has a special quality and consistency of scale, materials, design and detailing. Several street blocks were originally built as artisans' cottages relating directly to a factory or workshop in the middle of a block.

7.8 Several of the terraces are Grade II listed.



Figure 7.1: Heritage Assets (also reproduced at a larger size in Appendix 5.0)

Listed Buildings

7.9 Nearby statutorily listed buildings include 107-131 Shepherdess Walk and 133 Shepherdess Walk, all Grade II.

107-131 Shepherdess Walk, Grade II

7.10 Nos. 107-131 Shepherdess Walk comprise an early C19 terrace with each house of three storeys and basement. The terrace is of stock brick with a stucco frieze, cornice and blocking course. The terrace forms a group with Nos. 85-105 Shepherdess Walk with their forecourt railings, which are of local interest. The listed terrace is located on the western side of the junction with Eagle Wharf Road, to the southwest of the Site.

133 Shepherdess Walk, Grade II

7.11 This building was formerly the Blockmaker's Arms PH. It is an early to mid C19 building of three storeys. It is in stucco with an entablature and parapet. It forms a group with 107-131 and 85-105 Shepherdess Walk. The listed building is located on the western side of the junction with Eagle Wharf Road, to the southwest of the Site.

Locally Listed Buildings

7.12 The site buildings have been added to LB Hackney's list of building of local interest. Previously they were identified in the Regent's Canal Conservation Area Appraisal as Buildings of Townscape Merit.

7.13 The Council considers that locally listed buildings make a contribution to the character of the Conservation Area and are of local significance due to their age, architectural detailing or because of some unusual feature. They mainly date to the C19.

Buildings of Townscape Merit

7.14 The Regent's Canal Conservation Area Appraisal identifies the following buildings and structures as Buildings of Townscape Merit (BTM) identified on either Map 1a or in Appendix B of the Appraisal are:

- Sturt's Lock and Weir;
- Packington Street Foot Bridge;
- Canal (former Royle) Building, 135 Shepherdess Walk, and
- New North Road Bridge.

7.15 The Appraisal also identifies 49-50 Eagle Wharf Road and 51-69 Eagle Wharf Road as BTM on Map 1a. However, the buildings at 49-50 Eagle Wharf Road have since been reclassified as locally listed buildings. We presume that the BTM allocation to 51-69 Eagle Wharf Road has been removed as this site has since been redeveloped, or it is wrongly illustrated on Map 1a.

7.16 The Appraisal comments that BTM are usually well-detailed examples of mainly late C19 commercial premises, which retain their original detailing. There are also a number of 1930s factories with typical Art Deco style. BTM are considered by the Council to make a positive contribution to the character and appearance of the Conservation Area.

8.0 STATEMENT OF SIGNIFICANCE

8.1 Paragraph 128 of the National Planning Policy Framework (NPPF) requires applications to describe the significance of any heritage assets affected by development proposals. The level of detail should be proportionate to an asset's importance and no more than is sufficient to understand the potential impact any alteration on its significance. Accordingly, we set out a statement of significance for the Site buildings and other identified heritage assets below.

8.2 The NPPF (2012) defines significance as:

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

8.3 English Heritage's 2008 Conservation Principles seeks to provide guidance on the sustainable management of the historic environment, and defines policy on the assessment of significance. This document aims to prompt thought about significance through a consideration of the values that might be ascribed to a place, and proposes four broad groups intended to guide comprehensive assessment of those values. The categories of evidential, historical, aesthetic and communal value, which encompass distinctive yet interrelated aspects of significance such as associative, illustrative, design, social and spiritual value, provide a useful framework for assessing and understanding significance.

Evidential Value: the potential of a place to yield evidence about past human activity.

Historical Value: the ways in which past people, events and aspects of life can be connected through a place to the present, often illustrative or associative.

Aesthetic Value: the ways in which people draw sensory and intellectual stimulation from a place.

Communal Value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. This value falls outwith the scope of the NPPF as it defines 'significance' in the annex as "

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

We rely on the Framework definition and do not presume to comment on 'Communal' value.

- 8.4 The following table shows how the heritage values identified in Conservation Principles could be considered to relate to those identified in the NPPF.

English Heritage Conservation Principles (2008)	National Planning Policy Framework (2012)
Evidential value	Archaeological interest
Historical value (illustrative, associational)	Historic interest
Aesthetic value (fortuitous, design, artistic)	Architectural and artistic interest
Communal value (commemorative, symbolic, social, spiritual)	Value of a heritage asset to this and future generations

- 8.5 We also identify the setting of the identified heritage assets and the contribution this makes to significance.

49-50 Eagle Wharf Road

- 8.6 The *evidential value* of an asset normally deals with archaeological remains. The site in its current condition clearly demonstrates a complex history of piecemeal alterations. The result is unfortunate overall as it has no clear form or appearance. On any redevelopment, a building recording condition (level to be agreed) is proposed as an acceptable approach to recognising its value.
- 8.7 There is some *historical value* in the part of the site whose operation is associated with the contractor of the Iron Works. There is no association with Thomas Grissell, or connection between him and the site.
- 8.8 The property's position on the canal reinforces its historical value of the site, as the industrial uses were drawn to the site because of its location and ease of access for materials. Thus there is a positive setting relationship of one with the other.
- 8.9 The very fact that so many firms used and adapted the site shows how industrial sites were reused over time. Their circumstances are again an aspect of historical value. The varied and fragmented form of the structures on the site reflects a range of uses.
- 8.10 The former Hoskins & Sewell warehouses of c. 1890 are of a coherent design (sadly a full internal inspection was not possible), although the buildings have been compromised by unsympathetic extensions and alterations. These buildings are of some *architectural value*.
- 8.11 The shallow depth of the building(s) would indicate the building's structure comprised primary beams spanning between walls. The roof is supported on handsome timber trusses of simple and typical design. The gable-ended building is supported with a king post-truss. This is typical of the period.

- 8.12 The interwar ranges, which face the canal to the east (No. 49), are a product of successive phases of construction. They are of a standard design for the date and have no demonstrable historic interest and no architectural value.
- 8.13 The piecemeal history of development at the Site shows no single coherent form and the buildings have lost their ability to demonstrate a specific industrial process. None of the building materials or forms is of anything more than typical in quality. In places they are poor quality, especially in the C20 ranges.
- 8.14 The elevation to Eagle Wharf Road indicates the site and its buildings have been rebuilt, extended and altered over the last 150 years. The elevation exhibits no specific architectural quality or coherence.
- 8.15 The only elements of the site buildings to be of historic and architectural interest are the 1890s former Hoskins & Sewell warehouses facing the canal and the chimney. The chimney is of a later date than the warehouses and there is no historic associations between the buildings and chimney as these were located on different industrial sites and several different manufacturing processes. The chimney has lost its functional context.
- 8.16 The piecemeal character of the Site is visually disparate but has some interest in individual components but overall is of poor quality visually.
- 8.17 Overall, the industrial character of the site contributes to the character of the Conservation Area, providing a link with the former industrial use of the Regent's Canal. The character of the application site has changed, and industrial or manufacturing processes ceased many years ago. The Site, like the Conservation Area, has changed. The site buildings are used for commercial activities – mainly photographic studios. The use of the canal frontage has also changed. Originally the wharf would have been used for loading and unloading industrial materials, now it is used for mooring narrowboats, some of which are residential and some commercial. Alongside the canal, the café and its external seating area/decking, have also changed the industrial character of the site. It is now an amenity area rather than a working area.
- 8.18 The internal courtyard of the Site has some relation to the original open area within the Site, although it does not retain any industrial use and is now used for car and cycle parking. Most of the elements surrounding the open space are, however, of poor visual quality/architectural design.
- 8.19 As an unlisted building there are no planning controls over internal changes. Nonetheless, we have considered internal features of note. There are none apart from some roof trusses, the date of which is unclear, but may date from a phase of industrial use. The trusses are well designed examples of engineered trusses, but are not special for their date and cannot be connected with any figures of note. They may or may not have been part of the ironworks.

- 8.20 In summary, the site as a whole detracts from the appearance of the Conservation Area; two elements in it have, however, some value in townscape/historic terms and it is proposed that these are retained in the redevelopment of the site.
- 8.21 Therefore, the demolition of those other ranges does not, in our judgement, cause harm to the appearance of the Conservation Area or its character.

Regent's Canal Conservation Area

- 8.22 The Regent's Canal is a linear conservation area encompassing the canal and immediate area. The application site is located within the westernmost part of the Conservation Area as designated by LB Hackney. This part of the Conservation Area has undergone significant change in the late C20 and early C21, reflecting the decline in industrial processes and the need for residential development in this central London location.
- 8.23 The Conservation Area's significance comprises its historic value. The construction of the Regent's Canal brought industrial processes and employment to this former rural area. The canal provided transport links to other parts of London and was an easy method of transport for heavy industrial materials. The canal ceased to be used for industrial transportation in the post WWII period, and this is also reflected in the loss of industrial and manufacturing processes lining the canal. The canal and surrounding also suffered damage from aerial bombing during WWII, necessitating the need for reconstruction and regeneration in the latter C20.
- 8.24 The architectural interest of the canal comprises the canal's construction and associated infrastructure, for example, the nearby Sturt's Lock. The regeneration of this part of the Regent's Canal and surrounding area has ensured the aesthetic value of the canal has been restored and retained.
- 8.25 The aesthetic value of the Conservation Area away from the canal is limited. In Eagle Wharf Road there are no buildings of special architectural interest. Most of the buildings are post-War warehouses or C20/C21 residential developments, but are of no particular architectural quality. Shepherdess Walk (west side only) does contain buildings of architectural and historic interest, recognised by the statutory listings (see below).
- 8.26 The former Royle Building (Canal Building) is of architectural interest and has recently been regenerated to provide residential apartments (see below). It is a prominent building occupying a significant part of the canalside between Packington Street Bridge and Wenlock Basin.
- 8.27 The northern side of the canal is within the LB Islington and part of it falls within the Arlington Square Conservation Area discussed below.
- 8.28 As noted above the Conservation Area has experienced substantial change since WWII and the decline in manufacturing and industrial processes within the inner London area. Not only did this change the character of the area from industrial to

largely residential, it also improved the air quality and created a popular amenity use of the canal. The towpath is very popular for walkers and cyclists and the canal itself for narrowboat users. Residential uses also include houseboats moored along the canal.

- 8.29 More recently, warehouse sites have been redeveloped to provide mixed use, residential-led developments, changing the character again. This is a continuing evolution of the character of the Conservation Area.
- 8.30 The setting of the Conservation Area now comprises largely late C20 and C21 residential developments extending out from the canal, both north and south.
- 8.31 The Conservation Area Appraisal identifies Holborn Studios as one of the most important buildings and views that act as focal points in the Conservation Area (para 4.4, page 42). The view along the canal of the C19 Hoskins & Sewell warehouses and the chimney will be retained and enhanced by the removal of later unsympathetic extensions.

Arlington Square Conservation Area

- 8.32 The Arlington Square Conservation Area's architectural and historic interest derives from the strong visual unit of its buildings, the 1840s terraces. Several streets were built as artisans' cottages. Many streets are unusually wide, adding to the character of the Conservation Area. Buildings at the southern boundary contribute to the industrial character of the canal, although these have mostly been redeveloped.
- 8.33 This is a small conservation area, and much of the surrounding C19 residential context was lost during post-war redevelopment in the form of the Packington Street Estate, this has now itself been swept away and replaced within a more architecturally pleasing residential development. The canal to the south adds to the setting of the Conservation Area.

107-132 Shepherdess Walk, Grade II listed building

- 8.34 The terrace's significance lies in its architectural quality and its historic interest, which along with other buildings on the west side of Shepherdess Walk are remnants of the early C19 residential development of the area, most of which did not survive the post WWII clearances and redevelopment. Thus the setting of the terrace has been affected by the post-war estates directly to the east, and the more recent residential development at the junction with Eagle Wharf Road.

133 Shepherdess Walk, Grade II listed building

- 8.35 No. 133 was the former Blockmaker's Arms PH, more recently converted to residential use. The replacement of the former public house's ground floor windows and door has reduced the interest of the building and its original use is no longer

evident. It forms a group with the terrace at 107-131, and like the terrace, its setting has been adversely affected by unsympathetic post-war development.

Sturt's Lock and Weir, TBM

- 8.36 Sturt's Lock was built as part of pair with Acton's Lock although they do not operate as such today. The local is 72 feet in length, and a minimum width of 14ft 6 in. Sturt and Acton were amongst the original landowners of this stretch of the canal. Sturt's Lock is also one of three residential moorings along the Hackney stretch of the canal. It is identified as a focal point and important view in the Conservation Area Appraisal. The Appraisal states that the views of Sturt's Lock are one of the most positive features of the Conservation Area

"The extensive views along the canal especially the winding view from Victoria Park to Cambridge Heath Road, the views towards Acton's and Sturt's Locks" (para 6.1, page 46).

Packington Street FootBridge, BTM

- 8.37 Packington Street footbridge is the only pedestrian-only access over the canal in Hackney, otherwise it is of limited interest.

Canal Building (former Royle Card Factory), 135 Shepherdess Walk, BTM

- 8.38 The building was converted into waterside lofts in the 1990s and faces towards the canal, occupying a large site between Packington Road bridge and Wenlock Basin. It is a large white Art Deco building. It is of architectural interest.

9.0 ASSESSMENT OF THE DEVELOPMENT PROPOSALS

9.1 The proposed development includes the partial redevelopment of existing commercial buildings, with the retention of the three storey Hoskins & Sewell warehouse buildings and the former industrial chimney. The proposals include the erection of part five and part six storey buildings to provide the following:

- 64 residential units;
- Commercial floorspace (B1, 4,393 sqm);
- Café;
- A new pedestrian route through to Regent's Canal, and
- Landscaped communal courtyards.

9.2 The description of development for the application is:

“Partial demolition of existing buildings, retention of 3 storey building and former industrial chimney and redevelopment to provide mixed use scheme, comprising residential, commercial and café floorspace, including creation of basement floorspace, landscaped communal courtyards, pedestrian link route to the Regents Canal, cycle parking and other associated works.”

9.3 Key heritage principles of the development proposals include the retention and restoration of the most significant heritage asset, and their re-use for employment and residential purposes.

9.4 The proposals include the retention of the late C19-early C20, 26m-tall chimney and the Hoskins & Sewell former warehouses buildings of late C19 date, located in the northwestern corner of the site, facing Regent's Canal. The later buildings on the site will be demolished. This will include the later and unsightly ground floor extensions to the Hoskins & Sewell building fronting the canal. The application site buildings were added to Hackney's list of locally important buildings in 2014. The removal of buildings and structures within the site means saved policy EQ13 applies as the site is located within a conservation area.

9.5 The removal of these later extensions will allow the canal façade to be fully appreciated as it was built in the late C19 as can be seen in the CGI at Figure 9.1.



Figure 9.1: CGI of the canal facing elevation of the proposed development

- 9.6 The early C20 chimney will also be exposed as part of the development proposals. The removal of the later extensions and additions around the chimney will allow this historic feature to be viewed in particular from Regent's Canal. The retention of these historic features as part of the development will ensure the industrial heritage of the site is retained, thus reinforcing the history of the Conservation Area. The retention and restoration/refurbishment of these heritage buildings will ensure the character and appearance of this part of the Regent's Canal Conservation Area is not only retained but enhanced.
- 9.7 The buildings and structures proposed for removal as part of the development proposals are of limited or no historic interest as discussed in section 5.0 of this report. The loss of these predominantly C20 buildings and structures will allow views of the historic parts of the site to be opened up. The most important elevation is that facing the Regent's Canal, whereas the Eagle Wharf Road frontage is of limited historic or aesthetic interest and has a limited contribution to the character and appearance of the Conservation Area.
- 9.8 Thus we consider that the development proposals are consistent with saved policy EQ13.
- 9.9 Saved policy EQ14 requires proposals that include alterations and extensions to buildings in conservation areas to preserve or enhance the character and appearance of the area and these works would normally be confined to the least important façade. The proposals should not upset the scale or proportions of the buildings or adversely affect the appearance or setting of neighbouring buildings. Although some new development is proposed for the canal-facing façade, this respects the scale of the retained heritage buildings on the site. New buildings will be set-back from the retained chimney to provide open space around this structure thus, significantly enhancing its appearance and setting.

- 9.10 The proposed new buildings to the canal frontage respect the scale of the retained warehouse buildings as can be seen in Figure 9.1. The materials and design of the new buildings complement the retained heritage buildings. The use of brick and steel are appropriate materials for this part of the Conservation Area, reflecting the industrial heritage of the site. A limited number of balconies will be erected to the canal elevation of the retained building and also to the new building to the east of the heritage building. These will also be in powder coated steel.
- 9.11 The treatment of the Eagle Wharf Road frontage is able to take larger scale buildings. Here the proposed buildings will be of six and seven storeys. Routes through to the centre of the site and to the canal will be two-three storeys high, providing an inviting entrance through to the new development and the canal-side amenities which will be accessed in a managed way. It is not a sensitive part of the Conservation Area and its townscape is disparate and includes larger scale buildings. The materials of these buildings will be of high quality and durable specification and include textured brick and Corten weathering steel, reflecting the industrial heritage of the site and the Conservation Area. The new buildings will provide a positive contribution to the streetscene in Eagle Wharf Road, with more activity and vibrancy than currently exists. These improvements will enhance the appearance of this part of the Conservation Area.
- 9.12 We consider therefore that the proposed new buildings and alterations to the retained historic warehouses will not only retain the character and appearance of this part of the Regent's Canal Conservation Area but also enhance it. Views along both Regent's Canal and Eagle Wharf Road will be enhanced. Saved policy EQ14 and draft policy DM28 are therefore complied with.
- 9.13 The proposed works to the retained heritage buildings will ensure their protection and enhancement, thus complying with draft policy DM28.
- 9.14 The proposed development will not adversely affect the significance of nearby heritage assets identified in **Section 7.0** as there is limited or no intervisibility between these and the development site. This is the case with the nearest listed buildings in Shepherdess Walk. The Arlington Square Conservation Area is separated from the site by intervening development and thus there will be no effect on its significance.
- 9.15 Overall, we consider the proposed development responds positively to this interesting site located within the Regent's Canal Conservation Area. The important heritage buildings are retained, restored and enhanced, thus preserving the locally listed buildings on the site. The new build responds positively to the architecture and materials of the retained buildings and the surrounding Conservation Area, thus enhancing the appearance and character of the Regent's Canal Conservation Area.
- 9.16 The proposals comply with section 72(1) of the Planning (LBCA) Act as they preserve and enhance the character or appearance of the Regent's Canal Conservation Area. The development proposals also comply with the heritage policies of the NPPF, in

particular paragraph 137 as the proposals preserve elements of the setting that make a positive contribution to and better reveal the significance of heritage assets, accordingly the proposals should be treated favourably.

- 9.17 The proposals comply with the heritage policies in Hackney's Development Plan as demonstrated above.

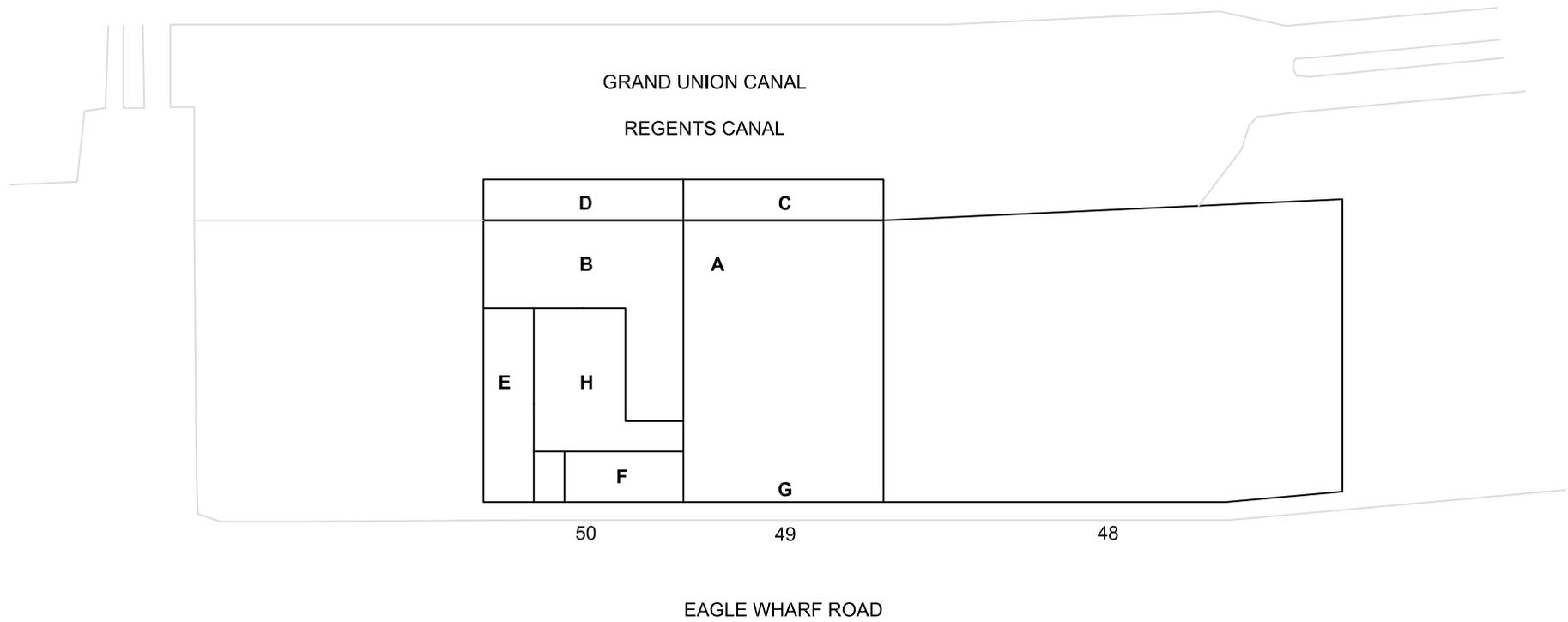
10.0 CONCLUSIONS

- 10.1 We conclude that the redevelopment of this site within the Regent's Canal Conservation Area retains the buildings of most historic and architectural interest. These building, the C19 warehouses and the tall chimney will be renovated and the proposals include the removal of later extensions and structures attached to these buildings such that their significance is better revealed. Consequently, views along the Regent's Canal towards the site will be enhanced. The creation of open space around the chimney and improvements to the canalside frontage in front of the retained buildings will provide further enhancement of this part of the Conservation Area.
- 10.2 Internally the site buildings are of limited historic or architectural interest.
- 10.3 The buildings to be removed mainly date to the second half of the C20 and are considered to be of limited or no historic or architectural interest.
- 10.4 The proposed development will provide a mix of employment and residential use and a new canalside café facility. The retained C19 warehouse buildings will have commercial use at ground floor and residential units at upper floors.
- 10.5 The proposed materials for the new build parts of the development – brick and steel again reference the former industrial use of the site and canal.
- 10.6 The proposals also include a new pedestrian access through the site to the canal and an improved amenity area including café. This will significantly improve the appearance of the canal in this area.
- 10.7 Overall, we consider the retention and renovation of the most interesting historic buildings on the site will enhance the character and appearance of this part of the Regent's Canal. The loss of other buildings within the site is justified by the high quality design approach to the new buildings on the site. Therefore, the character and appearance of the Regent's Canal Conservation Area are not only preserved but enhanced, complying with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act, 1990, the policies of the National Planning Policy Framework and the Hackney Development Plan policies relating to historic environment.
- 10.8 We also conclude that nearby heritage assets identified in **Section 7.0** of this report will not be affected by the development proposals and their significance will be retained.

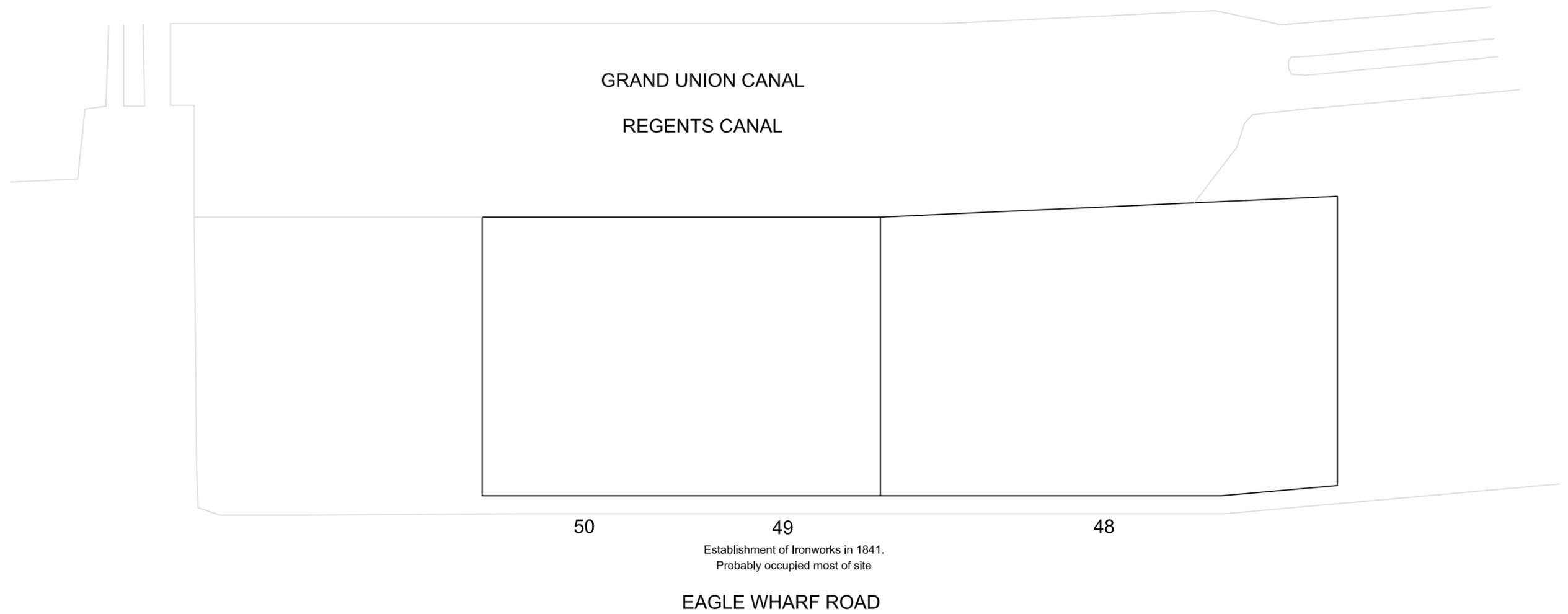
Appendix 1

Sketch Plans Illustrating Historic Development of the Site

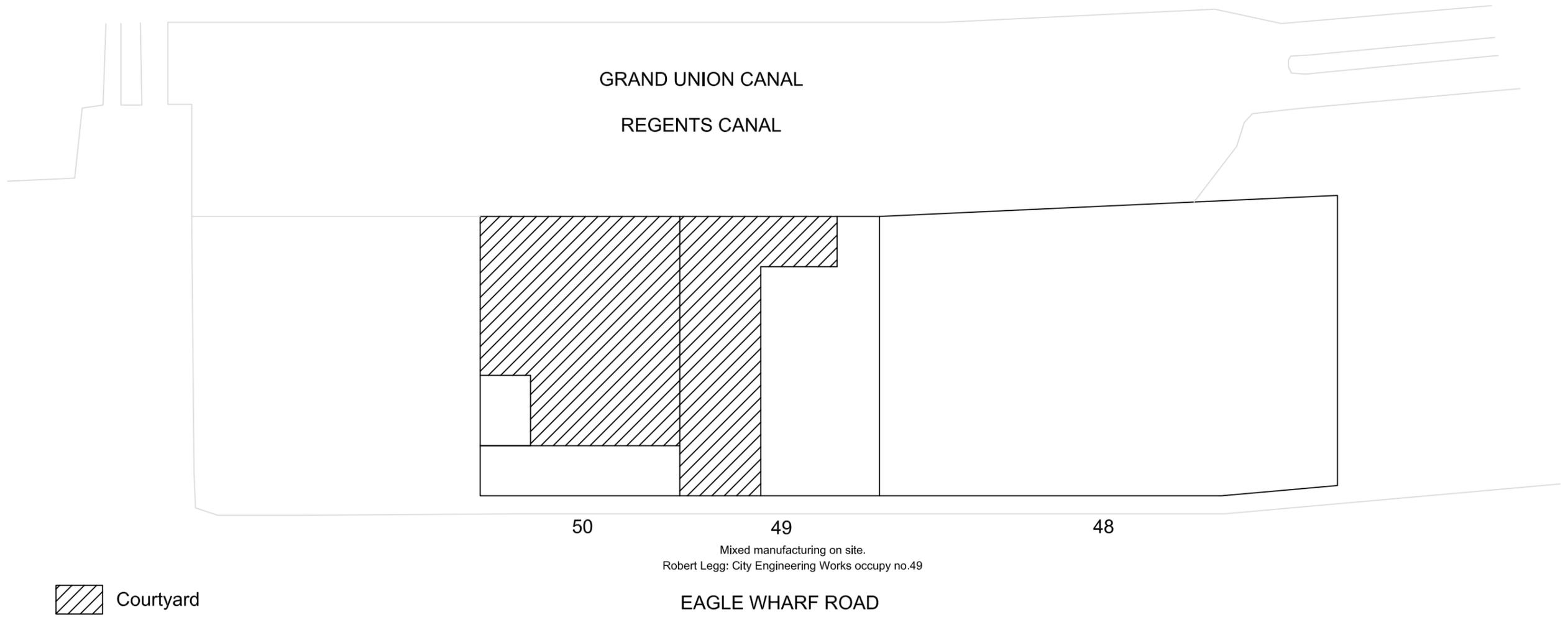
- A.** Possible older fabric - significantly altered and extended.
- B.** Late 19thC range.
- C.** Late 19th/20thC range.
- D.** Reclaimed land. 20thC.
- E.** Rebuilt 1950's.
- F.** 1st floor extension and covered gateways.
- G.** Facade reclad in 1950's.
- H.** Courtyard access from no.50.



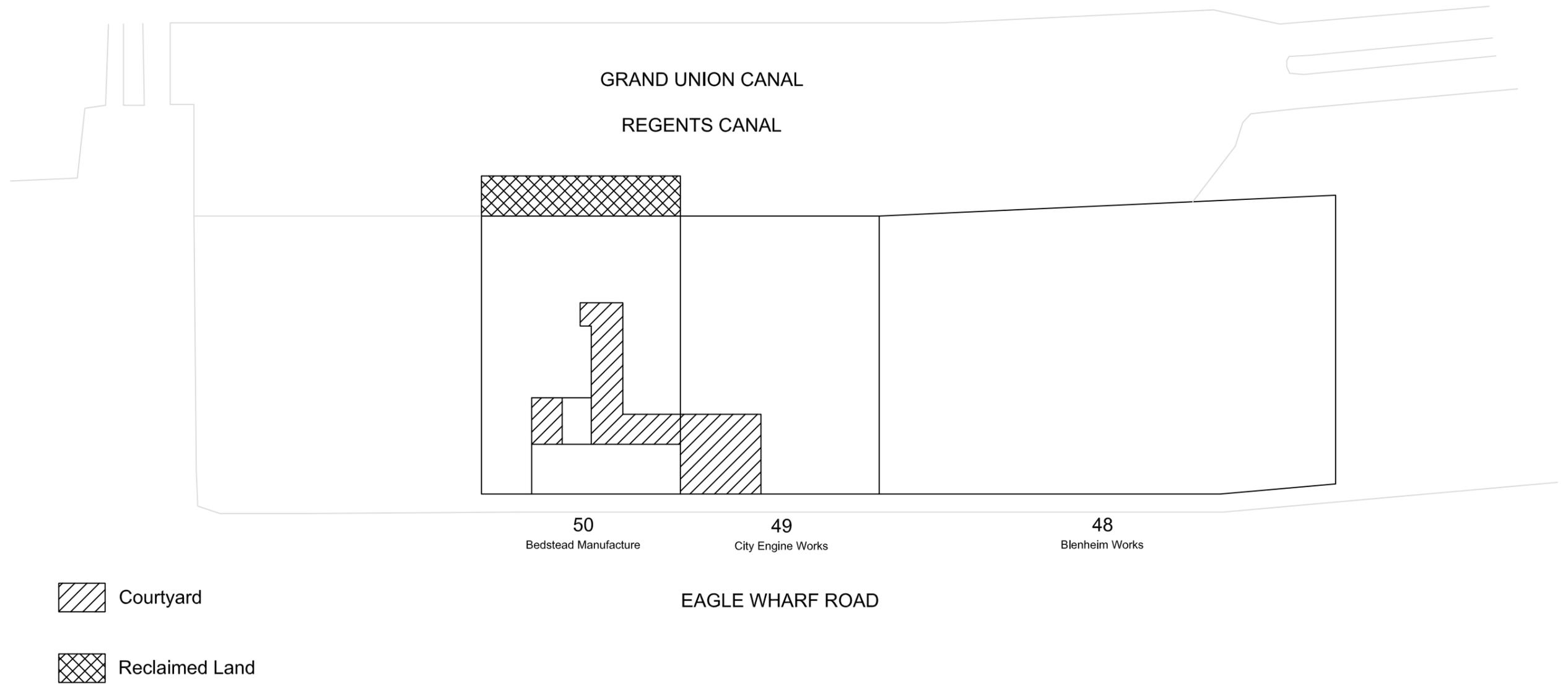
1840's



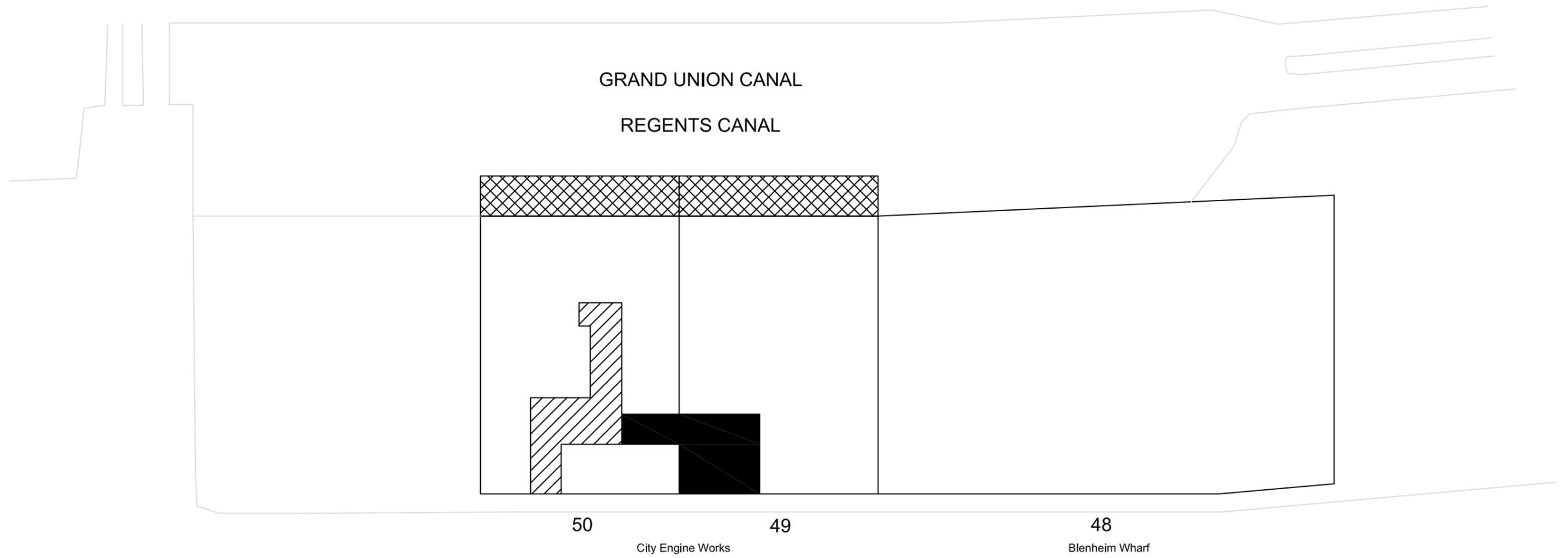
1870's



1890's

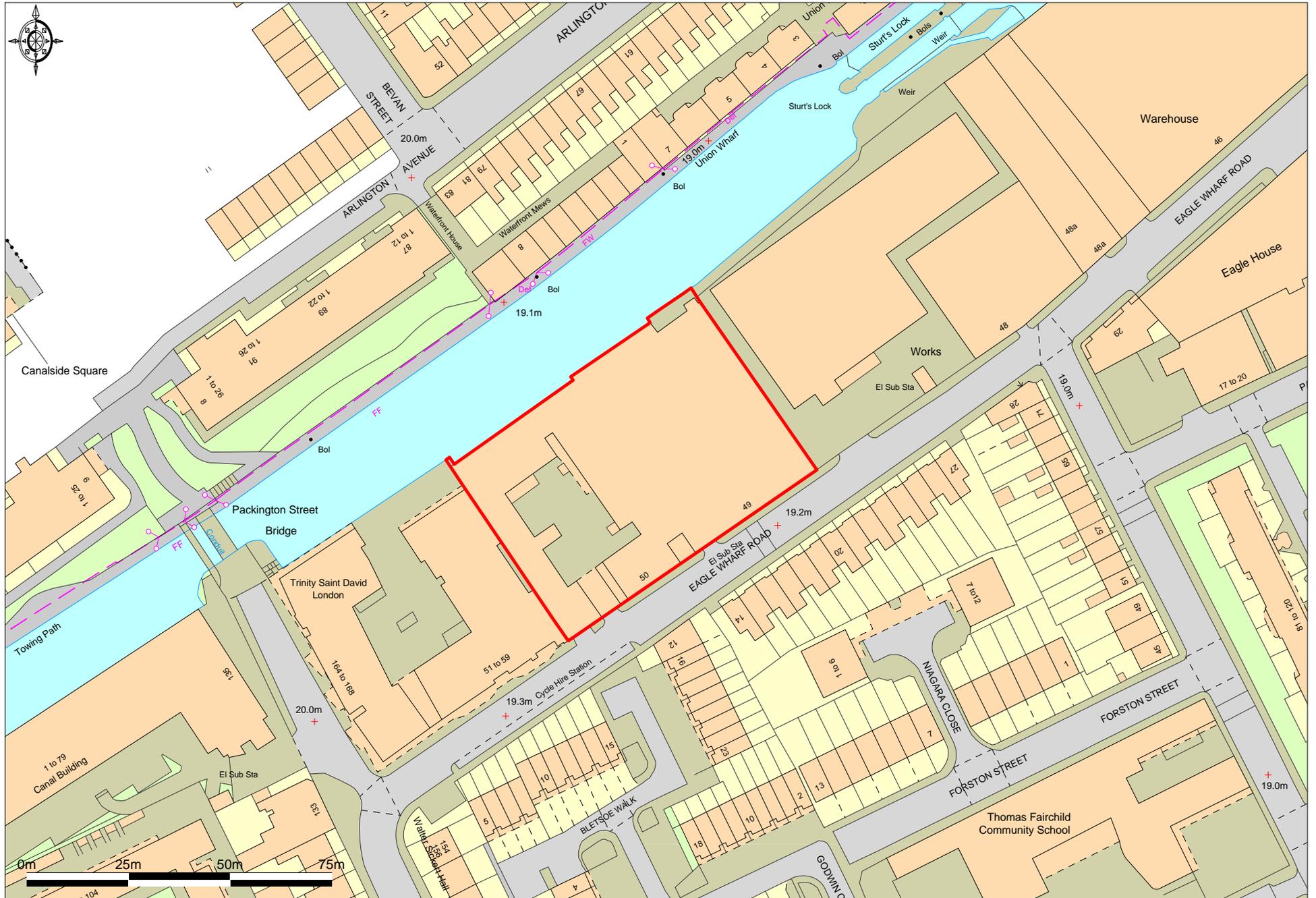


1950's



-  Courtyard
-  Reclaimed Land
-  Unclear if gate still in use

Appendix 2
Historic Maps



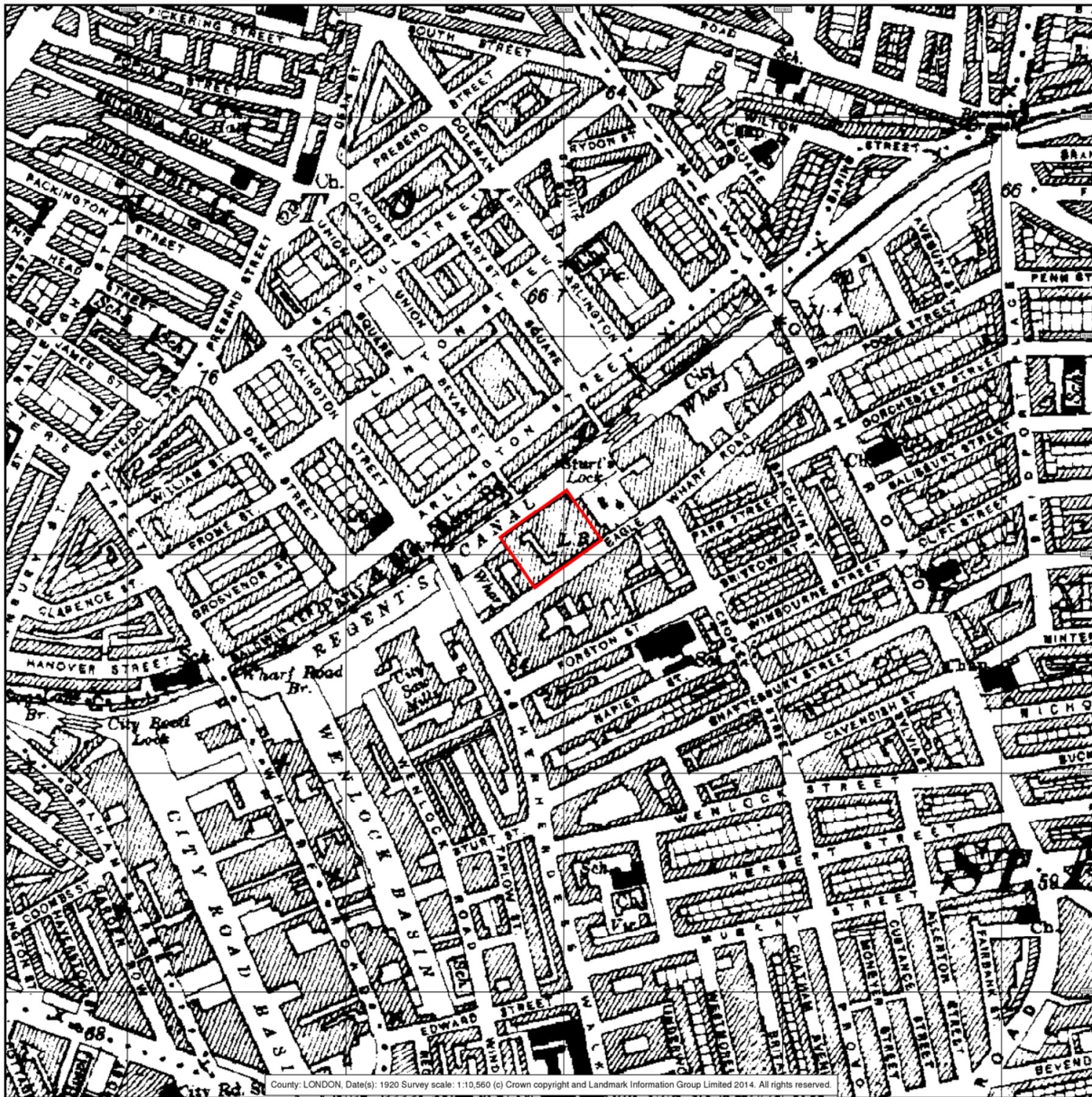
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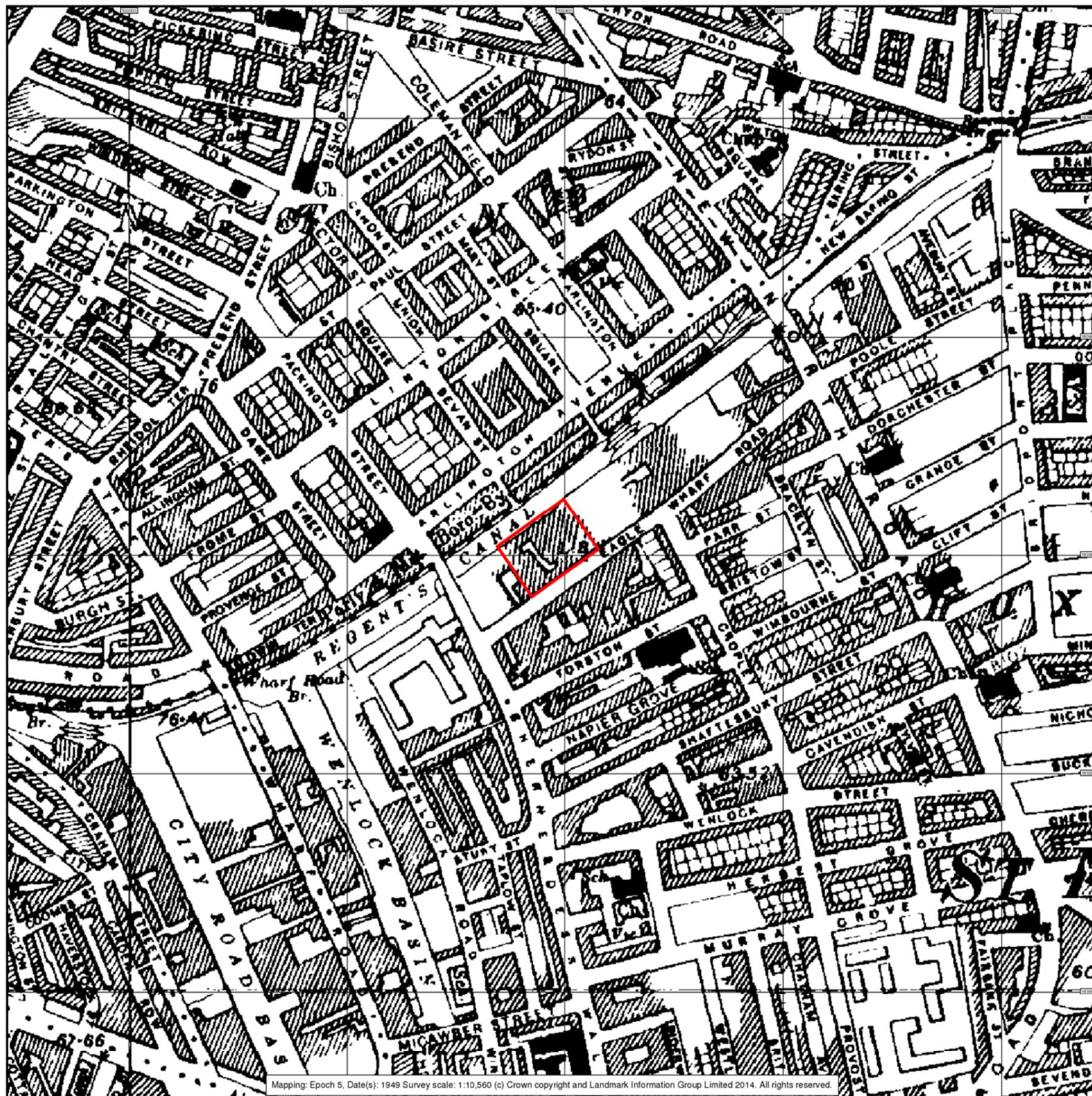
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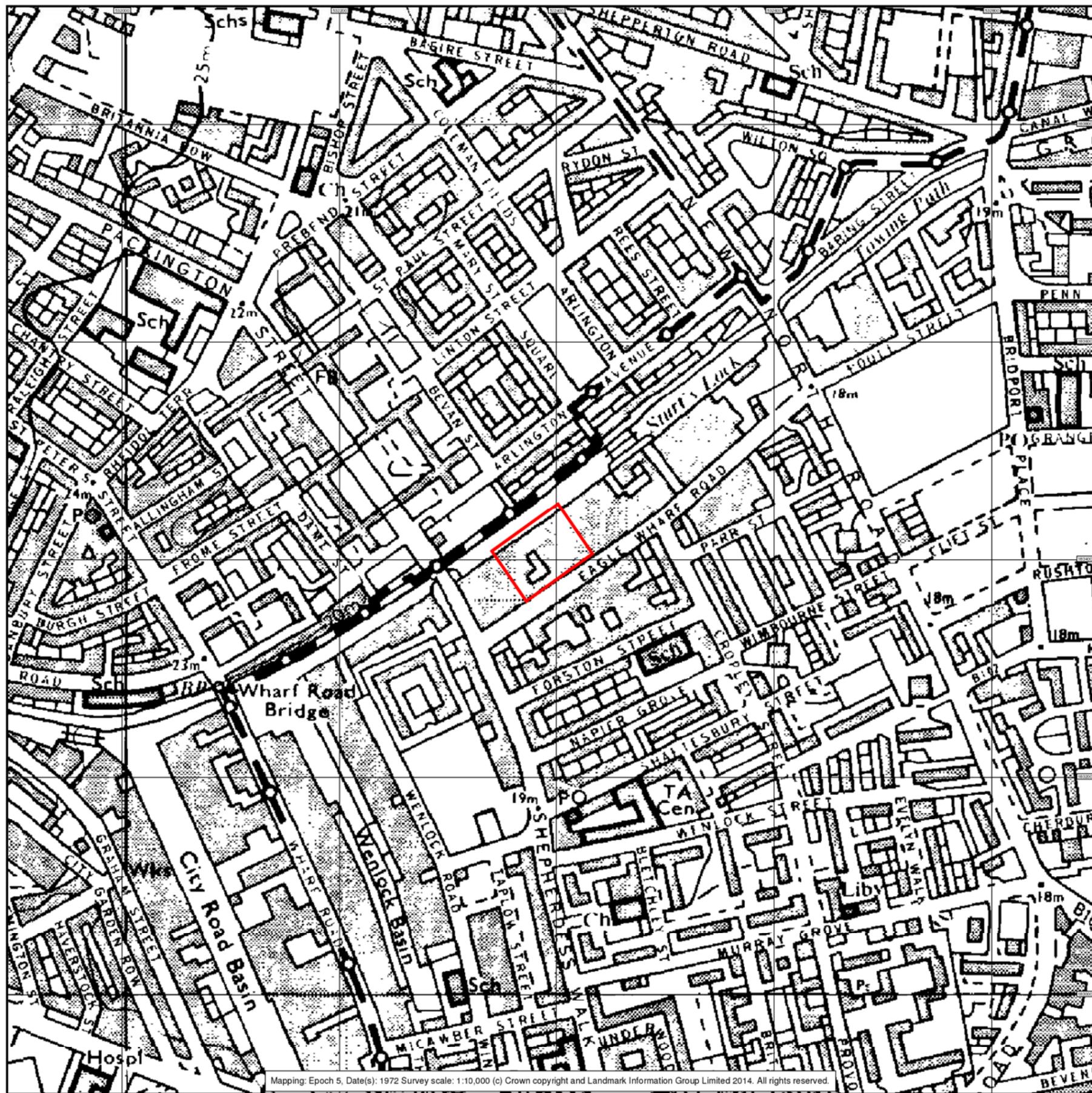
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County: LONDON
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Landmark Historical Map
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Landmark Historical Map
Mapping: Epoch 5
Published Date(s): 1972
Originally plotted at: 1:10,000

Appendix 3

Thomas Gissell ODNB Entry

Grissell, Thomas (1801–1874), public works contractor, was born on 4 October 1801 at Stockwell, Surrey, the eldest of the nine children of Thomas De la Garde Grissell (1778–1847) of the East India Company's service, and his wife, Ann (*d.* 1847), daughter of James Peto of Godalming, Surrey. He was educated at St Paul's School, London, with the intention of his entering the medical profession, but in 1815 Grissell was articled to his uncle Henry Peto, perhaps at that time the country's principal public works contractor (his partner having died the previous year). Ten years later, when the collapse of part of his work on the London custom house discredited Peto, Grissell was admitted partner. On his uncle's death in 1830 he succeeded to a half share in the business and estate, together with his cousin [Samuel Morton Peto](#), who married Grissell's sister Mary. In the highly competitive building world of the 1830s their business rapidly secured a position as the leading public works contractor. Grissell's business ethos was summed up in his motto 'Press forward'.

Grissell and Peto ran a vertically integrated business, controlling all operations from stone quarrying to the provision of fittings for their buildings, and employing a highly disciplined workforce under capable foremen; this enabled them to exploit the advantages of the system of lump-sum contracting then coming into vogue. Grissell claimed to have introduced important innovations in building technique also, such as the use of the 'whole timber' scaffolding, braced and bolted, that could support a travelling crane powered by a steam engine. The partners obtained the commission for Charles Barry's Birmingham grammar school (1833–5), and then in London that for Hungerford market at £42,400, which proved very remunerative. Nelson's Column, the Reform, Conservative, and Oxford and Cambridge clubs, and Clerkenwell Prison followed, as well as a number of churches. They built the Lyceum Theatre in sixteen weeks, and the St James's in ten. The large breweries and fire offices provided regular work, and the partners netted an average £11,000–£12,000 per annum on a capital of £50,000.

They also engaged in the new field of railway construction, undertaking part of the Great Western Railway, including the Hanwell Viaduct, much of the South Eastern Railway, and extensive works under Robert Stephenson, as well as improvements in the Severn navigation under the civil engineer William Cubitt. However, according to Peto, Grissell 'did not like the risks involved in the large railway undertakings, which needed large capital', so when the partnership was dissolved on 2 March 1846 he took over 'the building business, saw-mills, and premises', and the Severn contract, a stock-in-trade and plant that Peto calculated at £150,000, 'including houses built and building for the firm' (presumably on a speculative basis), 'and, besides, he will have a large and *abundant* capital in money' (Peto, 13, 16).

Most notably, however, the firm had won successive contracts for the new Houses of Parliament between 1839 and 1850, work supervised entirely by Grissell, and from 1846 in his sole name. The first two contracts, for the river front, were lump-sum, but subsequently the architect, Charles Barry, recommended that further contracts should be based on a schedule of prices. Grissell leased quarries for Cornish granite and for the Anston stone employed for the facing, and successfully contended with a serious masons' strike in 1841, caused by the relentless regime of his foreman. But in 1845, with more than a thousand of his men on site, he sought to terminate his contract for woodwork because it was financially unsatisfactory: Barry calculated that an upward revision of prices would still yield only eight or nine per cent profit. Signature of the revised contract was to be long delayed because Grissell was unwilling to accept responsibility for fire risk—a serious consideration since work was being pressed on by candlelight—and objected to the architect's attempt to control the subcontracting habitual in the traditional craft organization of the industry. (Even Grissell's highly integrated building service could not embrace trades of which he seldom had

need, ironwork in particular being subcontracted to his nephew at the Regent's Canal ironworks.) By the end of 1851, Grissell found his prices barely remunerative for the 'most unusual and elaborate work', with its 'extraordinary quality of the workmanship' (TNA: PRO, WORK 11/6/5, fol. 91), but the office of works none the less believed it might be executed more cheaply (and secured a 30 per cent reduction from a new contractor), so that to Grissell's disappointment he was unable to complete the Houses of Parliament. As associate of the Institution of Civil Engineers from 1843 (when he was also elected fellow of the Society of Antiquaries), Grissell served on its council in 1845, and in 1846 constructed at cost a lecture room for the institution to T. H. Wyatt's designs.

Few of the architects who employed him could live on the scale achieved by Grissell. From about 1847 he lived at 19 Kensington Palace Gardens, one of a pair of mansions designed in Barry's office and built by Grissell's own firm using surplus stone from the Houses of Parliament; he employed a domestic staff of nine, including two footmen. In 1850 he bought Norbury Park, a Georgian estate in Surrey (which he was to entail on his descendants), and commenced life as a country gentleman and county magistrate, becoming high sheriff in 1854. He also held a directorate of the Western Life Office.

Grissell's first wife, Sarah Bensley, whom he married on 8 May 1825, died in childbirth in 1829, leaving two sons surviving; two years later, on 2 April 1831, he married Eliza (1798–1863), daughter of John Marklow and widow of John Sheen, with whom he had four more sons, two of whom died young: Hartwell (1839–1907) became a Roman Catholic and chamberlain of honour to the Pope. Grissell, a keen upholder of his family connections, bequeathed as heirlooms for Norbury Park a number of paintings and sculptures by Italian and English masters, including his own portrait by Henry William Pickersgill. In his last years he altered bequests to some of his children in no fewer than eight codicils to his will. He died at Norbury Park on 26 May 1874 and was buried in Mickleham, Surrey. Among his legacies were £5000 to his nephew Henry Peto (son of his late partner), £1000 for a new Anglican church nearby at West Humble and £250 to the Institute of British Architects to fund a medal for the best set of drawings in constructive architecture by a young architect.

M. H. Port

Appendix 4

Comments on GLIAS Representation to previous Application

EXECUTEC LTD
49-50 EAGLE WHARF ROAD

HERITAGE STATEMENT
APPENDIX 4.0

JULY 2015

5 Bolton Street
London
W1J 8BA

Tel: 020 7493 4002
Fax: 020 7312 7548

www.montagu-evans.co.uk

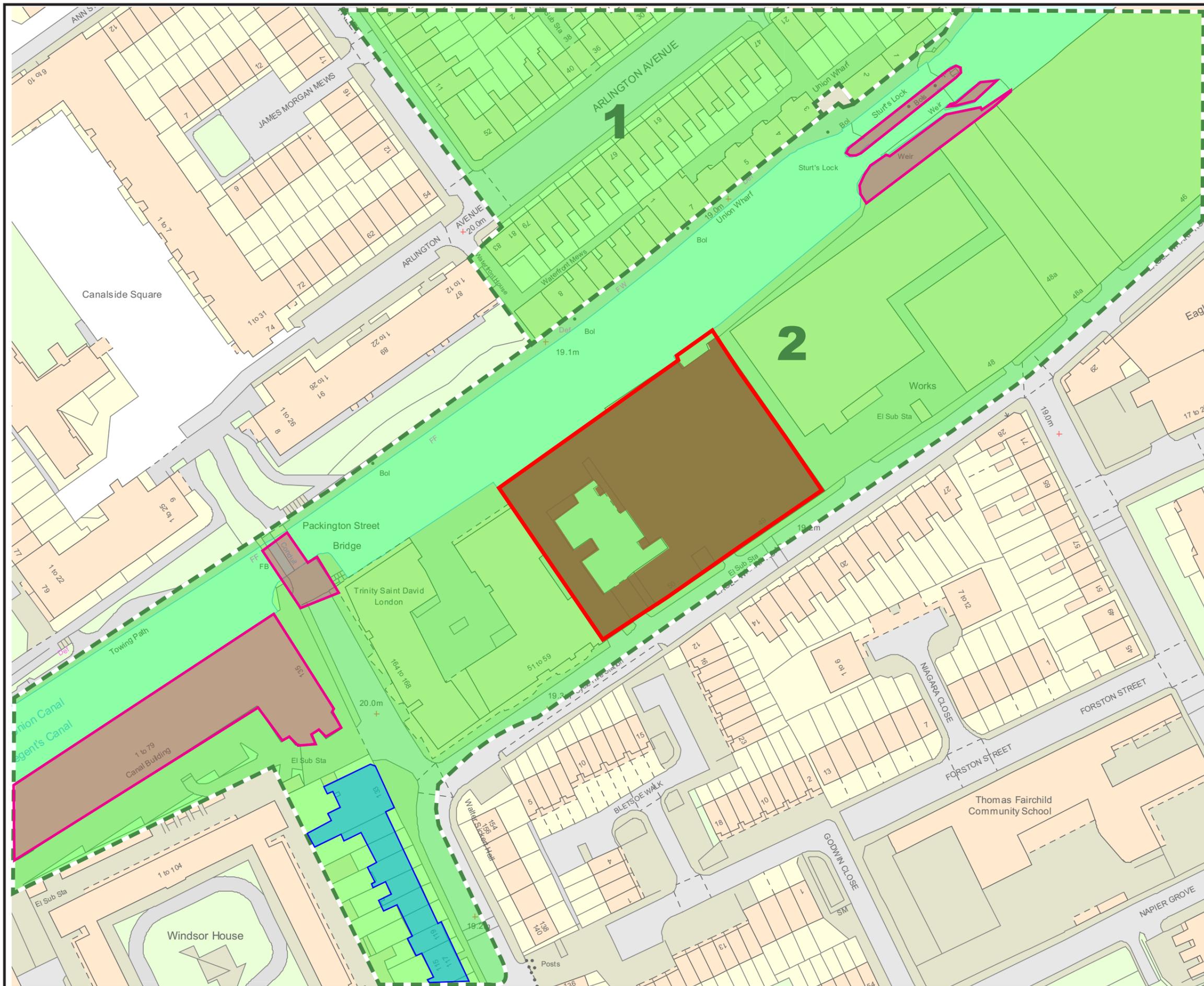
1.0 COMMENTARY ON GLIAS REPORT FOR PREVIOUS PLANNING APPLICATION

- 1.1 On 25 March 2013 the Greater London Industrial Archaeology Society (GLIAS) objected to the previously submitted planning application 2012/3923 at 49-50 Eagle Wharf Road. This proposed to demolish the buildings and erect mixed use buildings.
- 1.2 GLIAS presented some evidence of significance regarding the site buildings. They responded to the following sections:
- Former Regent's Canal Ironworks,
 - Buildings at no. 49 Eagle Wharf Road,
 - Buildings at no. 50 Eagle Wharf Road,
 - the Regent's Canal Conservation Area and
 - the proposals.
- 1.3 The current proposals seek to retain the late C19 warehouse ranges and the later chimney stack within the complex, with the potential re-use of some trusses from other parts of the building.
- 1.4 The GLIAS report draws attention to the importance of the history of the association with Henry Grissell (1817-83) who established the Regent's Canal Ironworks adjacent to the application site.
- 1.5 The report suggests that when the complex was taken over by Robert Legg and the City Engine Works, the existing buildings were re-used; therefore it is claimed that the fabric from the original Ironworks, with its associations to the Grissell family are present on site.
- 1.6 The Regent's Canal Ironworks were associated with the younger Grissell brother Henry and was not related to Thomas Grissell the noted engineering contractor who worked with Henry Peto and was the more important of the two brothers.
- 1.7 The report states the buildings at no. 49 (which GLIAS presumes contains features of the ironworks) retain original features. The report draws attention to the iron trusses in the roof of no 49. and in particular those of a 'Polonceau'-style.
- 1.8 The under-slung-trussed configuration in the valley girders are also deemed to be significant. The report states that: "*This roof is a major find.*" This, in our judgment, overstates their value, particularly because their exact date is not established and there is no clear evidence of how they related to the development of the site.
- 1.9 We note that the fabric of no. 49 contains some trusses and valley girders that are of some interest. Only a small number remain and the space in which they are located is compromised by previous alterations, including dividing walls and additional supports in the roof space detracting from the inelegance.
- 1.10 A mezzanine level structure has been added which further reduces the impact of the trusses.

- 1.11 Other, less sophisticated trusses are used (in conjunction with valley girders) in other roofs in this range. The trusses do not date from an early phase of work at the Regent's Canal Ironworks.
- 1.12 The report describes the buildings at no. 50 Eagle Wharf Road as a "*major contribution to the canal*". The C19 Hoskins & Sewell warehouses, as described above, date from the late C19 and it is proposed to retain these in the current proposed development. It is hard to see how a range of unattractive, early C20 buildings, some of which obscure the c. 1900 building of interest, are valuable in the terms described
- 1.13 The GLIAS report discusses the Regent's Canal Conservation Area (Hackney) and notes that the industrial buildings on the application site make a positive contribution to the Conservation Area.
- 1.14 GLIAS would like the chimney to be placed on the local designation list and consider the ironwork in no. 49 should render it a more significant non-designated heritage asset. However, these trusses fall outwith the control of the planning system and may be removed at any point.
- 1.15 The proposals seek to retain the historical range which will still be part of the conservation area. The Chimney will also be retained. It is possible to remove and re-use the trusses.
- 1.16 The report describes the street elevation favourably but we do not share that judgment. That façade is very varied comprised of several phases, and does not present any coherent design idea.
- 1.17 We consider a building recording condition provides suitable mitigation for the removal of the older internal elements. The level of record can be agreed in writing with the Borough and Historic England before commencement of works and the recording completed prior to demolition.

Appendix 5

Heritage Assets Plan



**49-50 Eagle Wharf Road,
London N1 7ED:**

Heritage Assets

Application Site 

Designated Assets:
Grade II Listed Buildings 

Conservation Areas 
1. Arlington Square
2. Regent's Canal

Non-Designated Assets:
Locally Listed Buildings 

Buildings of
Townscape Merit 

North 

Not To Scale

Date April 2015



CHARTERED SURVEYORS

5 Bolton Street, London W1J 8BA

Tel : 020-7493 4002

Fax : 020-7312 7548

www.montagu-evans.co.uk

