



# HERITAGE & TOWNSCAPE STATEMENT

**Kings Cross Methodist Church,  
58a Birkenhead Street, London WC1H 8BW**

**DECEMBER 2024**

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# Section 1

## **Introduction.**

# 1 Introduction

- 1.1 This Heritage and Townscape Assessment has been carried out by Revive and Tailor on behalf of West London Mission Circuit of The Methodist Church as part of the planning application to London Borough of Camden for the proposed development of King's Cross Methodist Church at 58a Birkenhead Street, London, WC1H 8BB (henceforth 'the Site').
- 1.2 The Church was originally constructed in 1825 and has undergone several alterations since then. The Church has an international ministry with the Chinese Ministry headed by Reverend Kong Ching Hii in 1975.
- 1.3 The Site falls within the Kings Cross St Pancras Conservation area, and is adjacent to Bloomsbury Conservation Area. There are several listed buildings around the Site. Although not statutorily listed, the Site is considered to be a positive contributor within the Conservation Area, as identified by Camden Council.
- 1.4 This statement is to accompany an application for planning permission for:  
*"Part demolition, extension and reconfiguration of the existing building to provide replacement church (Use Class F1) with ancillary café and student accommodation (Sui Generis), together with associated plant, cycle and refuse storage"* (henceforth referred to as the "proposed development").
- 1.5 The purpose of this Statement is to assist with the determination of the application by informing the decision makers on the effects of the proposed development on the historic built environment. Specifically, this report provides:
- A methodology based on relevant legislative and policy framework within which to assess the Site's heritage and townscape impact;
  - Provide a proportionate and robust analysis of the Site and surrounding area's historic development;
  - Offer a full description of the Site and its significance in heritage and townscape terms; and,
  - Provide a detailed assessment of impact of the proposals on the identified heritage assets and townscape character.
- 1.6 In doing so, particular regard is given to the provisions of the Planning (Listed Building and Conservation Areas) Act, 1990. The report also sets out how the proposal complies with the guidance and policy of the National Planning Policy Framework (NPPF) 2023 and local planning policy.
- 1.7 The existing Site and surrounding area was appraised during site visits in August 2024 in good weather. Research has been carried out at Camden local archives, London Metropolitan Archives. Desk based research has been undertaken through online research and digital archives, including the British History Online, the National Archives, and RIBA Archives.
- 1.8 The report is authored by Nairita Chakraborty BA (Hons) MSc MRTPI IHBC; Director at Revive and Tailor, with close liaison with Matthew Lloyd Architects and Pegasus (Planning Consultants). It should read alongside the Planning Statement and Design and Access Statement and other documents submitted as part of the application.
- 1.9 The consultancy has worked with the architects and design team to understand the proposed development and to provide independent feedback on design throughout its development, as well as on the potential effects on heritage assets and townscape. Through this process, the intention has been to achieve a high quality of design in order to maximise the beneficial effects of the proposed development on heritage assets, townscape and views.
- 1.10 This document therefore, embodies and presents the results, which are a product of the independent professional advice provided throughout the course of the design process. In accordance with guidance, however, the assessments in this report are undertaken on an independent and transparent basis and weigh up both the positive and negative effects of the project.



Figure 1.1 Site shown in red  
Source: Google maps

## Section 2

# **Methodology of Assessment.**

## 2 Methodology of Assessment

### Methodology of Heritage Assessment

- 2.1 In assessing impacts on heritage assets (defined in Annex 2 of the Framework)<sup>1</sup> the first step is to understand the significance of the assets affected and any contribution made by their setting (para 207)<sup>2</sup>.
- 2.2 The decision maker is required to take account of this assessment to avoid or minimise conflict between the heritage assets' conservation and any aspect of the proposal (NPPF paragraph 208).
- 2.3 The approach to the application of the relevant paragraphs of the Framework has been addressed by the Court of Appeal in the Bramshill case<sup>3</sup> (at paragraphs 71 to 81) and recently by Mrs Justice Lang in the London Historic Parks and Gardens Trust case<sup>4</sup> (at paragraphs 47 to 53). In particular, the Courts have determined that the decision-maker must adopt a sensible approach to assessing likely harm to a listed building and weighing that harm against benefits.
- 2.4 Whether harm is substantial or less than substantial (to use the terms of the NPPF) is a matter of judgement and the boundary between the two is not always clear cut. Harm is best thought of as a spectrum from negligible at one end to total loss of an asset at the other and the further along that spectrum you are the more important the clear and convincing justification becomes.
- 2.5 In relation to impacts on the identified designated heritage assets and, in accordance with the NPPF and other planning guidance, it is proposed to assess the impact of the development on the heritage assets and their setting in the following way:
- To apply the Historic England Guidance as set out in GPA 3 and HEAN 12 and the 'five step' process for assessing heritage assets, their setting and impacts of development on them;
  - To assess whether the proposed development would harm the identified heritage asset's significance, or appreciations of that significance, by generating change within its setting.
- 2.6 The assessment methodology used for assessing the significance of the identified heritage assets and their settings is based on the Historic England's Conservation Principles (both the published version by English Heritage in 2008<sup>5</sup> and the draft revised version by Historic England in November 2017).
- 2.7 Identification of special interest and significance is based on the three heritage interests - historical, archaeological and architectural & artistic - the definitions of these interests are set out in the PPG and cited in section 2 of this report.
- 2.8 This proposes the use of three heritage interests – historical, archaeological, and architectural and artistic- in assessing what makes a place and its wider context special. These are broadly in line with the values evidential [now archaeological], historical, aesthetic [now architectural and artistic], and communal [now part of historical] – set out in the previous, 2008 version, but are consistent with the heritage interests in the NPPF, the definitions for which are now included in the updated Planning Practice Guidance as cited above.
- Archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
  - Architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
- 2.9 These values correspond to the heritage interests as per best practice guidance. In addition, the extent of value is assessed using six criteria:
- The quality and extent of survival of historic fabric.
  - The extent to which the fabric contributes to understanding of history of place and occupants.
  - The originality of the design and the contribution of features to that design.
  - Associations with history, people or events.
  - Contribution towards landmark qualities and public appreciation.
- 2.10 The level of value is assessed using five criteria: high, medium, low, neutral, and negative.
- High – the element is critical to understanding of significance.
  - Medium – the element is important to understanding of significance.
  - Low – the element makes some limited contribution to understanding of significance.
  - Neutral – the element is not negative, and could be enhanced to make a positive impact of the understanding of significance.
  - Negative – the element is harmful or intrusive and detracts from the understanding of significance.
- 2.11 The next step is to understand the impact of the proposal on the significance of the identified heritage assets, their settings. This is undertaken through an understanding of the change in the streetscape including the bulk and mass of the proposal and whether it enhances or detracts from our understanding of the significance of the assets.
- Historical interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.
- 2.12 The fourth step is to explore ways to maximise enhancement and minimise harm through design alterations or other considerations. Enhancement (see GPA 3, page 14) may be achieved by actions including:
- removing or re-modelling an intrusive building or feature;
  - replacement of a detrimental feature by a new and more harmonious one;
  - restoring or revealing a lost historic feature or view;
  - introducing a wholly new feature that adds to the public appreciation of the asset;
  - introducing new views (including glimpses or better framed views) that add to the public experience of the asset;
  - or improving public access to, or interpretation of, the asset including its setting.
- 2.13 Options for reducing the harm arising from development may include:
- the repositioning of a development or its elements;
  - changes to its design;
  - the creation of effective long-term visual or acoustic screening;
  - or management measures secured by planning conditions or legal agreements.
- 2.14 The ultimate policy requirement is to 'sustain the heritage assets significance'. The Framework and the Guidance, alongside the Conservation Principles and related guidance by Historic England, all recognise 'conservation' as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance. It is not a process that should prevent change.
- 2.15 Paragraphs 214 and 215 address the balancing of harm against public benefits. If a balancing exercise is necessary (i.e. if there is any harm to the asset), considerable weight should be applied to the statutory duty where it arises.

1 See Appendix C

2 Ibid

3 City and Country Bramshill Ltd. v. Secretary of State for Housing, Communities and Local Government [2021] EWCA Civ 320

4 London Historic Parks and Gardens Trust v. Minister of State for Housing [2022] EWHC 829 (Admin)

5 <https://content.historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historicenvironment/>

## 2 | Methodology of Assessment

### Townscape Assessment

- 2.16 A townscape assessment involves the measurement of physical environmental effects as experienced by people. The effects of a proposed development on townscape and the urban design of an area are a material planning consideration. Unlike assessment of heritage assets and their setting, this is not a statutory requirement.
- 2.17 High quality design is generally expected to be beneficial to the townscape. When it is related to existing (and valued) local character or historic contexts, however, even a well-designed building has the potential to unacceptably dominate or be incongruent. The appropriateness and quality of the design is, therefore, a key consideration in the assessment of the effects of the proposed development on heritage assets, townscape character and views.
- 2.18 The assessment therefore involves a quantitative, qualitative and perceptual measurement. It is not possible to express the perceptual and qualitative assessment in a scientific manner, but only in professional value judgements.
- 2.19 The final design is assessed in Chapters 6 & 7 of this report, taking into account national, regional/strategic and local townscape and heritage policy requirements. The material used to undertake the assessment includes the drawings prepared by Matthew Lloyd Architects, their Design & Access Statement and Computer Generated Images (CGIs) produced by Rockhunter, architectural visualisation specialists. Given the scale of the building, the CGIs are considered sufficient for understanding the proposal in its wider context. Whilst these may not be actual views, they help in understanding the relationship of the proposal with the surroundings.
- 2.20 The CGIs represent selected views which illustrate the urban relationships likely to arise between the proposal and its surroundings. Each viewpoint position was chosen to represent 'maximum exposure' of the proposed development and its 'maximum conjunction' with sensitive townscape elements within its context, including heritage assets.
- 2.21 It is acknowledged that the viewers of the images presented may have different responses to the appearance of the proposals, depending on personal aesthetic preferences. This form of presentation has the aim of addressing this factor by first providing the reader with objective evidence of the physical scale of the development, its visibility and likely appearance from key viewpoints. Professional opinion, which may be considered to be more subjective, provides a second stage of the assessment, presented in the accompanying commentary.
- 2.22 It is important to note that the written assessments are not assessments of the CGIs but are of the probable view as experienced from the viewpoint in a 'real-life' sense. The CGIs are used only as a tool for assessment. The assessment commentary that accompanies them is intended to provide "a clearly expressed and non-technical narrative argument that sets out 'what matters and why' in terms of townscape significance, together with the effects of the development upon them"<sup>6</sup>. The reader is encouraged to read and understand the assessments in the context of the wider narrative about each view and the CGI in each case. The effects found should not be translated into scoring systems or statistics.

<sup>6</sup> Historic England's Note 3: The Setting of Heritage Assets (2nd Edition, 2017)

# Section 3

## **Site Location and Setting.**

### 3 Site Location and Setting

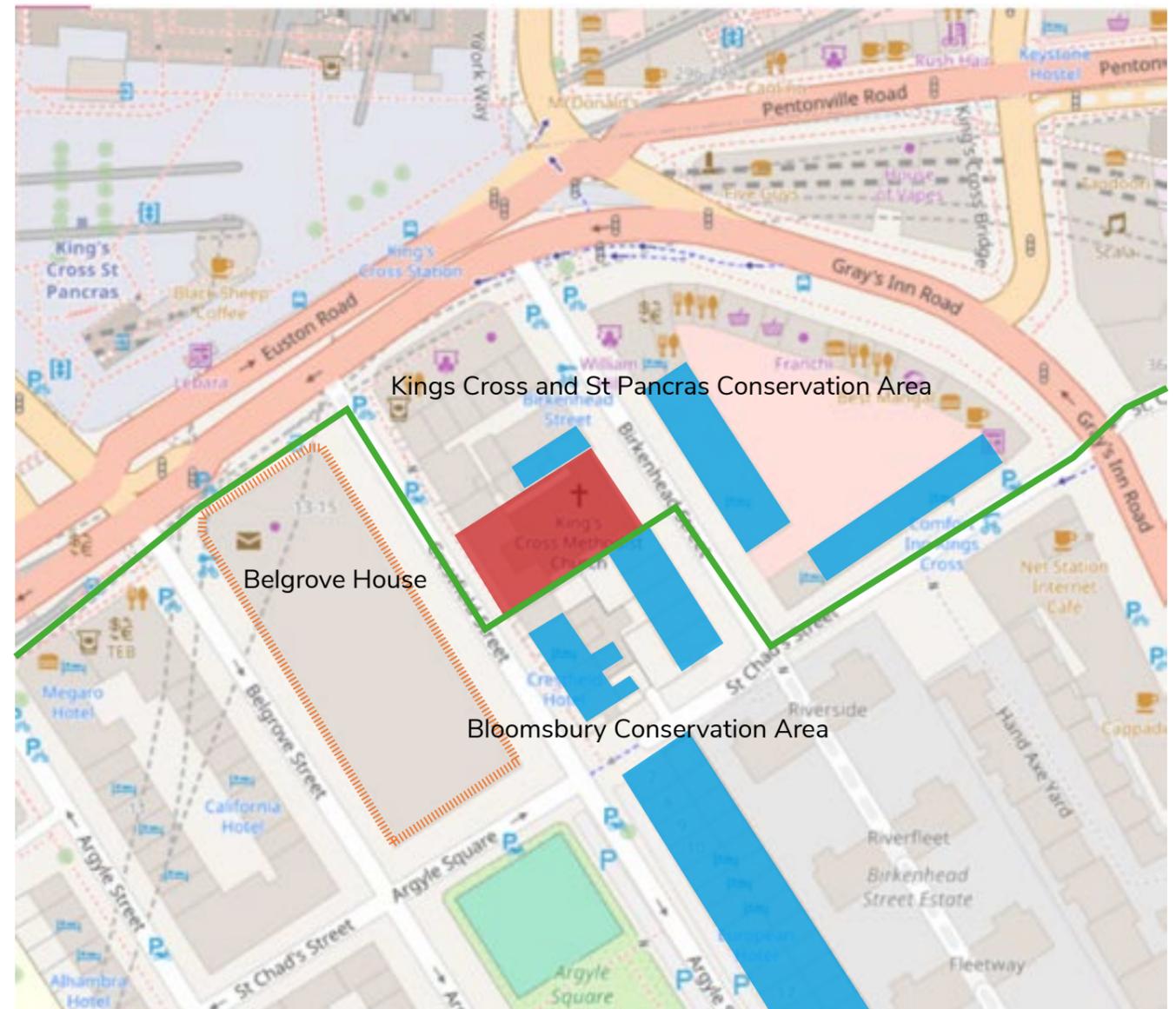
#### Site Location

- 3.1 The Site is located to the south of Euston Road, fronting both Birkenhead Street and Crestfield Street. The existing building comprises three storeys with a lower ground floor, with a central block of 5 bays and flanking wings, slightly set back. The main entrance is through Birkenhead Street with four pairs of timber doors, approached by wide stone steps.
- 3.2 The subject building is highlighted as a positive contributor within Sub Area 3: Euston Road of the Kings Cross St Pancras Conservation Area by Camden Council.
- 3.3 The adjacent nos. 59, and Nos.54-58 (Consecutive) Birkenhead Street are Grade II listed, as are (East side) Nos.1-5 (Consecutive) Crestfield Street. King's Cross Station nearby is grade I listed.

#### Site Context

- 3.4 The Site lies just south of Euston Road, although not fronting it. Euston Road is part of London's Inner Ring Road, is a four-lane highway dominated by heavy traffic. King's Cross Square lies immediately on the north side of Euston Road, a paved area of public realm with planting and seating which is often busy with pedestrians and pop-up market stalls which frequent it.
- 3.5 This is truly the focal point of the area, and the place where the majority of the townscape character areas meet is the new King's Cross Square. The main routes east, south-east and north-east radiate from this point: Pentonville Road, Gray's Inn Road and Caledonian Road respectively, each with its distinctive character and hinterland.
- 3.6 The Argent Masterplan for King's Cross is spread over a site that totals 67 acres. It will provide 3.4 million sq ft of new workspace, 500,000 sq ft of retail, cafés, bars and restaurants, up to 2,000 new homes, a new university and a range of other leisure, hotel and cultural uses. The development is set in and around 26 acres of principal public space that straddles the Regent's Canal. The redevelopment of the area is ongoing, with a substantial amount now complete – including public space at Granary Square, a large retail development at Coal Drops Yard, and office space along Pancras Road and King's Boulevard. Many of the completed buildings are commonly seen throughout the area alongside the grade I listed buildings of King's Cross and St Pancras.

- 3.7 As a key part of the public realm, the opening up of the Square in front of King's Cross Station has attracted several members of the public, local and tourists, to converge in this area of key transport exchange. The Site is to the south of this key hub, and is visible from it.
- 3.8 The regeneration has also led to 'ripple' effects with adjacent areas such as Somers Town and Euston Road experiencing considerable investments and improvements.
- 3.9 The Site's west elevation is on Crestfield Street. It is a much quieter street in contrast to the busy Euston Road to the north. At the junction with Euston Road is a single storey run of post-war shops at nos. 1-11 Euston Road, projecting from the five storey, late 19th century building which houses the King's Cross Inn Hotel. Along Crestfield Street and north of the Site, the hotel drops to four storeys, set back from the street by a basement lightwell surrounded by railings. Adjoining it to the south are a four storey, late 19th century brick terraced houses. The grade II listed terrace at nos. 1-5 makes up the southernmost part of Crestfield Street.
- 3.10 Further south, lies Argyle Square Gardens, surrounded by railings and mature trees. It includes lawns and a sports court. The Gardens are fronted by Grade II listed 19th century terraces with small front gardens. Their scale, materiality and appearance provide a coherent townscape character of largely uniform terraced development, broken only by the Site and the post-war residential block (part of the King's Cross Estate) which lies at the south-east corner.
- 3.11 Immediately to the west of Crestfield Street, opposite the Site, a new 10 storey development has been approved by Camden Council for use as office and research and laboratory floorspace; with café, flexible retail and office floorspace at ground floor.
- 3.12 Running along the southern boundary of the Site, are the northern fringes of Bloomsbury Conservation Area and its well-established grid pattern of streets and squares. The character of the existing townscape is varied in terms of age scale and typology of built form but conforms to the framework of the early 19th century street pattern (as is characteristic of the wider Bloomsbury Conservation Area).



<span style="display: inline-block; width: 15px; height: 15px; background-color: red; margin-right: 5px;"></span> Site	<span style="display: inline-block; width: 15px; height: 15px; border: 2px solid green; margin-right: 5px;"></span> Conservation Area boundaries
<span style="display: inline-block; width: 15px; height: 15px; background-color: blue; margin-right: 5px;"></span> Listed Buildings	<span style="display: inline-block; width: 15px; height: 15px; border: 2px dashed orange; margin-right: 5px;"></span> Under construction

Figure 3.1 Site Context Map  
Source: Google

3 | Site Location and Setting



Figure 3.2 Aerial view of St Pancras Hotel (left), Great Northern Hotel (centre) and King's Cross Station (right)  
Source: With license from Adobe Stock



Figure 3.3 Visual showing the approved Belgrove House development in context of St Pancras Hotel (right)  
Source: Camden Council planning application files



Figure 3.4 Public realm in front of King's Cross Station  
Source: With license from Adobe Stock

- 3.13 Despite the Georgian street layout, there is variety in scale with later 19th and 20th Century development interspersed amongst homogeneous residential terraces and squares. The two create a stark contrast, sometimes jarring the townscape experience.
- 3.14 The Site fronts on to Birkenhead Street and falls in the King's Cross Conservation Area but also shares its boundary with Bloomsbury Conservation Area.
- 3.15 The properties at nos. 1-11 Euston Road form an attractive unlisted four-storey terrace probably dating to c1840, now altered with single storey ground floor commercial units. No 1 appears to have been the flank elevation facing Birkenhead Street, and has altered elevation details, with some architectural elements similar to the terrace along Euston road.
- 3.16 No 3 Euston Road is the site of the Royal Clarence Theatre. The building is most decorative along this side of Birkenhead Street, with a three storey elevation and pilasters and niches. Originally constructed as part of the Panharmonium project, the Theatre was opened by John Baldwin Buckstone and Frances "Fanny" Elizabeth Fitzwilliam in May 1832. It changed names several times before being converted into the Reggiori dining room in 1897. It has since been converted into a cancer support centre called Future Dreams Home.
- 3.17 No 58 Birkenhead Street is Grade II listed and was constructed between 1827-32 by W. Forrester Bray as part of the wider development of the area.
- 3.18 Nos. 1-7 Birkenhead Street are a terrace of 7 houses dating to c1827-32. They are of stock brick with three storeys, and railings around a small front area. Nos 4, 5 & 6 have mansard roof extensions, nos 5 & 6 have set back roof extensions with railings set on the front parapet wall. Timber sliding sash windows remain except at no.1, where they have been replaced by unsympathetic modern windows. They are listed at Grade II.

3 | Site Location and Setting



Figure 3.5 Elevation along Birkenhead Street, with altered elevation of Royal Clarence Theatre to the right and the Chapel to the left  
Source: Author [Dated: 25.08.2024]



Figure 3.7 View along Birkenhead Street, looking south towards post-war housing at the end of the street, and listed terraces on either side.  
Source: Author [Dated: 25.08.2024]



Figure 3.6 Elevation along Birkenhead Street, looking north towards King's Cross Station  
Source: Author [Dated: 25.08.2024]



Figure 3.8 View of under construction Belgrove House, along Crestfield Street, looking north towards St Pancras Hotel  
Source: Author [Dated: 25.08.2024]

- 3.19 To the south of the Site, St Chad's Street is fragmented, with little consistency in style, scale or building line. Postwar housing blocks were built on the south side, which are highly visible in views from the Birkenhead Street. These nine-storey blocks dating from 1949-51 were designed by Hening and Chitty and are of note as early postwar social housing solutions with blocks placed at right-angles to the street to allow for landscaped communal gardens. Their elevation on St Chad's Street includes open balconies and projecting stairwells, whilst the southern elevation to the slab block fronting Argyle Street is characterised by regular fenestration and recessed balconies. The estate is bounded by a pale orange brick wall with large areas of glazing, and the route of Birkenhead Street through the estate is now a private road.
- 3.20 Overall, the Site's context is mixed with Georgian origins, Victorian infrastructure buildings to the north and post-war housing blocks to the south. The emerging context is that of high density and medium-high rise blocks characterising the extensive regeneration and transport hub that is now Kings Cross.



Section 4

# **History of Site and Surroundings.**

## 4 History of Site and Surroundings

### History of Site and Surroundings

- 4.1 The following historic development assessment has been referenced from various archival resources and provides a brief summary so far as it pertains to the understanding of the Site and its special interest.
- 4.2 The area derived its current name 'Kings Cross' from the sixty foot high structure which was erected as a memorial to King George IV in 1830-35. Built at the junction of the New Road (Euston Road), Maiden Lane (York Way) and Gray's Inn Road, this structure was removed within fifteen years.<sup>1</sup>
- 4.3 Prior to the renaming of the area in 19th Century, the area around the Site was formerly a small commonwaste of the Manor of Cantlowes<sup>2</sup>. River Fleet flowed along the western side of Pancras Road and then eastward crossing the old highway (now Gray's Inn Road). The neighbourhood was known as Battle Bridge, devolved from the name 'Broad Ford'. The fields south of the road continued to be referred to as Battle Bridge and continued to have open fields.
- 4.4 In 1710 the land belonged to De Beauvoir of Hackney and contained as shown in Fig 4.1 (Plan of the New Intended Road from Paddington to Islington, 1755). During this time the new Euston Road was planned and the fields became divided into two with the upper portion referred to as New Town Nursery (Fig 4.2). By this time, much of the area around, including Skinners Place had been developed.
- 4.5 The fields were purchased in 1823 Thomas Dunston of Old Street, St. Luke's, William Robinson of Charterhouse Square, and William Flanders of Colebrooke Row, Islington. By an Act of 1824 and the first streets were laid, illustrated in the Greenwood's map of 1827 (Fig 4.3).
- 4.6 By 1825 River Fleet was culverted. To the south of Euston Road, St Chad's Street, Chesterfield (now Crestfield) Street and Liverpool (now Birkenhead) Street were laid out and standardised late Georgian, "third class" housing, consisting of three storeys plus a basement level.

- 4.8 The first records of houses built on Birkenhead Street date from 1825, when two "newly built" houses are recorded. By 1827 there were five more, and by 1833 there were a total of 33 new houses.
- 4.9 In the early 1820s, an Italian Music teacher Signor Gesualdo (Gemaldo) Lanza (1779–1859) appointed architect and local surveyor Stephen Geary (1797–1854) to design a theatre for Panharmonium Company. A plan was produced, a copy of which is in the Crace Collection at the British Museum. A prospectus was also produced dated 1829<sup>3</sup>. The building was originally envisaged as a "Pleasure Garden" to include a ballroom to the west and a refreshment room to the east. A drama school was envisaged facing Birkenhead Street along side an overhead miniature railway with suspended cars encircling the site. The space south of the theatre was to be occupied by pleasure gardens, with a music gallery built against the theatre itself. In front of the theatre was a courtyard with two approaches from Euston Road on the site of the present Crestfield and Belgrove Streets. Residences were to be built on the Euston Road frontage and in other parts of the site.
- 4.10 The plans were short lived with only some of the buildings built, the first iteration of Royal Clarence Theatre demolished by 1832. The ground was then relaid with plots around "a new square called Argyle Square." Fig 4.5 shows a water colour painting of the Theatre, and is the building at No 11 Liverpool Street (now No 1 Euston Road). The history and transformation of the Theatre is rather closely entwined with the Chapel. There were regular disputes due to noise complaints from the Theatre and its later use as an Evangelical place of worship.
- 4.11 Within the surrounding streets, terraces "diminutive of the early 19th Century"<sup>4</sup> were built and not considered to be "highly respectable". References of this area recorded in 1848 describe the occupants being labourers, beggars, and street traders; rife with "drunkenness and squalor"<sup>5</sup>.

4.7

1 Kings Cross Conservation Area Appraisal (para 3.4.2), Camden Council, 2004

2 Battle Bridge Estate', in Survey of London: Volume 24, the Parish of St Pancras Part 4: King's Cross Neighbourhood, ed. Walter H Godfrey, W McB. Marcham ( London, 1952), British History Online <https://www.british-history.ac.uk/survey-london/vol24/pt4/pp102-113> [accessed 9 July 2024]

3 Argyle Square Inventory, London Historic Parks & Gardens Trust [accessed 9th July 2024]

4 Ibid

5 Ibid



Figure 4.1 Extract from "A Plan of the New Intended Road from Paddington to Islington" 1755 (Unknown surveyor). The approximate location of Site highlighted in red. Source: British Library



Figure 4.2 Extract from Horwood's Map 1813. The approximate location of Site highlighted in red. Source: British Library



Figure 4.3 Extract from Greenwood's Map 1827. The approximate location of Site highlighted in red. Source: British Library



Figure 4.4 Extract from Stanford's Map 1866. The approximate location of Site highlighted in red. Source: British Library

4 | History of Site and Surroundings



Figure 4.5 Sketch by unknown, showing the Chapel at the left of the photograph and Royal Clarence Theatre in the middle.

Source: Plate 78 (b) in Survey of London: Volume 24, the Parish of St Pancras Part 4: King's Cross Neighbourhood, ed. Walter H Godfrey, W McB. Marcham (London, 1952), British History Online.



Figure 4.6 View of the King's Cross Theatre, Liverpool Street, St Pancras. Watercolour by John Crowther (1881)  
Source: With license from London Picture Archive



Figure 4.7 Sketch of Kings Cross: Memorial to King George IV by architect Stephen Geary  
Source: Plate 83 in Survey of London: Volume 24, British History Online



Figure 4.8 OS Map of 1874 (1:1,056) showing the Site in blue. Crown copyright and database rights 2019 Ordnance Survey 100035207

- 4.12 The introduction of the railways in the 1850s was the first major change to London since the rebuilding after the Great Fire of London. Parliamentary Commission in 1846 decided that the central London area was not an appropriate location for large surface railways. This meant that all terminals were constructed to the north of Euston Road. The land south of Euston Road, fully developed by now, were almost entirely residential.
- 4.13 Goods yards were built in the expanse of open land to the north of the Regent's Canal and King's Cross became the busiest goods handling complex in Britain. A temporary passenger station was constructed in the Great Northern Railway Company's new goods yard in 1850.
- 4.14 King's Cross Station was designed by Lewis Cubitt, and completed in 1852. The Great Northern Hotel was also designed by Lewis Cubitt, and completed in 1854, built by the Great Northern Railway Company.
- 4.15 The Midland Railway began the development of St Pancras Station in 1864. When constructed, the station roof, designed by the engineer William Barlow, was the world's largest single span station roof without internal support. The station opened for passengers in 1868.
- 4.16 In 1876, the Midland Grand Hotel, designed by Sir George Gilbert Scott in a Gothic revival style, was completed by the Midland Railway. It was built in front of the station with the hotel occupying the floors above station ground floor facilities. The hotel was developed as direct competition for the Great Northern Hotel.
- 4.17 The two rail termini, their associated hotels and freight facilities dominated the area and served as a monument to the industrial power of London and the significance of the King's Cross area during the Victorian era. Their construction stimulated the intensive development of residential, commercial, industrial and leisure premises within the area during the latter half of the 19th Century.
- 4.18 As the character of the New Road - now Euston Road - became more commercial, shops replaced the large front gardens that previously fronted the south side of the road and many of the area's earlier properties were converted into hotels to serve the passengers on the Great Northern Railway and Midland Railway.
- 4.19 This can be seen in the OS maps of 1874 and 1896 (Figs 4.8 and 4.9), where buildings to the south of Euston Road and east of Chesterfield Street are shown with generous front gardens in the former and built up by the later.
- 4.20 The 1916 OS map (Fig 4.10) shows the Chapel in an increasingly dense area with the transport hub and related activities to the north. The next reference map is the London County Council bomb damage map (Fig 4.11) which shows the level of damage occurring to the south of the Site.
- 4.21 The 1951-52 OS map (Fig 4.12) shows the war damaged areas cleared, with new housing blocks, Birkenhead Estate built south of St Chad's Street. The street names also appear changed to Birkenhead Street and Crestfield Street.

4 | History of Site and Surroundings



Figure 4.9 OS Map of 1896 (1:1,056) showing the Site in blue. Crown copyright and database rights 2019 Ordnance Survey 100035207



Figure 4.10 OS Map of 1916 (1:2,500) showing the Site in blue. Crown copyright and database rights 2019 Ordnance Survey 100035207



Figure 4.11 London County Council Bomb Damage Map (1939-45) showing the Site in blue. Source: London Metropolitan Archives



4 | History of Site and Surroundings

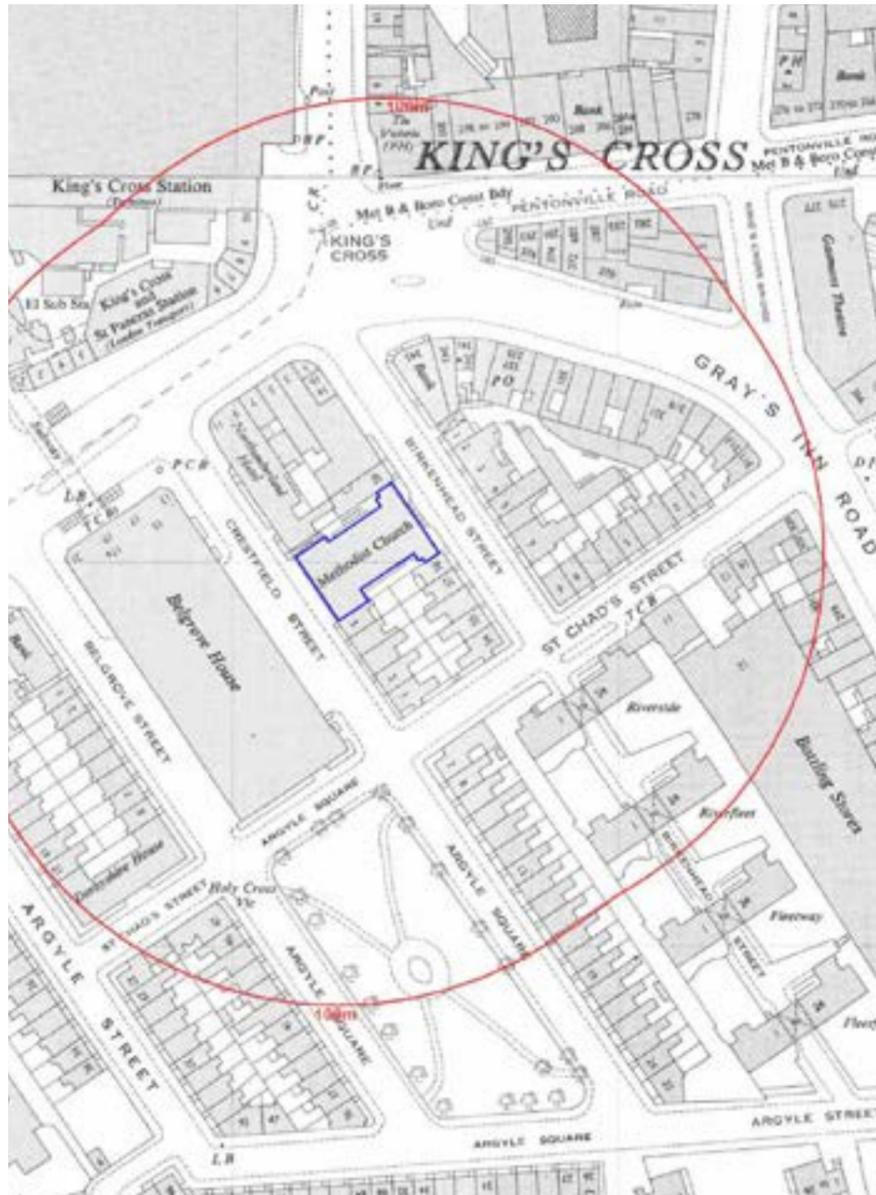


Figure 4.12 OS Map of 1951-52 (1:1,250) showing the Site in blue. Crown copyright and database rights 2019 Ordnance Survey 100035207

Building History

4.22 The following building history has been compiled using mainly two text books, *Chronicles of a century of Methodism at King's Cross Wesleyan Church* by J J Graham 1923; and, *All change at Kings Cross* by Joseph Jones 1954.

4.23 Records suggests that there was a Methodist meeting room at Battle Bridge in the early 1800s. By 1821 these premises were considered to be too cramped and the worshippers needed larger premises. Lease of land was settled on 9th October 1825 but dates from 1823. The new building was ready for use at the end of December 1824, designed by William Jenkins one of the trustees. It is described to be "eighty feet square, with a gallery and a 'dug out' school room beneath it." The site was 108 sq ft, within battle bridge fields, and as yet no houses had been built on the side nest Euston Road. The description of the building then constructed was described by Graham<sup>6</sup> as:

*Five windows marked in front of the chapel above and four below, and four on each side of the building gave light to the chapel, while one stained glass sheds its varied coloured light upon the preacher from the Chesterfield end. Four other lights at front and an equal number at the sides lit up the school room below.*

*The edifice was built of brick with the exception of the porch, which had two pillars and a roof of stone. This porch was set in the middle line of the building, which was entered by means of a heavy panelled door. Within was a vestibule as wide as the building but for the spaces occupied at each side by the staircases leading to the gallery.*

*A one storey vestry, large in comparison with the rest of the chapel, stood behind the pulpit, lighted by two windows facing Chesterfield Street and entered by a door in the side near to the door to the chapel on the north of the building.*

4.24 The above description matches with a sketch by J C Deeley from 1830. It appears that the Church was always intended for lower income people with "keen demands of religion and spiritual needs within the locality". The room in the basement was being used by at least 250 children and made arrangements for the poorer kids within the area.

4.25 Among first trustees of the building was W.H Smith stationer, father of the late W H Smith MP and founder of the printing and publishing house of the world wide fame. He donated the first book of tunes, known as *Matthews*, and the *Union*.

4.26 At this point the Church stood all alone, before the building of the houses, the site of the present streets towards Euston Road being unoccupied. It was found necessary, therefore, to enclose the sides and front with a stone wall and the back with wooden fencing. In 1830, it was decided to place iron railings in front of the chapel and the erection of a stove to heat the interior. In 1837, small rooms were built over the vestry for the caretakers.

<sup>6</sup> Graham, J.J. (1923) *Chronicles of a century of methodism at King's Cross Wesleyan Church*. [With plates].

<sup>7</sup> Ibid



Figure 4.13 Exterior view (in ink) of King's Cross Chapel, Liverpool Street by J C Deeley. Source: With permission from Camden Local Archives (not to be reproduced)



Figure 4.14 Detail of plan form of the Chapel extracted from the 1874 OS map, showing the 1866 expansion of the building. Crown copyright and database rights 2019 Ordnance Survey 100035207

## 4 | History of Site and Surroundings

4.27 In 1845, the Church was renamed after the new name of the district- Kings Cross Wesleyan Church, instead of Battle Bridge. Various minor alterations were made in the premises. This included construction of a dwarf wall at the rear of the Church, facing Chesterfield Street. The yard behind the Church was levelled and converted for use as a burial ground, with entrance on the Chesterfield (Crestfield) Street, with a central gate surmounted by a round disc, bearing the words 'King's Cross Cemetery.'

4.28 The graveyard was divided into three sections to make provision for 135 graves. The rear wall was also raised by two feet. However, the lease conditions prohibited covered stone graves without permission and as such the graveyard's use was limited. In 1848, the graveyard was discontinued for use due to the wet conditions of the soil and permissions from the leasers.

4.29 In 1854 the Church was registered as a place of worship. During this time, there was an increasing desire to install an organ within the hall. In addition, the vestry was considered to be too small, and the classes had to meet in the homes of the leaders and in other places including the room of the caretaker.

4.30 The need necessitated considerable enlargement of the building, which were undertaken in 1866. The architect chosen was Mr Yelf. From Graham's chronicles, the plan extracted from 1874 OS (Fig 4.14) and photograph from 1867 (Fig 4.15), the alterations can be described as follows.

*The overall footprint of the building is now oblong with a recess built to the rear to accommodate the organ and additional vestries. The entrance porch has now been removed and the building has two new entrances to either side of the front elevation. The schoolroom beneath the chapel is approached from each of two sides of the yard by staircases, and situated adjacently are the lavatory accommodations.*

*To allow for the height of the organ, the building is increased in height, with a 'new roof superimposed on the whole structure'. It appears that 'a layer of charcoal and a covering of cement' was placed over the graves to allow for the additional three rooms to be built to the rear.*



Figure 4.15 Photograph of altered exterior included in J J Graham's Chronicles. Reproduced here with permission from Camden Local Archives

4.31 New premises were ready for the occupation at the end of February 1866. During this time, the people worshipped at St George's Hall in Gray's Inn Road (premises now occupied by Whitbreads, the brewers). In the six years following the enlargement of the Church were made, such as adding double sashes to the windows under the gallery, creating an access from the yard to the chapel (from Chesterfield Street), improving the school room; lowering the floor and altering the access to the school.

4.32 With the incoming of industrial revolution, the area transformed from a rural area to an increasingly working class population. Socially, the intellectual and free thinking increased pace with a new desire of educational system amongst the eager worshippers. The Church evolved with additional teachers, meetings, classes alongside looking after the welfare of the poor, the weak and distressed.

4.33 Further alterations and improvements were undertaken in 1886 which included work to the schoolrooms including their sub-divisions for a multitude of activities.

4.34 In September 1921, King's Cross Church was separated from Prince of Wales Road Circuit and became part of the West London Mission. By 1922 the Church was catering to parades of Scouts and Girls' Life Brigades, special meetings for men of the neighbourhood, various social clubs and open air meetings with large number of residents within the locality.

4.35 By the time Graham's chronicles were printed in 1923, the building had once again become too cramped. He describes the building as existing in 1923 as:

*There are three rooms at the back—a preacher's vestry, church parlour, and a deaconess's room, while beyond is a small yard utilized anciently as a burial ground.....The schoolroom is a dark, somewhat damp place, which will accommodate about 200 children according to modern ideas of air space, but which is often crowded with twice the number.*

*The platform, upon which is a piano, a reading-desk, a table, and a few chairs, is situated at the Liverpool Street end of the building, while at the opposite end are three out-of-date classrooms or vestries, one of which is partly occupied by the furnace, for heating the premises.*

4.36 Graham closes his chronicles describing plans for another expansion of the church, including corresponding sketches (Fig 4.16). The main idea was to introduce more institutional uses along the Chesterfield (Crestfield) Street and keep Liverpool (Birkenhead) Street as the Church entrance. These are similar to the elevations as they exist today.

4.37 In terms of internal uses, Graham records the following:

*A crèche is needed to help anxious working women, freeing them for a few hours from the care of their babes; a bureau and lounge for travelling provincial Methodists spending an hour or two in the region of the stations; a room of rest and quiet for those who would leave the crowded streets and pause for thought away from the din and confusion of the bustling thoroughfare; a place of shelter from the terrible temptations of the neighbourhood for the youth of both sexes; a place of recreation and interchange of thought by the men who are met in workshop, station, office, or in the open-air conferences from time to time.*

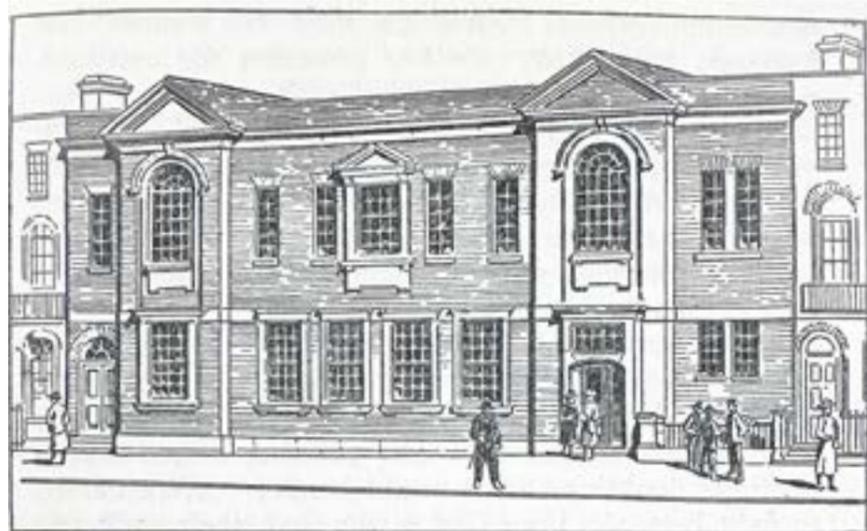
4.38 Indeed, these alterations were undertaken in 1928 and the Chapel became The Kings Cross Central Mission with a hall described as "an open-air with a roof on." The pews were taken out and replaced with tip-up chairs, the pulpit gave way to a platform. Club rooms were added and included some new ventures, such as "The Penny Pictures".

4.39 Following these alterations, the Sunday School became one of the largest in Methodism. The Men's Fireside, the Women's Meeting, the Girls' Club, the Scouts and other uniformed organizations all flourished adding vitality to the popular Sunday Services of The Mission. The 'crèche' however, was never built. Instead a hostel was provided for as shelter for young men and women.

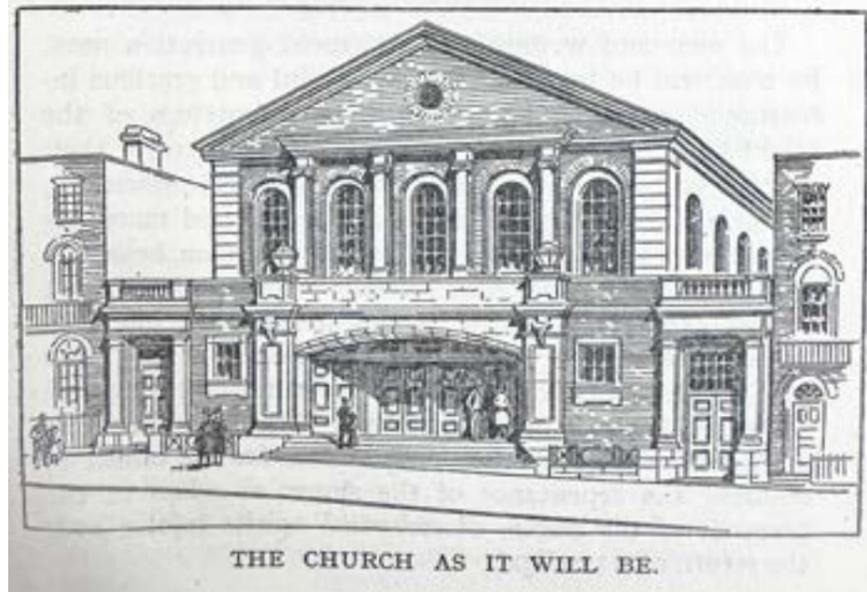
4.40 During WWII, the proximity of Kings Cross and Saint Pancras Station made the location vulnerable to air-raids. Birkenhead Street and the Church were hit in 1940 with the roof declared to be "unsafe".



4 | History of Site and Surroundings



THE INSTITUTE AS IT WILL BE.



THE CHURCH AS IT WILL BE.

Figure 4.16 Sketch included in J J Graham's *Chronicles* for expansion in 1923. Reproduced here with permission from Camden Local Archives



Figure 4.17 Aerial view (1947) showing the chapel with much of Birkenhead Street to the south cleared. The elevation appears to be as constructed today but differing from the sketches included in *Graham's Chronicles*  
Source: Historic England via license



Figure 4.18 Photograph showing the post-war development at Birkenhead Street.

- 4.41 In its usual spirits, the Church adapted itself. The largest room in the building was transformed into a canteen for service men and women who were served with cups of tea and coffee and mountains of sausage and mashed or beans on toast. Its premises became a quiet place for men and women in uniform "to write home as they waited for their train to take them they knew not where, very often"<sup>8</sup>. Several of them were from overseas including France, Poland, Holland and United States, eating and drinking together or having a game of billiards. The hostel became a place for men to have "a kip" for the night if the raids permitted staying indoors.
- 4.42 From 1939 to 1945 the Hostel and Canteen remained open, and on V.E. Day (Victory in Europe) the Anniversary of the Mission was held in the room which had done service as a Canteen but which was now furnished for public worship. During this time services continued in the Guild Room, "unless interrupted by a wail of siren or throb of airplane engines".
- 4.43 A 1947 aerial view (Fig 4.17) shows the extent of damage along St Chad's and Birkenhead Street. The site was cleared for post-war housing-nine-storey blocks dating from 1949-51 designed by Hening and Chitty. The photo also shows the Crestfield Street elevation, different than that envisaged in 1928. Instead of the two projecting gabled wings at either side, the building appears with a central gable projection and much plainer details.
- 4.44 In 1945, War Damage Commission finally allowed removal of remaining parts of the roof including old timbers. The Hall was made weather proof in 1952 with a new roof and ceiling. Further alterations were undertaken to the interiors. The addition of the Mission House, appears to be from 1940s creating a new frontage along Crestfield Street. This part of the building provided further 'diversification' of the Church's use and also helped in the upgrading of the class rooms in the basement.
- 4.45 From this point onwards, the history of the building can be understood from the planning history, a list of which is included in the next page. In 1949 permission was granted for the erection of an office and hostel building for the Leysian (it is likely misspelt of Wesleyan) Mission Trust on the "island site bounded Euston Road, Crestfield Street, Birkenhead Street and St. Chad Street, St. Pancras". It would suggest that the entire block, including the housing around, were to be demolished and replaced by a much larger office and hostel block under the Mission's Trust. However, this wasn't carried forward.
- 4.46 Between 1965-67, the Church is referred to as Kings Cross Green Methodist Chapel and Kings Cross German Methodist Church with addresses including No 59 Birkenhead Street and 5 Chesterfield Road. Both of these properties were being used as residences for Ministers and Wardens. However, both the properties were eventually sold off and converted back to residential uses.

8 Graham, J.J. (1923) *Chronicles of a century of methodism at King's Cross Wesleyan Church*. [With plates.]

## 4 | History of Site and Surroundings

- 4.47 Applications were granted for conversion of the Church to include a Youth Training Centre (1965). Further permission was granted in 1967 for an additional storey and the building's use for accommodation ancillary to a hostel for German Methodist Students. Further alterations to elevation was granted in 1969.
- 4.48 These applications resulted in alterations to the front elevation along Birkenhead Street for provision of student accommodation on the upper floors to 26 students and associated warden. The creation of the additional floor above the first floor gallery resulted in the formation of new windows across the front elevation replacing the original arched openings. In addition, an access shaft was created to provide stair access to the top floors through the roof of the 1940s Mission House. The top level of the staircases on the Birkenhead Street frontage was also added at this time.
- 4.49 A further planning permission dating from 1979 granted the change of use from hostel and training centre to a hostel for full-time student. At this point, the address is registered as Kings Cross German Methodist Church 37, 58 and 59 Birkenhead Street.
- 4.50 In 1986, permission was granted for the conversion of No 5 Crestfield Street from a single dwelling to flats suggesting that the Trust must have disposed off the property at this time.
- 4.51 Further permissions were granted in 2011 for the change of use at No 59 Birkenhead Street basement from ancillary church offices to residential in association with the use of the basement, ground, first, second and third floors as 1x4 bed single dwelling. This must be the time when No 59 too was separated from the Church's use and proprietorship.
- 4.52 As recently as 2015 an application to demolish the Church building and provide a replacement Methodist Chaplaincy House with 25 non self-contained student rooms, and 11 residential self-contained flats was refused by the Council.
- 4.53 Overall, the building's history has remained closely related to the fortunes of Kings Cross area with continued adaptation and expansion of activities including several outreach programmes for the community.



Figure 4.19 King's Cross Station, Crestfield Street: view of the exterior (1970). The elevation (right) shows a scaffolding indicating works being undertaken, most probably following permission in 1969

Source: With license from London Picture Archives



Figure 4.20 King's Cross Station, Birkenhead Street: view of the exterior (1970). The elevation (left) shows a scaffolding indicating works being undertaken, most probably following permission in 1969

Source: With license from London Picture Archives

### Planning History

4.54 The relevant planning history for the application site is as follows:

- TP/44149/NW/5102: The erection of an office an office and hostel building for the Leysian Mission Trust on the island site bounded Euston Road, Crestfield Street, Birkenhead Street and St. Chad Street, St. Pancras (Granted: 21/02/1949)
- CTP/L14/9/A/811: [Methodist Church, Birkenhead Street] Conversion of Methodist Church, Birkenhead Street, Camden to provide a Youth Training Centre (Granted: 16/08/1965)
- CTP/L14/9/A/4693: [58/59 Birkenhead Street and 5 Chesterfield Street] The erection of an additional storey at the Kings Green Methodist Mission and Training Centre, and its use for accommodation ancillary to a hostel for German Methodist Students (Granted: 28/12/1967)
- CTP/L14/9/A/7260: [58/59 Birkenhead Street and 5 Chesterfield Street] The addition of an extra storey and elevation alterations(Granted 18/06/1969;
- CTP/L14/0/A/10705: Alterations to elevations to form canopy over the entrance at the King's Cross Methodist Training Centre and Mission (Granted 14/07/1971);
- CA/1780/A: [King's Cross Methodist Training Centre] an internally illuminated vertical sign to read 'METHODIST CHURCH' in white letters on a blue background.(Refused: 27/03/1972)
- CTP/L14/9/A/15528: [57/58 Birkenhead Street] The erection of a rear extension on basement, ground, first and second floors, to the rear, and the formation of a vehicular access on the Methodist Church frontage. (Refused: 17/01/1973)
- CTP/L14/9/A/21794: [Kings Cross & German Methodist Mission] The construction of a pavement crossover(Refused: 12/11/1975)
- CTP/L14/9/A/27716: Change of use of the first and second floors from a hostel and training centre to a hostel for full time students [Kings Cross German Methodist Church, 37, 58 and 59 Birkenhead Street] (Granted 05/02/1979);
- 8470051 & 8400308: [57-58 Birkenhead Street] Works of conversion and alteration to form six residential flats including remodelling of the roof envelope (Granted 15/02/1984)
- 8670279 & 8601404: [5 Crestfield Street] Conversion of existing single dwelling unit to form a two bedroom maisonette on basement and ground floor (with separate access) two one-bedroom flats on 1st and 2nd floors and a one-bedroom flat within a new mansard roof (Granted: 04/08/1986)
- 9501822R2: [58a Birkenhead Street] The provision of new steps, an iron fence, lighting, gates and paving (Granted 10/05/1996).
- 2011/5136/P: [59 Birkenhead Street] Change of use of the basement from ancillary church offices (Class D1) to residential (Class C3) in association with the use of the basement, ground, first, second and third floors as 1x4 bed single dwelling. (Granted: 25/10/2011)
- 2011/5056/L: [59 Birkenhead Street] Retrospective consent for the removal of a redundant entrance between the building and neighbouring church at second floor level in association with the change of use of the basement from ancillary church offices (Class D1) to residential (Class C3) in association with the use of the basement, ground, first, second and third floors as 1x4 bed single dwelling (Granted: 25/10/2011)
- 2015/7013/P: Demolition and redevelopment to provide a replacement church with community facilities (Class D1), a replacement Methodist Chaplaincy House with 25 non self-contained student rooms (Sui Generis), and 11 residential self-contained flats (Class C3) plus associated plant, cycle storage and refuse storage. (Refused 26/06/2019).

Section 5

**Site Description of Assessment of  
Heritage Significance.**

## 5 Identification and Description of Heritage Assets

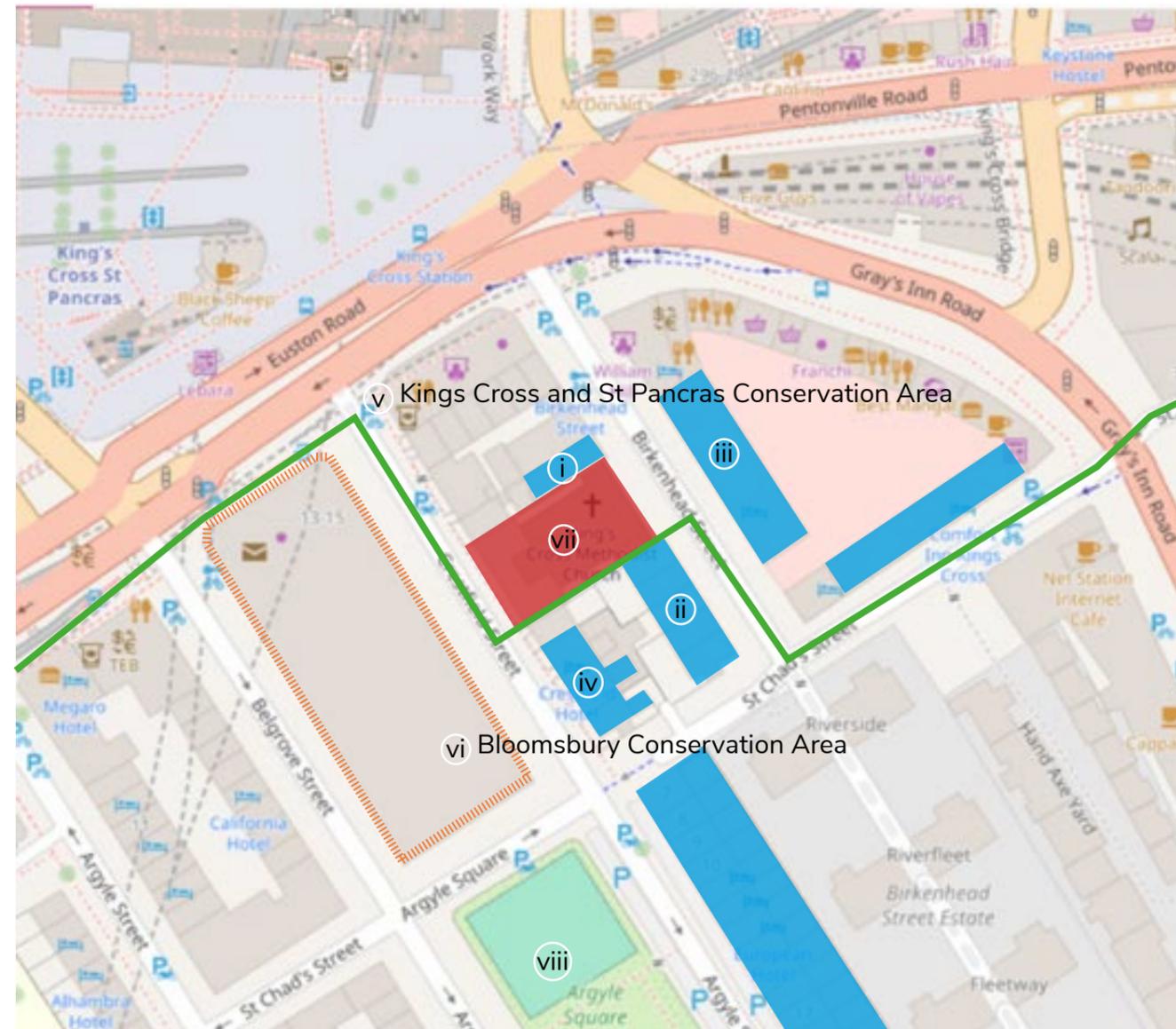
### Methodology

5.1 The assessment methodology used for assessing the significance of the identified heritage assets and their settings is based on the Historic England's Conservation Principles (both the published version by English Heritage in 2008<sup>1</sup> and the draft revised version by Historic England in November 2017).

5.2 Identification of special interest and significance is based on the three heritage interests - historical, archaeological and architectural & artistic - the definitions of these interests are set out in the PPG and cited in section 2 of this report.

5.3 This proposes the use of three heritage interests – historical, archaeological, and architectural and artistic- in assessing what makes a place and its wider context special. These are broadly in line with the values evidential [now archaeological], historical, aesthetic [now architectural and artistic], and communal [now part of historical] – set out in the previous, 2008 version, but are consistent with the heritage interests in the NPPF, the definitions for which are now included in the updated Planning Practice Guidance as cited above.

- Archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- Architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.



- Site
- Listed Buildings
- Conservation Area boundaries
- Under construction

- Historical interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

5.4 These values correspond to the heritage interests as per best practice guidance. In addition, the extent of value us assessed using six criteria:

- The quality and extent of survival of historic fabric.
- The extent to which the fabric contributes to understanding of history of place and occupants.
- The originality of the design and the contribution of features to that design.
- Associations with history, people or events.
- Contribution towards landmark qualities and public appreciation.

5.5 The level of value is assessed using five criteria: high, medium, low, neutral, and negative.

- 1 High – the element is critical to understanding of significance.
- 2 Medium – the element is important to understanding of significance.
- 3 Low – the element makes some limited contribution to understanding of significance.
- 4 Neutral – the element is not negative, and could be enhanced to make a positive impact of the understanding of significance.
- 5 Negative – the element is harmful or intrusive and detracts from the understanding of significance.

<sup>1</sup> <https://content.historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historicenvironment/>

Figure 5.1 Map showing heritage assets nearby  
Source: Google

## 5 | Identification and Description of Heritage Assets

### Site Description

- 5.6 The Site is occupied by No. 58a, King's Cross Methodist Mission. The original two storey building has now been completely altered, with the hall subdivided to two floors, creating a three storey elevation along Birkenhead Street. The front elevation comprises a three storey building with a lower ground floor, a central block of 5 bays and flanking wings, slightly set back. The building has essentially two frontages. The elevation along Birkenhead Street has always been the 'front' with later institutional uses accessible from Crestfield Street.
- 5.7 Along Birkenhead Street, the ground floor entrance with the arched fanlight appears to be the most prominent. It includes four pairs of timber doors, approached by wide stone steps. The basement area is evident from the railings. Some timber sliding sashes remain, but many have been replaced with less sympathetic windows.
- 5.8 The original five bay elevation still remains with the side wings from the 1866 expansion no longer serving as entrances. The upper floors, above the string course has been largely altered with the double height arched windows now replaced with concrete panelling between the first and second floors and windows replaced. This was part of the conversion of the upper floors to accommodation in 1979.
- 5.9 The front 'pediment' has now been entirely lost with a slightly raised parapet fronting the roof. A date stone of '1825' has been placed on it.
- 5.10 Along Crestfield Street, the elevation is much altered. First envisaged as part of 1928 expansion, to house largely institutional uses, the elevation was finally completed in the post-war era of 1951/52. The use of brown brick and Ipswich style tri-partite window to the front are common details of post-war domestic buildings, still retained.
- 5.11 The overall footprint of the building is such that along both frontages, it has a non-domestic presence.



Figure 5.2 Listed terrace south of the Chapel along Birkenhead Street  
Source: Author [Dated: 25.08.2024]



Figure 5.3 Listed terrace along east side of Birkenhead Street  
Source: Author [Dated: 25.08.2024]



Figure 5.4 Listed terrace south of the Chapel along Crestfield Street  
Source: Author [Dated: 25.08.2024]



Figure 5.5 Argyle Square  
Source: Author [Dated: 25.08.2024]

### Identification of Heritage Assets

- 5.12 In accordance with the methodology described in Section 3, and within GPA 3 and HEAN 12, the first step in the 'five step' process for assessing heritage assets is to identify the assets that may be affected by the proposal.
- 5.13 The following heritage assets are identified (shown in the map with corresponding numbers):
- Listed buildings
    - i. No 59 and attached railings, 59 Birkenhead Street;
    - ii. Nos 54-58 and attached railings, Birkenhead Street;
    - iii. Nos 1-7 and attached railings, Birkenhead Street; and,
    - iv. Nos 1-5 and attached railings, Crestfield Street.
  - Conservation Area
    - v. Kings Cross & St Pancras Conservation Area; and,
    - vi. Bloomsbury Conservation Area.
  - Heritage Asset of local importance
    - vii. Kings Cross Methodist Church, Birkenhead Street
  - London Squares and Gardens
    - viii. Argyle Square

## 5 | Identification and Description of Heritage Assets

### Assessment of Significance

<p>5.14 Significance of the heritage assets is derived from an understanding of the Site's</p> <ol style="list-style-type: none"> <li>1 Historic development and evolution of the wider area;</li> <li>2 Written records of the building and its past uses;</li> <li>3 Community uses over time; and</li> <li>4 Contribution made by the building within the wider area and Conservation Area.</li> </ol> <p><b>Listed Buildings</b></p> <p>5.15 The assets of the highest significance within the vicinity of the Site are the listed buildings along Crestfield and Birkenhead Street. These were built as a group between 1827 and 1832 and are all built in stock brick with three storeys and railings around small front gardens. There are some along Birkenhead Street with a mansard roof extensions. The east side of Birkenhead Street is more consistent than the west, which abuts the Site.</p> <p>5.16 The 'diminutive' housing as were envisaged in 1828, have a restrained classical appearance with consistent parapet lines, decorative stucco banding, large first-floor windows with stucco surrounds, arched ground-floor doors and a parapet concealing the roof.</p> <p>5.17 Several of the buildings have since been converted to flats and hotels, leading to additional signage and unsympathetic interventions such as replacement of sash windows with plastic. These detract from the homogeneity of the terraces.</p> <p>5.18 Despite these, the overall homogeneity and consistency is evident within the streetscape with a predominant 19th century character. As such, the buildings have high architectural and historic interest; one that represents domestic architectural forms of Georgian era and the changing fortunes of the wider Kings Cross area.</p> <p>5.19 Given that the area was developed on previous farm land, they are unlikely to hold any evidential value.</p>	<p><b>Kings Cross and St Pancras Conservation Area (KCSPCA)</b></p> <p>5.20 The Site falls within the southern section of the KCSPCA. This part is more continuous in its street frontage but with much variety of scale, including a number of substantial buildings such as those on Euston Road. Domestic buildings from Georgian and Victorian era are more consistent, although punctuated by later 20th Century buildings and post-war housing.</p> <p>5.21 The Euston Road frontage also includes the former Camden Town Hall and the former town hall extension which has undergone redevelopment, including a large roof extension and conversion into the Standard Hotel; the building is noticeable as a modern addition to Euston Road opposite the historic building of St Pancras.</p> <p>5.22 The Council describe the buildings on the south side of Euston Road as having a 'visual and/or physical connection to the main road' and goes on to say that the area is 'dominated by King's Cross and St Pancras stations and St Pancras Chambers'.</p> <p>5.23 Indeed throughout the CA visual and experiential links with the busy Euston Road and Kings Cross Station are evident.</p> <p>5.24 Overall, the CA is considered to be of local architectural and historical significance, derived from its homogeneous historic townscape and later post-war and 21st Century regeneration.</p>	<p><b>Bloomsbury Conservation Area</b></p> <p>5.25 Bloomsbury represents a period of London's early expansion northwards, dating from Stuart times (around 1660), which continued through the Georgian and Regency periods to around 1840. The latter included residential districts, in this area, for lower income people. Much of this was carried out speculatively by a number of builders, on leases from major landowners, and followed a consistent form with terraced town houses constructed on a formal grid pattern of streets and landscaped squares. The progression of development across the Conservation Area illustrates the subtle changes in taste and style in domestic architecture that occurred throughout the 17th, 18th and 19th centuries.</p> <p>5.26 The area around the Site represent both the growth of residential streets in grid pattern as well as the scale of housing from four storey town houses around Argyle Square to the south and smaller three storey (earlier) town houses to the north along Crestfield and Birkenhead Streets.</p> <p>5.27 Overall, the CA is considered to represent both architectural and historic significance.</p> <p><b>Argyle Square</b></p> <p>5.28 Developed in the slightly later years, between 1840-1850 on the abandoned site of the Panarmonion Palace, the Square remains as the only remaining part of the grand plan of the "Pleasure Palace". Surrounded by four storey town houses, Argyle Square represents one of th emany similar squares within the London.</p> <p>5.29 Its architectural and historic interest is derived from the consistency in townscape and the historical evolution of designed squares within the burgeoning residential areas of Bloomsbury.</p>	<p><b>King's Cross Mission, No 58a Birkenhead Street</b></p> <p>5.30 The building is described as a positive contributor to the Conservation Area by Camden Council.</p> <p>5.31 As is described and demonstrated in the previous sections, the existing building is a much altered building of what would have been one of the earliest Methodist Chapels in London, dating from 1825.</p> <p>5.32 Architecturally, the building makes some contribution to the setting of the adjacent listed buildings in terms of its scale. Its dominant elevation signifies its non-domestic use and whilst altered, does not cause harm to the setting of the listed buildings.</p> <p>5.33 It also contributes to the Conservation Areas, again through its scale and overall appearance.</p> <p>5.34 Internally, the building is a series of utilitarian spaces, owing the several round of alterations and adaptations. The original oblong plan form is not legible, neither is the octagonal pulpit and organ platform, long since removed. Whatever little remains in terms of fabric, dates form the 1928 expansion.</p> <p>5.35 The ground floor is occupied by the Church and has continued to be used for worship. The upper floors are converted to apartments.</p> <p>5.36 As such, the building's architectural significance is limited, although it does contribute to the character and setting of the listed buildings and conservation areas around it.</p> <p>5.37 However, the greatest contribution the building makes is to the understanding and evolution of Methodism with the area. The building's adaptation and expansion is intertwined with the changing fortunes of the area. From humble beginnings as a meeting room in 1825 in a rural area known as Battle Bridge, to an accomplished Methodist place of worship in the late 1860s catering to an increasing working class population, through to the WWII providing services to men and women of uniform of all countries, the Church has remained a key building for the community as a meeting place, educational centre and very often a refuge for those in need.</p>
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5 | Identification and Description of Heritage Assets



Figure 5.6 Front elevation, Birkenhead Street  
Source: Author [Dated: 25.08.2024]



Figure 5.9 View of elevation along Crestfield Street  
Source: Author [Dated: 25.08.2024]



Figure 5.7 View along Birkenhead Street looking south  
Source: Author [Dated: 25.08.2024]



Figure 5.10 View along Crestfield Street showing looking north  
Source: Author [Dated: 25.08.2024]



Figure 5.8 View along Birkenhead Street looking north  
Source: Author [Dated: 25.08.2024]



Figure 5.11 View along Crestfield Street showing looking south  
Source: Author [Dated: 25.08.2024]

Summary of significance and Site's contribution to setting

- 5.38 As society transformed from rural population to working classes, the Church adapted its activities to suit the needs and requirements of the community. Starting with limited rounds of prayer-meetings, preachings and classes, the Church went on to host various social clubs in the post-industrial era of intellectual awakening. It hosted pleasant tea-meetings, followed by the encouragement of art in the form of musical programmes and literature by its Mutual Improvement Societies. It also continued its efforts of social improvement through its temperance and social purity campaign, and finally by the linking up of its various life in guilds, councils, and brigades, for co-operative and well-directed effort.
- 5.39 Education was a key need for the area with several worshippers unable to afford appropriate education. The Church provided separate school rooms, sometimes within the homes of members, including separate school rooms for girls as early as 1880s. Some of these were probably never envisaged by the founding father of Methodism, yet the Church and their members embraced change in a continually evolving modern society.
- 5.40 This is best described by Mr. Graham in his concluding remarks for the Centenary volume, for the real need never changes. He writes:  
*"While these populations pant after they know not what, the responsibilities of Christians in general, and Methodists in particular, can never cease. While leaderless multitudes stray blindly and thoughtlessly, Christians must cultivate that concern for the crowd that Jesus showed. While the promenading thousands parade the Euston Road and contiguous thoroughfares, nightly, denied a proper home and subject to all the temptations to sordid sins, the duty of the Church is clear. While the weak and erring and the poor still struggle in poverty and squalor within the purlieus of the vicinity, the call is clamant to all who love their kind to exert every endeavour to shepherd, protect and provide in every possible way for the needs of those who need us most."*
- 5.41 It is therefore considered that the Chapel's architectural value is limited, with neutral contribution to the adjacent heritage assets. The greatest is the building's historic value, commemorative of the changing society and fortunes of King's Cross area. This continual change and adaptation is the key to the building's significance and the contribution it makes to the heritage assets' settings.

- 5.42 The building's interest in terms architecture is limited to the exterior- which although altered, is representation of non-domestic use within a transition area between homogeneous Georgian and Victorian terraces to the south and busy Kings Cross area to the north. The building's historic interest is greater with its evolution and development intertwined with the changing fortunes of the wider area. It also has communal significance with the continued outreach programmes, aimed particularly at children and young adults.
- 5.43 Internally, the building has no architectural interest. The plan form is heavily altered with sub-division of the main chapel space to provide two additional floors. As a result of the alterations, there is no evidence of the original gallery and virtually no other evidence of internal features or fittings within the original 'shell' of the chapel.
- 5.44 In addition to the plan-form changes, the creation of the additional floor above the first floor gallery has resulted in the formation of new windows across the front elevation to Birkenhead Street, altering and replacing the original arched openings, and also an increase in the height of the flank wall on the north elevation to accommodate the increased height requirement.
- 5.45 Overall, the building appears neutral within the established streetscape with limited architectural interest of its own. It stands at the transition of the Victorian buildings of Euston Road to the north, with heavy levels of traffic and activity, and the earlier residential terraces to the south which, although now converted and sub-divided, are much quieter and form a homogeneous group.

# Section 6 **Heritage Impact Assessment.**

## 6 Heritage Impact Assessment

### Methodology

- 6.1 The impact assessment uses the methodology set out in paragraphs 193 to 196 of the NPPF (whereby relevant) as its basis and is applied with the interpretation established by current case law.
- 6.2 Historic England Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment provides information to assist in implementing historic environment policy in the National Planning Policy Framework and the related guidance given in the National Planning Practice Guidance (NPPG). These include; assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.
- 6.3 It provides a suggested staged approach to decision-making where there may be a potential impact on the historic environment:
- 1 "Understand the significance of the affected assets;
  - 2 Understand the impact of the proposal on that significance;
  - 3 Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;
  - 4 Look for opportunities to better reveal or enhance significance;
  - 5 Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;
  - 6 Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.'
- 6.4 The affected designated heritage assets in this instance would be No 59, Nos 54-58, Nos 1-7 Birkenhead Street and their attached railings; Nos 1-5 and attached railings, Crestfield Street; Kings Cross & St Pancras Conservation Area; and, Bloomsbury Conservation Area. Given the distance of the proposal from Argyl Square, it is not likely the proposal would impact upon it.

### Proposed Development

- 6.5 The proposals include the re-provision and extension of King's Cross Methodist Church. This comprises the internal upgrading with roof extension of the original historic parts of the Church facing Birkenhead Street, as well as the complete rebuilding of the 1950s extension facing the Crestfield Street. This fulfils a brief to deliver a mix of modern church/ community-spaces, along with upgraded student accommodation, which when implemented will bring the building up to full contemporary design and technical standards.
- 6.6 The proposals have been informed by pre-application advice from the Council. Three meetings were held, the first in September 2020, second in August 2023 and the third in May 2024.
- 6.7 The scheme presented at the first pre-application was a redevelopment scheme with hotel provision. The Council had raised concerns over the scale and bulk of the development and the subsequent impact on the nearby listed buildings.
- 6.8 The subsequent two pre-applications were for a retrofit scheme. These were acceptable by the Council in principle, but comments regarding the elevation treatment were made, which are addressed in the current proposals.
- 6.9 The proposal addresses several constraints and needs of the Methodist Church.
- Firstly, it retains the Birkenhead Street elevation, as it related most closely to the original building and is considered to be more sensitive to the heritage assets nearby. In addition, the proposal also retains the existing staircase and substantial portions of the its structure and external fabric.
  - Secondly, it proposes to increase the capacity of the existing Church Hall to facilitate growth of the Church and provide enhanced space and facilities that meet modern standards.. The proposed hall would be increase the capacity by upto 50%. A fully renovated function room will be equipped with storage and movable partitions to cater to a variety of future events.



Figure 6.1 Proposed massing, view from Birkenhead Street, showing the under construction Belgrove House along Crestfield Street  
Source: Matthew Lloyds Architects

6 | Heritage Impact Assessment

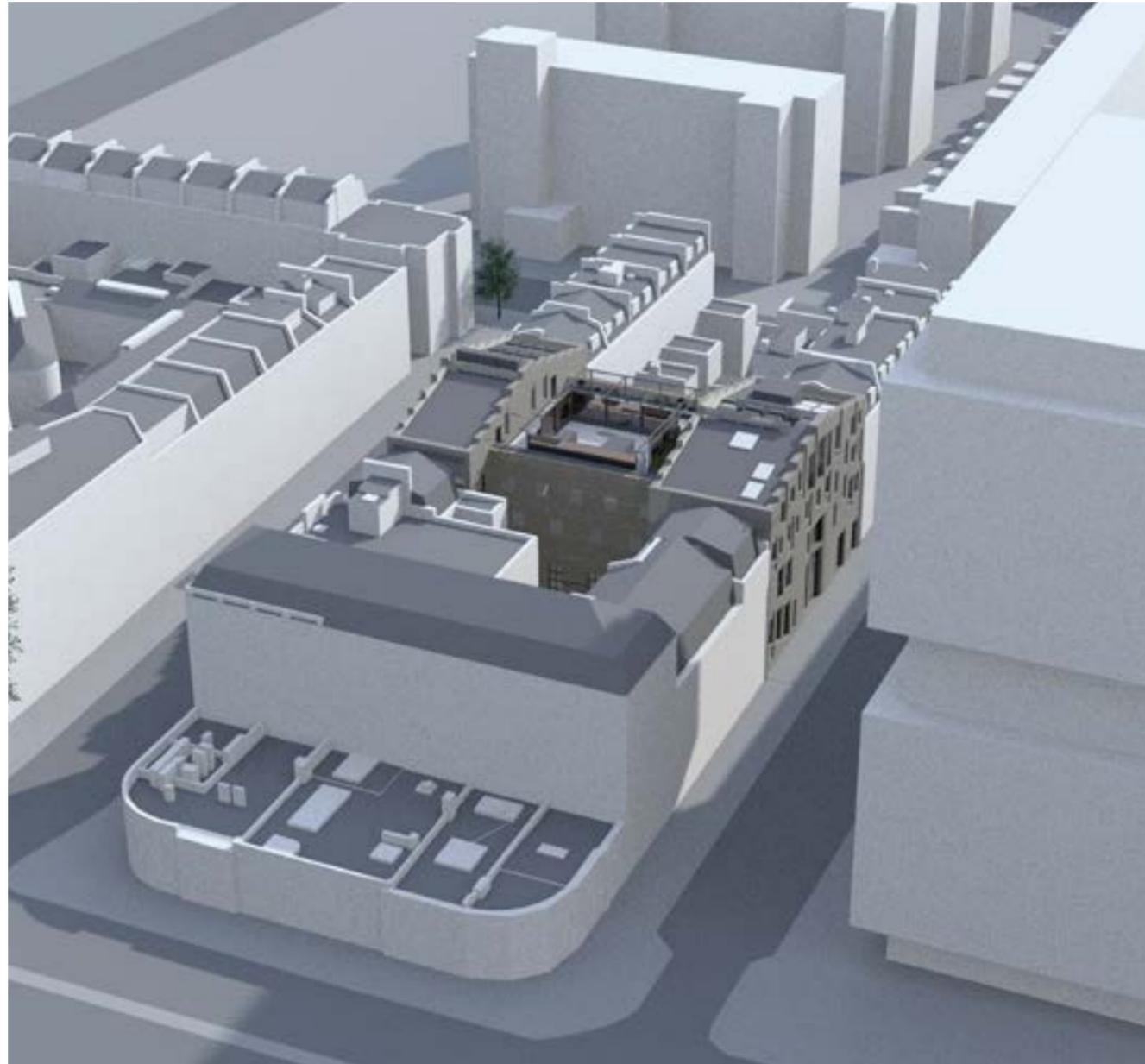


Figure 6.2 Proposed massing, view from Crestfield Street showing terraces along Euston Road and the under construction Belgrove house. Source: Matthew Lloyds Architects

- Thirdly, it proposes upgraded student accommodation facilities which are currently insufficient with no private hygiene facilities. These are designed to the requirements of Camden Council's design guidance with all rooms containing en-suite hygiene facilities and a communal living room at the top floor of Crestfield Street elevation.
- 6.10 In order to achieve this, the proposal makes best use of the site layout, optimising it to increase and enhance the church and student accommodation facilities, whilst remaining contextual to the site location in terms of massing and scale. The plan form is carefully shaped, with a new Crestfield Street elevation, that respects the current townscape.
- 6.11 The proposed massing is for four storeys facing the street in addition to a lower ground floor. The middle portion of the building, between the elevations is proposed to be three storeys, not visible from the street frontage. This arrangement responds cleverly to the existing townscape whilst minimising overshadowing the neighbouring back gardens.
- 6.12 In order to better articulate the street frontage, stepped gables are proposed. This would reintroduce the prominence the building once had within the street and the wider area. This treatment also eases the transition of the building from three storey terraces on either side, whilst creating a confident and distinct skyline, signifying its Church use.
- 6.13 The proposal will not only secure the building's use in the future for the purposes it was originally built, but also provide a contemporary response to our current environmental challenges. It provides a building which is energy efficient, with significantly reduced carbon footprint, providing much on-site renewable energy as can be achieved. The high level of carbon reduction is achieved through significant retention of the fabric and structure.
- 6.14 A full upgrade of the existing building fabric is also proposed to improve its thermal performance and airtightness. All existing services are to be replaced by electric, highly energy efficient units. Photovoltaic panels are provided on the south facing sides of pitched roofs in order to maximize on-site renewable energy generation.

Impact of proposals

- 6.15 The proposed works have been carefully considered and will allow the current building to be upgraded and 'repackaged' to cater for its growing needs, whilst respecting the heritage sensitivities around.
- 6.16 The proposed retention of the Birkenhead Street elevation would keep the oldest, but altered part of the building originally built. The double storey fenestration of the first and second floors would reinstate a key feature that was lost in the 20th Century additions. The refreshed elevation would include a date stone of '1825' as was previously incorporated in the original design.
- 6.17 The roof extension, bearing the date stone '2028' would stand in contrast to the existing and refreshed elevation with darker brick colouring and modernist adaptations of the fenestration. The stepped lintel and sill heights of the windows correspond with the stepped gable, creating an animated elevation and skyline. This also creates a cascading transition with the adjacent listed buildings.
- 6.18 The Crestfield Street elevation creates a playful expression of solid and void with rhythmic 'punctures' within the facade. The proposal is united with the elevation on Birkenhead Street with the same stepped fenestration on the third floor, corresponding with the stepped gable feature. This design move in particular, for the first time, unites the building on both street elevations as one unit, creating a new and stronger identity for the Church.
- 6.19 Again, the stepped gable with a similar tonality as the brick colours of the terrace and the listed station, transitions smoothly with the street scene.
- 6.20 The building's overall architectural approach with muted tones to materiality creates a subtle but confident street frontage on both streets, enhancing the setting of the listed buildings and the conservation areas.
- 6.21 Most importantly, the proposal preserves the significance and historic interest of the building itself, by re-adapting the original building to cater to the growing needs of the community, just as it has done in the past. The proposal would give the building a new presence, not only within the street, but also in the memories of the residents and wider community as a place of worship, refuge and quiet contemplation.



6 | Heritage Impact Assessment



Figure 6.3 Proposed elevation, Birkenhead Street  
Source: Matthew Lloyds Architects



Figure 6.4 Proposed elevation, Crestfield Street  
Source: Matthew Lloyds Architects

## 6 | Heritage Impact Assessment

### Review against Legislation and Planning Policy

#### Statutory Duties - The Planning (Listed Buildings and Conservation Areas) Act 1990

6.22 In accordance with the relevant duties of the 1990 Act it has been demonstrated that the development and design of the proposals have had special regard to the desirability of preserving the special interest of the listed building and its group. The proposals have sought to avoid and minimise any further harm, and also to ensure that the proposals as a whole retain and sustain the heritage asset.

#### National Planning Policy Framework (Dec 2024) (As amended)

6.23 In accordance with paragraphs 207-208 of the NPPF, this report has identified the designated heritage assets which would be affected by the proposals, and has described their significance proportionately.

6.24 The proposed scheme has taken account of the key principals set out in paragraph 210, which encourages proposals to consider the desirability of sustaining and also enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; supporting the positive contribution that the conservation of heritage assets can make to sustainable communities, including their economic vitality; and, also the desirability of new development making its own positive contribution to local character and distinctiveness.

6.25 Paragraph 210 requires that great weight should be given to the conservation of listed buildings. Importantly, Annex 2 of the NPPF defines 'conservation' as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance. It is not a process that should prevent change, where proposals and the design have been well-informed and considered in light of the Site's particular heritage significance and relative sensitivities, and also forms part of a wider scheme that offers a significant number of heritage benefits.

6.26 Accordingly, this proposal has been designed after careful understanding of the significance of the surrounding designated heritage assets as well as the Site's own local heritage interest. Interventions proposed would retain the building and its historic use. Additionally, the proposal would result in considerable enhancements, and therefore would overall conserve this designated heritage asset.

6.27 The design of the extensions and new elevation along Crestfield Street have considered the significance and setting of the listed terraces along Birkenhead Street and Crestfield Street, along with the contribution made by the Site to this significance. The proposals would cause no harm to the setting of the listed terraces.

6.28 In addition, the proposals have also considered the special interest derived from the character and appearance of Kings Cross and Bloomsbury Conservation Areas. The design of the extensions would create a soft transition with the established scale of the existing terraces, whilst reinstating the importance of this local community building.

6.29 Paragraph 212 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. It emphasises that the weight given to an asset's conservation should be proportionate to its significance.

6.30 In accordance with the same, it is clear that the Site derives its main interest from its origin as one of the first Methodist Chapel in the area, and its continual adaptation to cater to the changing needs of its community. The proposal shows an understanding of this significance and has given great weight to its conservation.

6.31 Paragraph 213 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

6.32 The proposal does not lead to any harm to the significance of the assets. The interventions aim to refurbish and upgrade the Chapel for its continued use and function as a place of Worship.

6.33 In doing so, the proposals have taken account of the pre-application response, and revised them where appropriate.

6.34 Paragraphs 214 and 215 address the balancing of harm against public benefits. If a balancing exercise is necessary (i.e. if there is any harm to the asset), considerable weight should be applied to the statutory duty where it arises.

6.35 Although it is considered that no harm arises through the proposal, it is necessary to indicate that the proposal would result in considerable enhancements. The proposal essentially retains the original plan form with a new elevation along Crestfield Street, reinstating its former prominence within the streetscape. The building, with the new extensions, would cater to the need of the community and enhance the understanding of its history, resulting in significant heritage benefit.

#### Camden Local Plan 2017

6.36 The Council's local plan reaffirms the NPPF requirement of high quality design (Policy D1) and requires development to respect local context and character, preserving or enhancing heritage assets, where applicable.

6.37 Further Policy D2 requires proposals affecting listed buildings to "conserve and not harm the significance/special interest" in addition to not harming the significance derived from the setting.

6.38 The works would preserve the building's local interest by upgrading the existing fabric and maximising habitable spaces in order to cater for a growing congregation. Sitting within a sensitive heritage context, with listed terraces adjacent, and within conservation areas, the proposal has taken into account the established scale and massing of these assets. In this instance, the proposals would not harm the significance or setting of the listed buildings. Nor will it harm its setting or the character of the Conservation Areas.

6.39 Overall, the proposals are considered to comply with the local policies.

### Summary

6.40 The detailed assessment of significance sets out how the proposals will result in a number of enhancements to the setting of the heritage assets as well as to its own local interest. The works will ensure that the key elements of significance such as the historic use of the building, the altered front elevation, and parts of the structure are retained and enhanced.

6.41 The building, with the new extensions, would cater to the need of the community and enhance the understanding of its history, resulting in significant heritage benefit.

6.42 The proposed changes take the opportunity arising from the investment proposed in it, to make these much needed changes and therefore, securing its long term viable use consistent with its conservation. As such, the proposal accords with the relevant policies in the NPPF and Camden Local Plan Policies.



Section 7  
**Townscape Assessment.**

## 7 Townscape Assessment

### Methodology

- 7.1 Townscape assessment considers the likely townscape effects of the Development, i.e., identifies how and to what degree it would affect the elements that make up the townscape, its aesthetic and perceptual aspects, and its distinctive character. These elements may include
- urban grain;
  - building heights;
  - scale;
  - permeability;
  - legibility;
  - sense of place; and,
  - other architectural or urban design characteristics.
- 7.2 The methodology described here draws upon best practice guidance set out in the 'Guidelines for Landscape and Visual Impact Assessment' (GLVIA, Third Edition, 2013) and takes into account relevant legislation, national, regional and local planning policy and guidance, in particular those relating to townscape, design quality, urban design and views. These are listed below.

#### National level

- Landscape Institute and Institute of Environmental Management and Assessment, Guidelines for Landscape and Visual Impact Assessment (GLVIA) Third Edition, 2013;
- Landscape Institute, Visual Representation of Development Proposals Technical guidance Note, 2019;
- Ministry of Housing, Communities & Local Government (MHCLG), National Planning Policy Framework (NPPF), 2019;
- MHCLG, Planning Practice Guidance (NPPG), On-line Resource, 2014, regularly updated;
- MHCLG, National Design Guide, 2021;
- HE, Historic Environment GPA, Note 4: Tall Buildings, 2021.

- 7.3 Additionally, given the previous discussions with the Council particularly with reference to the scale, bulk and elevation details, it would be efficient to focus on the particular points. As such, in appraising the proposal the assessment would include:
- Layout and form
  - Height, massing and materials
- 7.4 As discussed in Chapter 3, the Site's townscape context is contrasted with fine urban grain within the Georgian residential areas to the south, and large scale Victorian infrastructure buildings to the north. The emerging context is that of high density and medium-high rise blocks characterising the extensive regeneration and transport hub that is now Kings Cross.
- 7.5 The following paragraphs assess the proposals against the above as well as its impact on the wider townscape described in the methodology.

### Townscape Appraisal of the Proposal

#### Layout and Form

- 7.6 The proposed layout and form of the Site has been informed by its context and has developed through an iterative process with the Council, their experts and community consultations.
- 7.7 The layout of the scheme follows the existing street pattern and maintains the original plot layout, although maximising it to provide additional spaces.
- 7.8 Within the depth of the plot, the retained building with the new and refreshed elevations reinstate the building's prominence as a place of worship. Meanwhile, the lower height of the middle section ensures that there are no amenity issues with the adjacent buildings.

#### Height, massing and materials

- 7.9 The proposed height of the building is four storeys. The Birkenhead Street elevation would be largely retained and revamped with an extension to the roof. The Crestfield Street would have a new elevation, similar in architectural composition to Birkenhead Street, unifying the building and its use on both street frontages for the first time. This will create a distinctive appearance, suitable to its use as a place of worship.
- 7.10 The roofscape has been broken into stepped sections, that correspond with the fenestration, creating a playful rhythm, respecting the elevations of the residential terraces. This also helps in transitioning with the three storey terraces on the streets, without an abrupt change in scale.
- 7.11 The detailing and materials of the proposal is of high quality, through the use of a warm colour scheme. The main material would be brick as is prevalent within the area. The texture and shade would match the development immediately to the south of the Site.
- 7.12 Overall, the proposal is considered to be of high architectural quality. Its form and detailing have been informed by the current and emerging context of the area, and the Council's own ambition for regeneration. The urban landscape setting would be preserved while creating a modern residential building of high standards.

### Townscape Views

- 7.13 In considering the townscape impact of the proposal, a views assessment was undertaken. While the proposal would be seen in the context of the existing and emerging development, some key viewpoints were identified to understand the impact on nearby receptors.
- 7.14 The key heritage receptors considered were:
- Listed buildings along Birkenhead Street and Crestfield Street;
  - Kings Cross & St Pancras Conservation Area and Bloomsbury Conservation Area.
- 7.15 The four views provided in this report, the locations are as follows:
- View 01: From Birkenhead Street looking south
  - View 02: From Birkenhead Street looking north
  - View 03: From Crestfield Street looking south
  - View 04: From Crestfield Street looking north



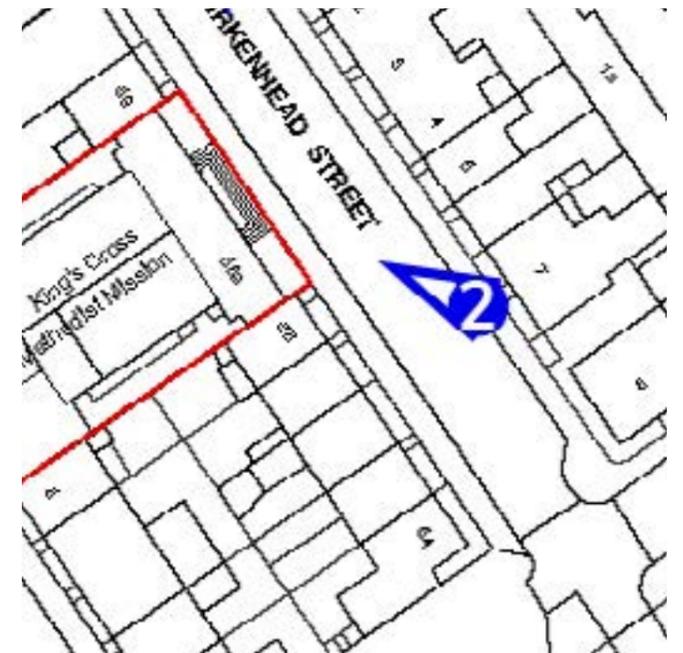
## 7 | Townscape Assessment



View 1: From Birkenhead Street looking south

- 7.16 This viewpoint is located near the junction of Euston Road and Birkenhead Street, looking south towards the Site. The view is located within the King's Cross Conservation Area and shows the listed terrace on the west side of the street (Nos 54-59 Birkenhead Street) to the left of the Site. To its right are the Euston Road buildings, including the altered Theatre elevation, which appears prominence due to the elaborate detailing. Taller post-war housing is also visible in the background.
- 7.17 The proposed development is seen in the centre of the view. Whilst retained facade sits in line with the listed terraces, the slightly set back roof extension staggers slowly and sits comfortably with the existing roof dormers.
- 7.18 The detailed design including the double height windows on the first and second floors correspond to the larger windows of the listed buildings. The elevation appears well articulated and the roof form adds a subtle confidence within the street scene, reinstating the building's importance as a place of worship.

7 | Townscape Assessment



View 2: From Birkenhead Street looking north

- 7.19 This viewpoint is located near the junction of Euston Road and Birkenhead Street, looking north towards the Site. This is a partly rendered computer generated image specifically showing the massing of the proposed upper storey in relation with Kings Cross Station. The view is located within the King's Cross Conservation Area and shows the listed terrace on the east side of the street (Nos 54-58 Birkenhead Street) south the Site. It also shows part of the terrace to the north of the Site including the altered Theatre elevation, at the end of which a diagonal view of the Station's tower appears. The view is dominated by heavy traffic at intersection with Euston Road and activities in relation to the station.
- 7.20 The proposed development is seen in the context of quieter and domestic part of the Conservation Area. Whilst retained facade with the proposed roof extension sits comfortably with the existing roof dormers, it does not impact on the view of the station. The elevation appears well articulated and adds a subtle confidence within the street scene, reinstating the building's importance as a place of worship.



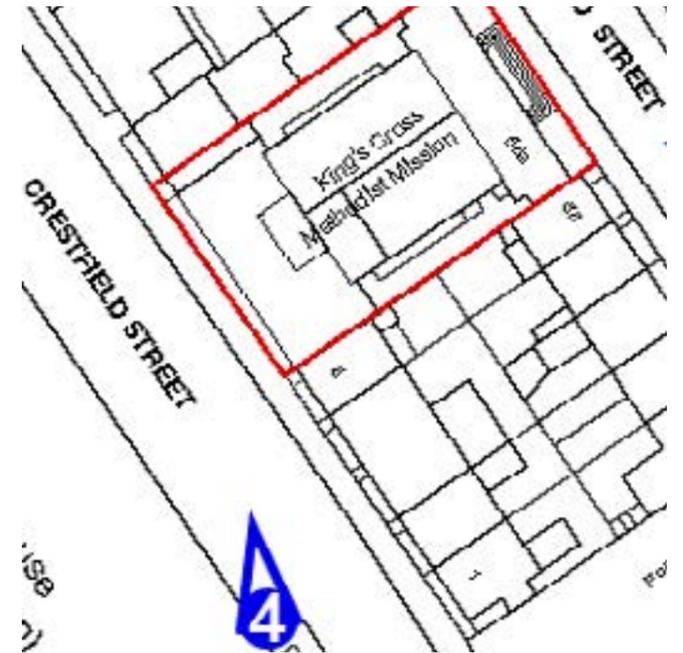
## 7 | Townscape Assessment



View 03: From Crestfield Street looking south

- 7.21 This viewpoint is located near the junction of Euston Road and Crestfield Street, looking south towards the Site. The view is located within the King's Cross Conservation Area and shows the listed terrace on the east side of the street (Nos 1-5 Crestfield Street) to the right of the Site. To its right is the three storey Kings Cross Inn Hotel with a modern roof extension, which appears prominent due to the white/cream colour rendering and detailing. Opposite, and to the right of the image is the under construction Belgrove House site.
- 7.22 The proposed development is seen in the centre of the view. A key feature in this view is the fenestration, arranged in systematic but playful manner. Whilst contrasting in the rhythmic fenestration of the existing terraces, it adds a subtle interest to the elevation, creating a series of shadows. The staggered gable sits comfortably with the existing roof extensions and dormers.
- 7.23 The new elevation appears a modern but contextual addition within the street scene, reinstating the building's importance as a place of worship.

7 | Townscape Assessment



View 04: From Crestfield Street looking north

- 7.24 This viewpoint is located at the southern end of Belgrove House (now demolished) near the junction of Euston Road and Crestfield Street, looking south towards the Site. The view is located within the Bloomsbury Conservation Area and shows the listed terrace on the east side of the street (Nos 1-5 Crestfield Street) to the right of the Site. The key element in the view is the entrance to Kings Cross station at the public square in the background. Opposite, and to the right of the image is the under construction Belgrove House site which is proposed to be a 10 storey square block with as entrance along Crestfield Street.
- 7.25 The proposed development would be seen in context of the under construction Belgrove House, contributing to the buzz of activities envisaged. Sitting slightly taller than the rest of the terrace, the playful elevation highlights this important building and re-establishes it in the street scene without dominating the view of the station. The materiality, in yellow stock brick, reflects the tonality of the station buildings and the listed terraces, appearing contextual to it.



## 7 | Townscape Assessment

### Assessment of Townscape Impact

- 7.26 The proposals comprises internal upgrading of the existing building with roof extension facing Birkenhead Street, as well as the complete rebuilding of the 1950s extension facing the Crestfield Street. The proposal has been carefully arranged and tested in terms of the massing through various long, medium and close distance views.
- 7.27 Following various discussions with the Council, the proposal has been revised and is of a scale that continues the established character of the residential terraces, as well as responds to the emerging context of King's Cross as a major transport hub.
- 7.28 The assessment of the views show that the building would be largely invisible from key junctions within the townscape. The building's overall architectural approach and muted approach to materiality creates a subtle but confident street frontage on both streets, enhancing the setting of the listed buildings and the conservation areas.
- 7.29 Along Birkenhead Street, the roof extension carefully distinguishes the contemporary addition with the historic facade. The fenestration pattern reinstates some of the lost features whilst appearing harmonious with the residential terraces. This allows the street level frontage to appear unified with the wider street frontage, whilst still appearing distinctive as a non-domestic building.
- 7.30 In relation to Crestfield Street, the elevation would four storeys. However, the massing would remain comparable to the residential terraces which have modern roof extensions and dormers. The resulting scale would sit comfortably within the existing and emerging context of the wider area as a high quality 21st Century layer.
- 7.31 Overall, the proposal would result in the following townscape enhancements:
- Creation of an upgraded community building with well considered and unified frontages on Birkenhead and Crestfield Street.
  - Retention of existing front elevation and historic fabric, along with augmented facilities for meetings, events and student's accommodation.
  - The active frontage of Crestfield Street contributing to the street scene and vitality of area;
- Addition of an interesting and articulated skyline within a largely domestic townscape, responding to the heritage and contemporary contexts;
  - The positive visual effect of the proposed development on the surrounding area through the quality of its design and materials and through the increased activity a.
- 7.32 Most importantly, the proposal preserves the significance and historic interest of the building itself, by re-adapting the original building to cater to the growing needs of the community, just as it has done in the past. The proposed development would result in a positive addition to the townscape, contributing to an enhanced sense of place at this major transport interchange.

# Section 8 **Conclusion.**

## 8 Conclusion

- 8.1 This Heritage and Townscape Statement has set out the relevant legislation and policy context, the historical development of the Site, identified the relevant heritage assets, assessed their significance, and assessed the impact of the proposals on that significance.
- 8.2 It also assesses the Site's current and emerging townscape character. It further provides a detailed assessment of impact of the proposal on the townscape of the area and setting of nearby heritage assets. Key views sensitive to heritage receptors were also identified to understand the impact of the proposed scale and massing of the proposal.
- 8.3 The proposed development takes cues from the established rhythm and proportions and continues them in a contemporary interpretation, while also recognising that there is room for individual architectural expression within this varied townscape. In doing so, it attempts to create a distinctive yet contextual building that adds a new twenty-first century layer to the character of the area.
- 8.4 The designated heritage assets are Nos 54-59 and Nos 1-7 Birkenhead Street; Nos 1-5 Crestfield Street, all listed grade II. The Site also sits within King's Cross Conservation Area, and lies adjacent to Bloomsbury Conservation Area. These assets along with local heritage assets (non-designated assets) Argyle Square and the current building within the Site have been described and their significance assessed
- 8.5 The current building, whilst dating from 1825, has undergone several alterations and has been adapted repeatedly to suit the needs of the congregation. Following feedback from the Council through three pre-application meetings, the proposal aims to upgrade the existing building and maximise its space for the continued use of the Church and student accommodation.
- 8.6 In doing so it takes advantage of this opportunity to consider the building together, on both Birkenhead and Crestfield Street frontages. By retaining the oldest part of the elevation along Birkenhead Street and enhancing the space available internally through various extensions, the proposal achieves long term future for the Methodist Church. It also unifies the building on both the elevations, creating a new identity within the street, re-establishing its original prominence as a building of worship.
- 8.7 Section 6 has undertaken a review of the proposal on the heritage assets and concludes that there would be no harm arising from it. This has also been assessed in light of the relevant statutory duties, national and local planning policy and guidance for heritage assets.
- 8.8 The elevation treatment breaks the building to incorporate a similar rhythm as established within the street frontage. The use of brick on the frontage allows the street frontage to appear unified with the wider area, whilst still harmonising with the overall architectural language of the proposal.
- 8.9 In terms of massing and visual impacts, the proposal would enhance the area's townscape setting with a contextual and high quality new development. The proposal would sit harmoniously within its sensitive as well as emerging context.
- 8.10 Overall, the proposal would positively contribute to the townscape of the area in terms of height, massing, proportions, fenestration, materiality and street frontage. It also responds positively to the historic context to create a contemporary development which harmonises with the surroundings and reinforces its local distinctiveness.
- 8.11 As such the proposal as a whole is considered to meet the requirements of NPPF as well as the statutory duties set out in the Planning (Listed Buildings and Conservation Areas) 1990.



# Appendix A

## **References.**

## A. Appendix: References

### Bibliography

N. Pevsner and B. Cherry, *The Buildings of England: London 3: North West* (London, 2002).

Graham, J.J. (1923) *Chronicles of a century of Methodism at King's Cross Wesleyan Church*.

Jones, J. (1954) *All change at Kings Cross*.

Survey of London: Volume 24, the Parish of St Pancras Part 4: King's Cross Neighbourhood, ed. Walter H Godfrey, W McB. Marcham (London, 1952), British History Online

Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (GPA2) (Historic England, March 2015)

The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 (Second Edition). Historic England (2017 edition)

Planning (Listed Buildings and Conservation Areas) Act, 1990

National Planning Policy Framework, 2023

National Planning Practice Guidance, 2019

Conservation Principles, Policies and Guidance, Historic England (2008)

London Plan

Camden Local Plan

### Maps

Plan of the New Intended Road from Paddington to Islington" 1755 (Unknown surveyor

Horwood's Map 1813

Greenwood's Map 1827

Stanford's Map 1866.

OS Map series 1867-1974

### Online resources

<https://maps.nls.uk>

<https://historicengland.org.uk/listing/the-list>

[www.heritagegateway.org.uk](http://www.heritagegateway.org.uk)

[www.history.ac.uk/victoria-county-history](http://www.history.ac.uk/victoria-county-history)

University of Leicester special collections: <http://specialcollections.le.ac.uk/digital/collection/p16445coll4>

<https://www.thegenealogist.co.uk/>

Camden Council planning portal

# Appendix B

## **List of Abbreviations.**

## B. Appendix: List of Abbreviations

AVR	Accurate Visual Representation
CA	Conservation Area
CAA	Conservation Area Appraisal
CGI	Computer Generated Image
DAS	Design and Access Statement
GLA	Greater London Authority
GPA	Good Practice Advice
HE	Historic England
LP	London Plan (March 2021)
NPPF	National Planning Policy Framework
PH	Public House
PLBCAA 1990	Planning (Listed Building and Conservation Areas) Act 1990
PPG	Planning Practice Guidance

Appendix C  
**Legislative and Policy  
Framework.**

## C. Appendix: Legislative and Policy Framework

### Legislation

- C.1 The legal context for the management of listed buildings and conservation areas is contained within the Planning (Listed Buildings and Conservation Areas) Act 1990 (LBCAA).
- C.2 Primary legislation under Section 16 (2) and 66 (1) of the Act states that in considering whether to grant planning permission for development which affects a listed building or its setting, the Local Planning Authority or Secretary of State, as relevant, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest that it possesses.
- C.3 Section 72(1) of the Act also states that:
- 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.'*
- C.4 For the purposes of this statement, preservation equates to an absence of harm. Harm is defined in paragraph 84 of Historic England's Conservation Principles as change which erodes the significance of a heritage asset
- C.5 The case law concerning the duties in the Act is clarified further by the Judgment of Holgate J in Appendix 1 (paras 4-9) of the Save Stonehenge<sup>1</sup> case.
- C.6 The Barnwell judgement<sup>2</sup> makes clear that "preserving" means "doing no harm" and that decision makers should give "considerable importance and weight" to the desirability of preserving listed buildings and the setting of listed buildings, and the character and appearance of conservation areas. A finding of harm to the setting of a listed building, or to the character or appearance of a conservation area gives rise to a strong statutory presumption against planning permission being granted.

<sup>1</sup> R (Save Stonehenge World Heritage Site Ltd.) v. Secretary of State for Transport [2021] EWHC 2161 (Admin)

<sup>2</sup> East Northamptonshire District Council, English Heritage and National Trust v SoS for Communities and Barnwell Manor Wind Energy Ltd. [2014] EWHC 137 (Admin)

### National Planning Policy Framework (December 2024)

- C.7 The National Planning Policy Framework (NPPF) (henceforth referred to as "the Framework") was revised in response to the Proposed reforms to the National Planning Policy Framework and other changes to the Planning system consultation on 12 December 2024 and sets out the government's planning policies for England and how these are expected to be applied. The Framework includes what the Court of Appeal has described as a "fasciculus" or bundle of paragraphs which lay down an approach which corresponds to the duty under section 66 of the LBCAA.
- C.8 Section 12, 'Achieving well-designed places', reinforces the importance of good design in achieving sustainable development, by ensuring the creation of inclusive and high quality places.
- C.9 Section 16, 'Conserving and enhancing the historic environment', relates to the historic environment, and developments which may have an effect upon it. The framework encourages intelligent, imaginative and sustainable approaches to managing change. Historic England has defined this approach, which is reflected in the NPPF, as 'constructive conservation': defined as 'a positive and collaborative approach to conservation that focuses on actively managing change...the aim is to recognise and reinforce the historic significance of places, while accommodating the changes necessary to ensure their continued use and enjoyment' (Constructive Conservation in Practice, Historic England, 2009).
- C.10 Heritage Assets are defined in Annex 2 of the NPPF as:
- 'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).' Listed buildings and Conservation Areas are both designated heritage assets.*
- C.11 'Significance' is defined as 'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.
- C.12 The 'Setting of a heritage asset' is defined 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.'
- C.13 Paragraph 205 requires local authorities to maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to assess the significance of heritage assets and the contribution they make to their environment.
- C.14 Paragraph 207 states that, when determining applications, local planning authorities should require applicants to describe the significance of the heritage assets affected and any contribution made by their setting. The level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance.
- C.15 According to Paragraph 208, local planning authorities are also obliged to identify and assess the significance of any heritage asset that may be affected by a proposal and should take this assessment into account when considering the impact upon the heritage asset.
- C.16 Paragraph 210 emphasises 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.
- C.17 Paragraph 212 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. It emphasises that the weight given to an asset's conservation should be proportionate to its significance, and notes that this great weight should be given irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- C.18 Paragraph 213 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.
- C.19 Paragraphs 214 and 215 address the balancing of harm against public benefits. If a balancing exercise is necessary (i.e. if there is any harm to the asset), considerable weight should be applied to the statutory duty where it arises. Proposals that would result in substantial harm or total loss of significance should be refused, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss (as per Paragraph 214).
- C.20 Paragraph 215 emphasises that where less than substantial harm will arise as a result of a proposed development, this harm should be weighed against the public benefits of a proposal, including securing its optimum viable use.
- C.21 Paragraph 216 requires a balanced judgment for proposals that affect non-designated heritage assets, having regard to the scale of any harm or loss and the significance of the heritage asset.
- C.22 Paragraph 220 notes that not all elements of Conservation Areas and World Heritage Sites will contribute to their significance, but that, if harm to their significance is caused, decisions should follow the balancing exercise set out in paragraph 214 and 215, as appropriate.

## C | Legislation and Policy Framework

### Guidance and Advice

#### "Planning Practice Guidance ("PPG") (July 2019)

- C.23 The guidance on Conserving and enhancing the historic environment in the PPG supports the NPPF. Paragraph 002 states that conservation is an active process of maintenance and managing change that requires a flexible and thoughtful approach, and that neglect and decay of heritage assets is best addressed through ensuring that they remain in active use that is consistent with their conservation.
- C.24 Paragraph 006 sets out how heritage significance can be understood in the planning context as archaeological, architectural, artistic or historic, defined as follows:
- archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
  - architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
  - historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.
- C.25 The PPG emphasises in paragraph 007 the importance of assessing the nature, extent and importance of a heritage asset in understanding the potential impact and acceptability of development proposals.
- C.26 It goes on to state that whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest.
- C.27 Harm may arise from works to the heritage asset or from development within its setting. A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.
- C.28 The PPG also provides clear guidance in paragraph 020 on the meaning of 'public benefits', particularly in relation to historic environment policy, including paragraphs 201 to 202 of the NPPF. The PPG makes clear that public benefits should be measured according to the delivery of the three key drivers of sustainable development: economic, social and environmental outcomes, all of which are reflected in the objectives of the planning system, as per Paragraph 8 of the NPPF. Public benefits include heritage benefits, and do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.
- C.29 It sets out how the possibility of harm to a heritage asset can be assessed. The key points to note are:
- What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset which derives not only from a heritage asset's physical presence, but also from its setting;
  - Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated;
  - It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting;
  - in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest.
- National Design Guide (NDG)**
- C.30 Both the Framework and NPPG contain detailed guidance on why design is important and how good design can be achieved. Good design is inherently informed by its surroundings which is recognised in the National Design Guide.
- C.31 It includes 10 characteristics for creating beautiful, successful and enduring places, specifically demonstration of understanding of local and wider context; and valuing existing heritage and culture, which helps to achieve built form that is appropriate. This underpins the Historic England/CABE Building in Context (BiC) (2001) advice and subsequent Toolkit which provided 8 principles to support successful new development in historic contexts. The relationship between the BiC principles and the Model Design Guide characteristics are explained on the HE website.
- GPA 2: Managing Significance in Decision-Taking in the Historic Environment [March 2015]**
- C.32 This guidance provides guidance on Managing Significance in Decision Taking in the Historic Environment. It provides information to assist local authorities and other interested parties on implementing historic environment policy in the Framework and NPPG.
- C.33 The general advice is that development proposals affecting the historic environment are much more likely to gain necessary permissions if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect. The first step for all applicants is to understand the significance of any affected heritage asset and, if relevant, the contribution of its setting to its significance. Understanding the nature of that significance is important to understanding the need for and best means of conservation where conservation (for heritage policy) is defined as "the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance." (NPPF Glossary Annex 2 page 66)
- C.34 For the historic environment, factors that will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context are (page 15 paragraph 53):
- the history of the place;
  - the significance of nearby assets and the contribution of their setting, recognising this as a dynamic concept;
  - the general character and distinctiveness of an area in its widest sense;
  - landmarks and other built or landscape features which are key to a sense of place;
  - views into, through and from the site and its surroundings;
  - and the current and historic uses in the area and the urban grain.
- C.35 In assessing the impact of a development proposal on the significance of a heritage asset the document emphasises that the cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change. Crucially, the nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be necessary.



## C | Legislation and Policy Framework

### GPA 3: The Setting of Heritage Assets (2nd Edition) [December 2017]

8.12 This provides guidance on the Setting of Heritage Assets. Since harm can arise from loss of fabric but also from development within the setting of heritage assets, Historic England has provided advice on how to manage change within the setting of heritage assets. Although it does not seek to prescribe a single methodology or particular data sources but it is clear that alternative approaches will only be acceptable if they are demonstrably compliant with legislation, national policies and objectives.

C.36 It suggests that, at the pre-application or scoping stage, the local authority, having due regard to the need for proportionality:

- indicates whether it considers a proposed development has the potential to affect the setting of (a) particular heritage asset(s), or
- specifies an 'area of search' around the proposed development within which it is reasonable to consider setting effects, or
- advises the applicant to consider approaches such as a 'Zone of Visual Influence' or 'Zone of Theoretical Visibility' in relation to the proposed development in order to better identify heritage assets and settings that may be affected.

C.37 Particularly for developments that are not likely to be prominent or intrusive, the assessment of effects on setting may often be limited to the immediate surroundings, while taking account of the possibility that setting may change as a result of the removal of impermanent landscape or townscape features, such as hoardings or planting.

8.13 The suggested framework is a 5-step process:

- 1 Identify the heritage assets which might be affected, and their settings.
- 2 Assess the significance of the heritage assets identified and assess the contribution which their settings make to their overall significance (including the specific contribution of the Site to this significance);
- 3 Assess the effects of the proposed development on this significance through generating change within the settings of these heritage assets, in visual, experiential and interpretative terms.
- 4 An overview of ways to maximise enhancement and minimise harm have been undertaken within the illustrative scheme, as an indicative approach to addressing heritage issues arising from the scheme.
- 5 Step 5 requires the making, documenting and monitoring of decision-making outcomes (This is not part of this Statement's scope of works).

C.38 It recommends that the assessment should first address the key attributes (or values) of the heritage asset and then consider 4 key issues. These are:

- The physical surroundings of the asset including its relationship with other heritage assets;
- The asset's intangible associations with its surroundings, and patterns of use;
- The contribution made by noises, smells, etc to significance; and
- The way views allow the significance of the asset to be appreciated

C.39 The setting of a heritage asset is defined in the NPPF<sup>3</sup> and the contribution made by setting to the significance of a heritage asset can be physical, perceptual and associational<sup>4</sup>. In assessing whether, how and to what degree setting makes a contribution to the significance of a heritage asset, the starting point is an understanding of the asset itself.

C.40 Consideration of potential attributes of the physical surroundings and how the asset is experienced are in the checklist provided at page 11 of the document and includes aspects such as topography, materials, scale and grain of surrounding streetscape, formal design hierarchy etc.

C.41 How the asset is experienced within its surroundings can be derived from townscape character and views to and from the asset. Aspects such as intentional inter-visibility and visual dominance are important in understanding the asset's significance.

C.42 However, the GPA 3 makes an important distinction between setting and views. Whilst acknowledging that the extent and importance of setting is often expressed by reference to visual considerations, and that they play an important part in the way an asset is experienced, other environmental factors and intangible associations factors also have to be considered.

C.43 It is recognised that the setting of a heritage asset will change over time but where the setting of a heritage asset has been compromised in the past by unsympathetic development, to accord with NPPF policies consideration needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset. Negative change could include severing the last link between an asset and its original setting; positive change could include the restoration of a building's designed landscape or the removal of structures impairing views of a building.

<sup>3</sup> 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. (NPPF Revised 2023, Annex 2: Glossary p71)

<sup>4</sup> The Setting of Heritage Assets Historic Environment Good Practice Advice in Planning #3 Historic England 2nd Edn December 2017

C.44 In order to analyse the effects of the proposed development, GPA 3 provides another checklist on page 13 of the document. It advises that the assessment should address the attributes of the proposed development in terms of its:

- location and siting
- form and appearance
- wider effects
- permanence

C.45 At the proposal stage, ways to maximise enhancement and avoid or minimise harm should be considered. Enhancement (see NPPF, paragraph 137) may be achieved by actions including:

- removing or re-modelling an intrusive building or feature;
- replacement of a detrimental feature by a new and more harmonious one;
- restoring or revealing a lost historic feature or view;
- introducing a wholly new feature that adds to the public appreciation of the asset;
- introducing new views (including glimpses or better framed views) that add to the public experience of the asset, or;
- improving public access to, or interpretation of, the asset including its setting.

C.46 The guidance also acknowledges that the design of a development may not be capable of sufficient adjustment to avoid or significantly reduce the harm, for example where impacts are caused by fundamental issues such as the proximity, location, scale, prominence or noisiness of a development.

C.47 Where attributes of a development affecting setting may cause some harm to significance and cannot be adjusted, screening may have a part to play in reducing harm. As screening can only mitigate negative impacts, rather than removing impacts or providing enhancement, it ought never to be regarded as a substitute for well-designed developments within the setting of heritage assets.

## C | Legislation and Policy Framework

### Regional Plan Framework

#### London Plan

- C.48 Regional policy for the London area is defined by the London Plan. The New London Plan has now been adopted (March 2021) and deals with heritage issues in Chapter 7 Heritage and Culture, covering policies HC1 – HC7, London's Living Spaces and Places – Historic environment and landscapes.
- C.49 Policy HC1 Heritage Conservation and Growth requires boroughs to develop evidence that demonstrates a clear understanding of London's historic environment. It further requires Boroughs to use this knowledge to inform the effective integration of London's heritage in regenerative change by:
- 6 setting out a clear vision that recognises and embeds the role of heritage in place-making;
  - 7 utilising the heritage significance of a site or area in the planning and design process;
  - 8 integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place; and,
  - 9 delivering positive benefits that conserve and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social well being.
- C.50 Part C - E of Policy HC 1 state that:
- C "Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process".
- D "Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets".
- E "Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and reuse".

#### Local Plan

##### Camden Local Plan 2017

- C.51 The Camden Local Plan was adopted on 3rd July 2017. It replaced the Core Strategy and the Development Policies. It covers the period up until 2031, and will aim to help the delivery of the Council's vision for Camden.
- C.52 Chapter 7 covers design and heritage. Policy D1 on 'design' states that:
- development in the borough should respect local context and character, and preserve or enhance heritage assets, in accordance with Policy D2;
  - development should have high quality detailing and materials which complement the local character, and integrate well with the surrounding streets and spaces; and,
  - development should preserve strategic and local views.
- C.53 Policy D2 on 'heritage' notes that the council will preserve and, where appropriate, enhance heritage assets and their settings. It notes that the council will not permit the loss of or substantial harm to a designated heritage asset unless necessary to achieve substantial public benefits which outweigh the harm or loss, nor will it permit development which results in less than substantial harm to the significance of a designated heritage asset, unless the loss is outweighed by substantial public benefits. It notes that the character and appearance of conservation areas should be preserved or enhanced, as should listed buildings. Furthermore, the policy states that the council will seek to protect non-designated heritage assets.

##### Camden Planning Guidance – Design (2019)

- C.54 The Camden Planning Guidance on Design (Design CPG) was published in March 2019 and supports the local plan. It gives information on detailed design issues, including design excellence and heritage, and supports policies D1 and D2 (amongst others) in the Camden Local Plan.



Appendix D  
**Statutory List Descriptions.**

## D. Appendix D: Statutory List Descriptions

### No 59 and attached railings, Birkenhead Street

Heritage Category: Listed Building

Grade: II

List Entry Number: 1244502

Date first listed: 14-May-1974

List Entry Name: Number 59 and attached railings

Statutory Address 1: Number 59 and attached railings, 59, Birkenhead street

County: Greater London Authority

District: Camden (London Borough)

Parish: Non Civil Parish

National Grid Reference: TQ 30331 82917

#### Details

Terraced house. c1827-32. Built by W Forrester Bray. Painted brick and stucco ground floor and 1st floor sill band. 3 storeys and basement. 2 windows. Architraved, round-arched ground floor openings. Doorway with fluted Doric quarter columns carrying cornice-head; patterned fanlight and C20 panelled door. Casement ground floor window. Upper storeys with gauged brick flat arches to recessed sashes; 1st floor in shallow arched recesses. Parapet. INTERIOR: not inspected. SUBSIDIARY FEATURES: attached cast-iron railings with urn finials to areas.

### Nos 54-58 and attached railings, Birkenhead Street

Heritage Category: Listed Building

Grade: II

List Entry Number: 1244501

Date first listed: 14-May-1974

List Entry Name: Numbers 54-58 and attached railings

Statutory Address 1: Numbers 54-58 and attached railings, 54-58 Birkenhead street

County: Greater London Authority

District: Camden (London Borough)

Parish: Non Civil Parish

National Grid Reference: TQ 30355 82894

#### Details

Terrace of 5 houses, Nos 54-56 now hotels. c1834-49. Built by W Forrester Bray, restored late C20. Yellow stock brick with later patching. Nos 54 & 55, red brick parapets. No.56 painted. Stucco ground floors to Nos 54-56. Plain stucco 1st floor sill bands. Slated mansard roofs with dormers. Round-arched ground floor openings. No.54, single storey, stucco portico extension on return; round-arched doorway with fluted Doric three-quarter columns carrying cornice-head; fanlight and panelled door. Nos 55-57, architraved doorways with pilaster-jambs carrying cornice-heads with fanlights (No.57 patterned); panelled doors (No.56 C20). No.58, doorway with fluted Doric quarter columns carrying cornice; patterned fanlight and panelled door. Gauged-brick flat arches to recessed sashes; 1st floor in shallow arched recesses. Cast-iron balconies to 1st floor windows. Parapets. INTERIORS: not inspected. SUBSIDIARY FEATURES: attached cast-iron railings with bud and other finials to areas. (Survey of London: Vol. XXIV, King's Cross Neighbourhood, Parish of St Pancras IV: London: -1952: 109).

### Nos 1-7 and attached railings, Birkenhead Street

Heritage Category: Listed Building

Grade: II

List Entry Number: 1244500

Date first listed: 14-May-1974

List Entry Name: Numbers 1-7 and attached railings

Statutory Address 1: Numbers 1-7 and attached railings, 1-7 Birkenhead street

County: Greater London Authority

District: Camden (London Borough)

Parish: Non Civil Parish

National Grid Reference: TQ 30375 82913

#### Details

Terrace of 7 houses. c1827-32. Built by W Forrester Bray, altered. Yellow stock brick, No.1 with stucco ground floor. No.6 painted with rusticated stucco ground floor. Plain stucco 1st floor sill bands. 3 storeys and basements; Nos 1, 5 & 6 with attic dormers. Nos 1 & 7, 3 windows each; Nos 2-6, 2 windows each. Round-arched ground floor openings. Doorways of Nos 1, 2 & 4 with fanlights and panelled doors; doorway of No.3 converted for use as a window. Doorways of Nos 5 & 6 with fluted quarter Doric columns carrying cornice-heads; fanlights (No.6 patterned) and panelled doors. Doorway of No.7 with stucco surround and pilaster-jambs carrying cornice-head and fanlight. No.1 with mews entrance. Gauged brick flat arches to recessed sashes; 1st floor in shallow arched recesses (No.1 linked by impost bands). Nos 5 & 7 1st floor windows with cast-iron balconies, No.5 with wrought-iron sign bracket. Parapets. INTERIORS: not inspected. SUBSIDIARY FEATURES: attached cast-iron railings with mostly bud finials. (Survey of London: Vol. XXIV, King's Cross Neighbourhood, Parish of St Pancras IV: London: -1952: 109).

## D | Statutory List Descriptions

### Nos 1-5 and attached railings, Crestfield Street

Heritage Category: Listed Building

Grade: II

List Entry Number: 1067374

Date first listed: 14-May-1974

List Entry Name: Numbers 1-5 and attached railings

Statutory Address 1: Numbers 1-5 and attached railings, 1-5 Crestfield street

County: Greater London Authority

District: Camden (London Borough)

Parish: Non Civil Parish

National Grid Reference: TQ 30347 82866

#### Details

T5 terraced houses, now hotels and an office. c1840-1. Yellow stock brick; Nos 1-3 rusticated stucco ground floors; Nos 3 & 4, painted ground floors. Nos 2-4, slated mansard roofs with dormers. 4 storeys, Nos 2-4 attics, basements. 2 windows each. Round-arched ground floor openings. 1st floor windows with cast-iron balconies. Parapets. No.1: stucco portico extension on return with pilasters carrying entablature; round-arched doorway with fluted Doric three quarter columns carrying cornice-head; fanlight and panelled door. No.2: doorway with pilaster-jambs carrying cornice-head; fanlight and panelled door. No.3: C20 doorway and door. No.4: converted for use as a window. No.5: gauged brick flat arches to recessed sashes and casements; 1st floor in shallow arched recesses. INTERIORS: not inspected. SUBSIDIARY FEATURES: attached cast-iron railings, most with bud finials, to areas. (Survey of London: Vol. XXIV, King's Cross Neighbourhood, Parish of St Pancras IV: London: -1952: 109).

