

Heritage Statement

Big Chill House, Nos.257-259 Pentonville
Road, N1 9NL

June 2017

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1. Introduction

Purpose of this Report

- 1.1 This Heritage Statement has been prepared by Turley Heritage on behalf of Big Chill House Limited ('the client') to provide a baseline understanding of the heritage significance of the grade II listed building at Nos.257-259 Pentonville Road – the Big Chill House – and its relationship and contribution to the surrounding King's Cross / St Pancras Conservation Area within the London Borough of Camden. This report also provides a proportionate appreciation of the significance of the nearby King's Cross Conservation Area (London Borough of Islington), and the contribution of the Big Chill House to this significance as a part of its setting.
- 1.2 In light of this understanding of heritage significance, this report then sets out relevant information for the local planning authority with regard to the heritage impacts of the proposal to paint a sign onto the western elevation of the building at first and second floor levels.

Legislation and Policy Context

- 1.3 Importantly, the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty upon the local planning authority in determining applications for development affecting listed buildings or conservation areas to pay special regard or attention, respectively, to the desirability of preserving the building or its setting, and preserving or enhancing the character or appearance of the area.
- 1.4 The National Planning Policy Framework ('the Framework') provides the Government's national planning policy of the conservation of the historic environment. In respect of information requirements it sets out that:

*"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance."*¹

- 1.5 Paragraph 129 then sets out that local planning authorities should identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the impact of proposals in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Structure of this Report

- 1.6 In accordance with these legislative and policy requirements, **Section 2** of this report firstly identifies the relevant heritage assets within the site and its vicinity that may be impacted by the application proposals.

¹ DCLG, National Planning Policy Framework (NPPF) 2012 – para.128

- 1.7 **Section 3** provides a review of the historic development and particular heritage significance of the listed building in terms of its special architectural and historic interest. This section also includes an assessment of the heritage significance of the King's Cross/St Pancras Conservation Area in terms of its historical development and character and appearance, with specific reference made to the Site. This section also contains a proportionate assessment of the heritage significance and special interest of King's Cross Conservation Area (London Borough of Islington), in terms of its historical development and character and appearance. Specific reference is made to the Site and its contribution to the significance of the conservation area, as a part of setting. Assessment is undertaken on the basis of on-site visual survey, archival research and review of existing published information, and is proportionate to the importance of the identified heritage assets.
- 1.8 **Section 4** undertakes an overview of the application proposals and their likely impact on the significance of the listed building and conservation areas. These impacts are then assessed overall in light of the relevant statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy contained within the NPPF 2012 and supported by the NPPG 2014, and also regional and local planning policy for the historic environment.
- 1.9 **Section 5** draws together a summary of the findings of this report with regard to heritage impacts.
- 1.10 *Appendix 1* sets out the List Entry for the listed building at Nos.257-259 Pentonville Road, whilst *Appendix 2* includes the conservation area boundary maps for King's Cross / St Pancras Conservation Area (London Borough of Camden) and King's Cross Conservation Area (London Borough of Islington). The relevant legislative and policy context for heritage assets is set out in full at *Appendix 3*.

2. The Heritage Assets

Introduction

- 2.1 The Framework defines a heritage asset 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”.²

Designated Heritage Assets

- 2.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation under relevant legislation and are then subject to particular procedures in planning decisions which involve them.

Listed Building: The Big Chill House, Nos.257-259 Pentonville Road

- 2.3 The Big Chill House, formerly the Bell Public House, was added to the national statutory list of buildings of special architectural or historic interest at grade II on 14th May 1974. The list entry is included at Appendix 1 and is summarised below for ease of reference:

“Public house. Mid C19. Stucco. 3 storeys and cellars. Symmetrical composition of 5 bays, end bays slightly projecting. Ground floor public house frontage with granite pilasters carrying entablature with dentil cornice. Segmental pediments with enriched tympani over entrances. C20 windows of large panes. Fluted Corinthian pilasters rise through the 1st and 2nd floors, paired to flank end bays and return, carrying entablature, with wreaths in the frieze above paired pilasters, and dies of parapet without balusters. Architraved, recessed sashes, 1st floor with cornices and tripartite in the centre and end bays. INTERIOR: ground floor bar entirely stripped out at time of inspection in January 1995. The exterior is a particularly handsome example of a mid-C19 public house.”

- 2.4 The list entry makes clear that the special interest of the listed building is principally derived from the surviving public house frontage and that the heavily altered ground floor interior does not contribute towards its special interest.
- 2.5 There are several other listed buildings on Pentonville Road and within the vicinity of the site (Figure 2.1). It is considered that the proposed works will not affect the significance of these listed buildings through change within their settings. Accordingly, they are not considered further in this report.

² DCLG, National Planning Policy Framework (NPPF) 2012 – Annex 2: Glossary

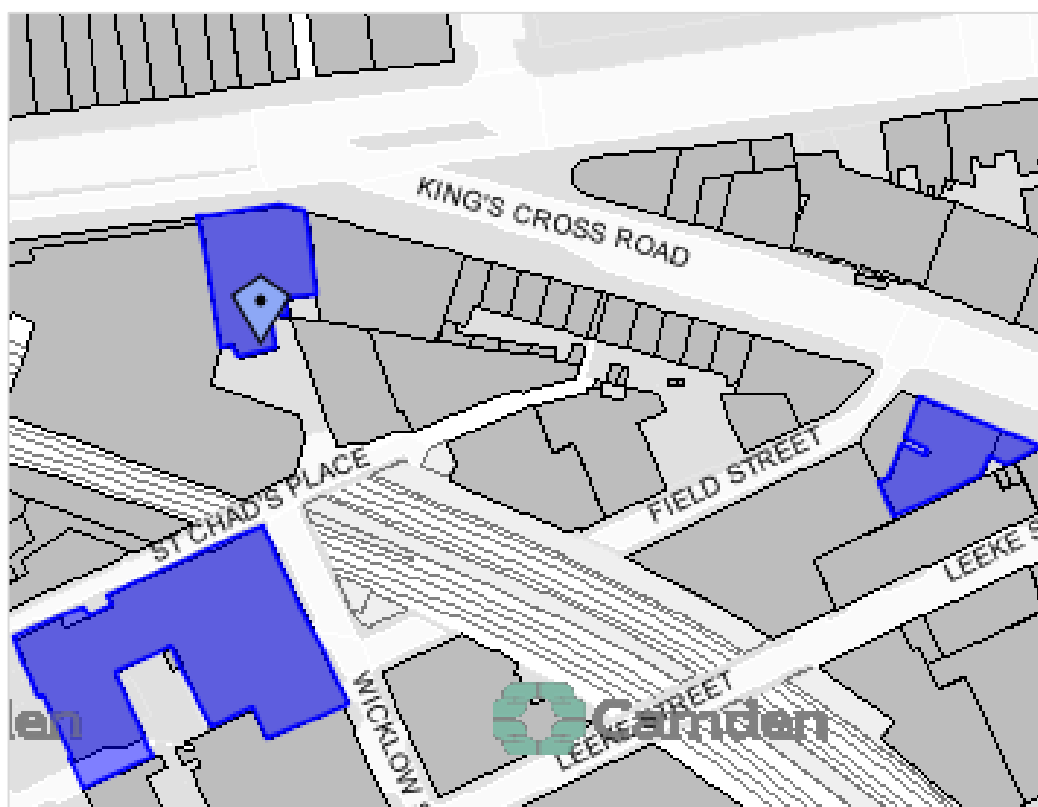


Figure 2.1: Map of listed buildings (Camden Council)

King's Cross/St Pancras Conservation Area (LB Camden)

- 2.6 The Site is located within the King's Cross/St Pancras Conservation Area, which was first designated in 1986 by the Greater London Council. The conservation area was subsequently extended in 1991, to the south of Euston Road, and in 1994, to the North West, to include the area surrounding St Pancras Gardens. The Site is located within the extreme south east portion of the conservation area, along the northern boundary line of this section. A map of the current boundary of the conservation area is included at Appendix 2 and an extract from the London Borough of Camden interactive maps is included here for ease of reference (Figure 2.2).

- 2.7 The King's Cross/St Pancras Conservation Area Statement was adopted in December 2003. This appraisal has been prepared to define the special interest of the conservation area in order that its key attributes are understood and can be protected, and that measures are put in place to ensure appropriate enhancement. It replaces a Conservation Area Statement published in 1998.

King's Cross Conservation Area (LB Islington)

- 2.8 King's Cross Conservation Area (LB Islington) is located immediately north of the Site. This was first designated in 1986 by the Greater London Council and later extended along King's Cross Road by Islington Council in 2001.
- 2.9 The two conservation areas share a boundary along the centreline of Pentonville Road and King's Cross Road. A map of the current boundary of the conservation area is included at Appendix 2, and an extract from the London Borough of Islington interactive maps included below (Figure 2.3).

- 2.10 The London Borough of Islington has not yet adopted a detailed Conservation Area Character Appraisal. Design Guidelines for Conservation Area 21: King's Cross has been adopted by the local planning authority as supplementary planning guidance in 2002. This document provides a brief overview of the character of this conservation area and establishes design policies with regard to development within this area.

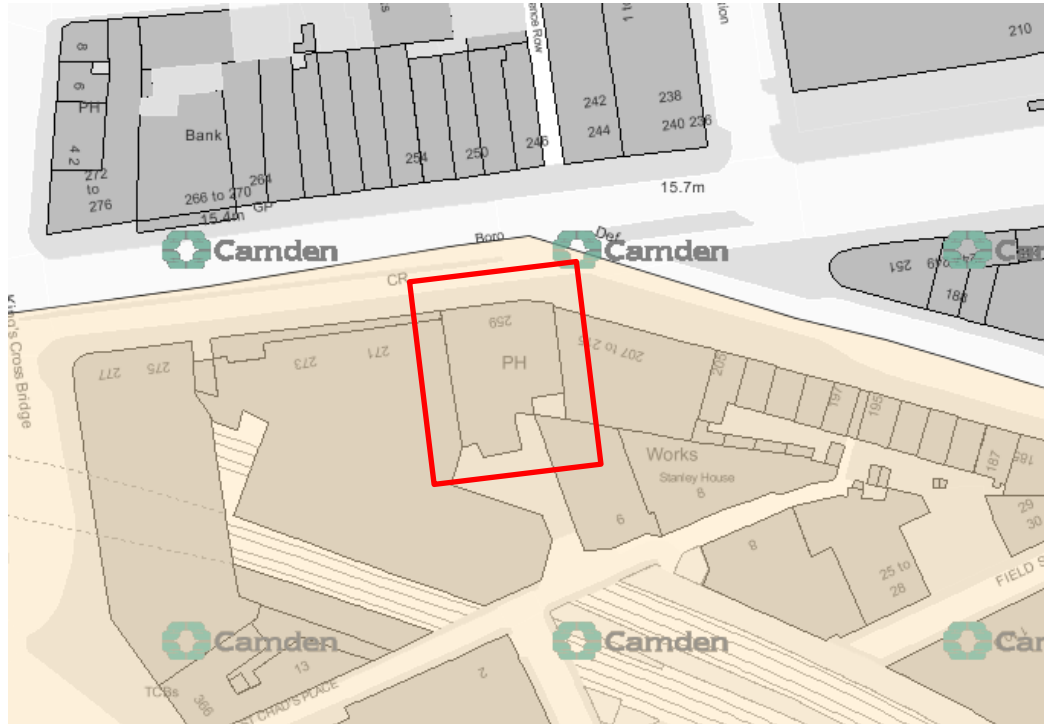


Figure 2.2: Extract of King's Cross / St Pancras Conservation Area map (Camden Council)



Figure 2.3: Extract of King's Cross Conservation Area map (Islington Council)

Non-Designated Heritage Assets

- 2.11 The Framework³ identifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing).

Local List

- 2.12 LB Camden maintains a local list of buildings, which are of local significance. There are no locally listed buildings which would be affected by the proposed works at the Site; therefore, it is not necessary to consider them further in this report.

³ DCLG, National Planning Policy Framework (NPPF) 2012 - Annex 2: Glossary

3. Significance of the Heritage Assets

Significance and Special Interest

- 3.1 The Framework defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁴

Listed Buildings

- 3.2 Listed buildings are defined as designated heritage assets that hold architectural or historic interest.
- 3.3 The principles of selection for listed buildings are published by the Department of Culture Media and Sport⁵, and supported by Historic England’s Listing Selection Guides for each building type⁶.

Conservation Areas

- 3.4 Conservation Areas are designated on the basis of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance.
- 3.5 Historic England published guidance in respect of conservation areas and this provides a framework for the appraisal and assessment of the special interest and significance of a conservation area.⁷

Setting and Significance

- 3.6 Historic England has published advice⁸ in respect of the setting of heritage assets, providing detail on understanding setting, managing change within the setting of heritage assets and information for assessing the implications of development proposals affecting setting.

Assessment

- 3.7 The following assessments of significance are proportionate to the importance of the identified designated heritage assets and provide a sufficient level of description to understand the potential effect of the application proposals. The assessments are based on existing published information, archival research and on-site visual survey.
- 3.8 The planning history for the site has informed this assessment of significance, which highlights the works undertaken at Nos.257-259 Pentonville Road since 1991, and the associated extent of the alteration.

⁴ DCLG, National Planning Policy Framework (NPPF) 2012 – Annex 2: Glossary

⁵ DCMS, Principles of Selection for Listing Buildings, 2010

⁶ Historic England, Listing Selection Guide. Commerce and Exchange Buildings, 2011

⁷ Historic England. Understanding Place: Conservation Area Designation, Appraisal and Management. 2016.

⁸ Historic England, Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets, 2015

The Big Chill House, Nos.257-259 Pentonville Road (Grade II Listed Building)

Historical Development

- 3.9 Prior to the building of the New Road (now Euston Road), the area in which the Site is situated was a small settlement known as Battle Bridge (now Kings Cross). The New Road from Paddington was opened in 1756, to divert livestock drovers from the West End and Holburn on their way to Smithfield.⁹
- 3.10 Pentonville Road was constructed as the eastern part of the New Road, however, it did not receive its present name until 1857, by which time Pentonville was a long-established suburb. From the 1770s to the 1820s, it developed as a popular residential address and was populated with shops and lodging-houses, with the inhabitants increasing and becoming poorer. The livestock market at Smithfield had not yet closed, however the fields south of Pentonville had been developed for some time and Pentonville Road was no longer simply a bypass, but an intrinsic part of the northern metropolis.¹⁰
- 3.11 Richard Horwood's map of London, Southwark and Westminster dated 1792-99 (Figure 3.1) shows a small amount of development at Battle Bridge, mostly to the east and south-east. The south side of the road, is marked as Cumberland Row, and Horwood's map shows a rectangular building on the site of the public house, which pre-dated the current mid-19th century building.



Figure 3.1: Horwood's Map dated 1792-99¹¹

⁹ London County Council, Survey of London: Volume 47, Northern Clerkenwell and Pentonville, 2008

¹⁰ London County Council, Survey of London: Volume 47, Northern Clerkenwell and Pentonville, 2008

¹¹ MOTCO: <http://www.motco.com/map/>

- 3.12 The existing building first appears in footprint on the 1871 Ordnance Survey (OS) map (Figure 3.2). By this date, the vast majority of the area had been developed. The map shows the roughly square plot of the property, situated on the corner of Pentonville Road and King's Cross Road. Further west, and extending along the land to the rear of the site, was the underground station for the Metropolitan Railway.

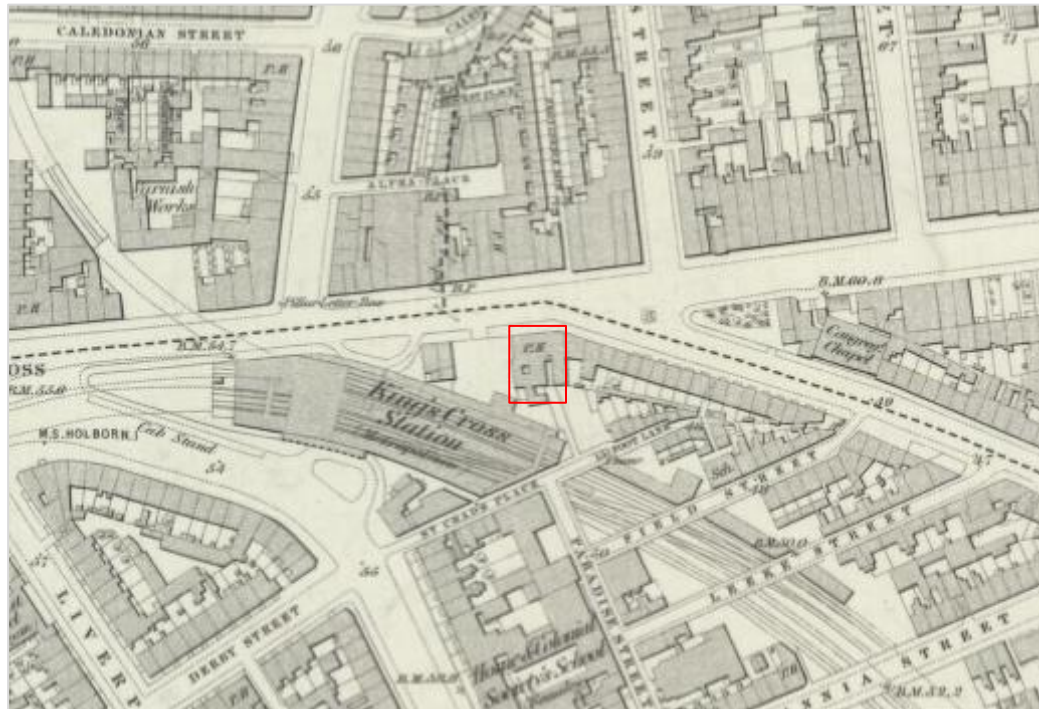


Figure 3.2: 1871 OS Map¹²

- 3.13 The 1922 OS map (Figure 3.3) illustrates the development of the area during the intervening 50 years. Empty plots to the north west of the site, above where the railway line runs, had been infilled, but other than this there was little change within the vicinity of the site. Nos.257-259 Pentonville Road is shown to have had no changes to its footprint, albeit the removal of an open lightwell/area which is shown in the 1871 OS map.
- 3.14 The King's Cross area suffered from extensive bomb damage during the Second World War. The London County Council bomb damage map (Figure 3.4) shows the bomb strikes and associated damage sustained to the site and the surrounding buildings. Nos. 257-259 Pentonville Road is highlighted as having suffered '*general blast damage – not structural*', however, a number of buildings to the east and south of the site were damaged beyond repair or suffered total destruction. The 1951 OS map (Figure 3.5) illustrates the replacement of bomb-damaged properties with new housing and larger plots of flats, such as those on Birkenhead Street to the south of the Site.

¹² National Library of Scotland: <http://maps.nls.uk/towns/index.html#london>



Figure 3.3: OS Map¹³



Figure 3.4: London County Council bomb damage map

¹³ Camden Archives

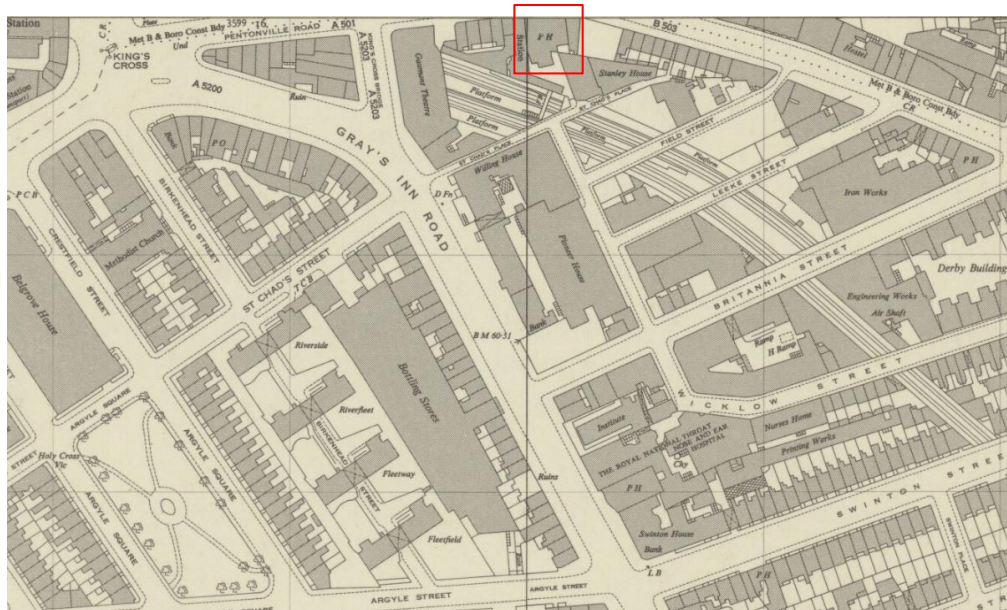


Figure 3.5: 1951 OS Map

Architectural Interest

- 3.15 The Big Chill House, Nos.257-259 Pentonville Road, is a mid-19th century property located in King's Cross, on the southern side of Pentonville Road. Pentonville Road was built as the eastern third of the New Road from Paddington (opened in 1756). Nos.257-259 Pentonville Road is a grade II listed, stucco building, currently in use as a bar/nightclub, with ancillary offices at second floor level. To the west of the building is the single storey, former King's Cross Thameslink Station, now the King's Cross Underground Station. Adjoining the building on its eastern side, on the north western end of King's Cross Road, is a mid-20th century office building of four storeys with recessed fifth floor extension.
- 3.16 The building is of architectural interest as a high-quality example of mid-19th century public house architecture, which utilises a refined interpretation of neo-Classical architectural language. The contrast between the restrained architectural character of the parent property, seemingly originally constructed as a house, and the more exuberant character of the later 19th century pub frontage illustrates the enduring Classical tradition and its development during the course of the 19th century. This contrast also illustrates the difference in architectural expression between domestic and commercial architecture of the 19th century. This architectural quality and scale of the building is linked to its townscape value as a prominent building in the varied local context, and notable in the approach to/from King's Cross.

Exterior

- 3.17 The listed building is arranged over three storeys, with cellars at lower ground floor level. The front elevation is composed of five bays, consisting of three central recessed bays with a pair of single flanking, projecting bays. The principal elevation (Figure 3.6) facing onto the south side of Pentonville Road consists of a traditional public house frontage to the ground floor, set slightly forward from the upper storeys and angled on the east side along the line of Kings Cross Road. Based on knowledge of public houses dating from this period, and the lack of integration with the architectural character and

form of the parent property, it is possible that this pub frontage could be a later addition to the building.

- 3.18 The pub frontage at ground floor level consists of granite pilasters with decorative capitals which divide the five bays, supporting an entablature with dentil cornice. Segmental pediments sit above the main entrance and above a secondary entrance¹⁴, set in the right hand end bay. The style and detailing of the elaborate Victorian pub frontage is in contrast to the more restrained Neo-Classical stucco building. The windows, with large panes, were added following the grant of planning permission in 2010.



Figure 3.6: Principal elevation of Nos.257-259 Pentonville Road

- 3.19 The upper levels of the parent property have a symmetrical composition, with the bays denoted by fluted Corinthian pilasters. The end bays are flanked by pairs of pilasters above which are moulded wreaths, and this design returns around the exposed, western elevation (Figure 3.7). The pilasters extend upwards above the roofline as part of the parapet/blocking course to obscure the roof as an integral element of the property's restrained Classical character. The windows to first and second floor are recessed vertical sliding sashes.
- 3.20 The King's Cross/St Pancras Conservation Area Statement describes the exterior of the property, and emphasises that the principal architectural interest of the building is expressed in its front elevation, which retains the majority of its original features:

“... a highly decorated three-storey building with white rendered upper levels, red painted pilasters and intricate detailing above the entrances, and granite frontage to the ground floor which projects slightly in front of the main building.”

¹⁴ Savills, Planning Appraisal: Big Chill House, 2015



Figure 3.7: The western elevation of the Big Chill House

- 3.21 The rear elevation of the building is much simpler in terms of its design, architectural detailing and use of materials when compared to the principal elevation facing onto Pentonville Road (Figure 3.8). This is typical of a property of this date, reflecting the difference in status between the public and private elevations. The brickwork to the rear elevation has been painted green at first and second floor levels. The majority of the windows to the upper level are sliding sash windows, with one modern window to the top floor kitchen.
- 3.22 Comparison of the roof forms to different sections of the property indicates that it is likely that the left hand side of the building at the rear, (four windows wide), is not original to the building and was added at a later date. Accordingly, given its later date and degree of alteration it is considered to make a comparatively lesser contribution to the special interest of the listed building. A modern extension has been built to the rear of the building at first floor level, which leads onto a terrace (Figure 3.9). An entrance for deliveries is accessed via St Chad's Place to the rear. The open rear access connects to the lower floors, via external stairs to ground floor level and the first floor terrace (Figure 3.10).



Figure 3.8: Rear extension



Figure 3.9: Rear terrace



Figure 3.10: Rear access

- 3.23 Investigation of the planning history for the building reveals that planning permission was granted in 2006¹⁵ for the construction of the current rear extension at first floor level, as well as various internal and external alterations. The documents associated with the planning application show the appearance of the rear elevation before the extension was built. The new extension replaced an existing lean to, and works also included the infill of a window at ground floor level in order to provide a new toilet block, and also small scale internal alterations, involving rearrangement and insertion of internal partitions. A further planning permission was granted in 2014¹⁶ for the current rear extension at first floor level, which replaced the one built following the 2006¹⁷ grant of planning permission.
- 3.24 The lesser architectural interest of the secondary rear elevation has been further diminished by the later alterations and modern rear access. Accordingly, the rear elevation is of secondary architectural interest when compared to the principal Pentonville Road frontage.
- 3.25 A review of aerial imagery shows that the roof form of the Pentonville Road frontage appears to be of traditional form, although as part of this report it was not possible to determine the age of the fabric. Accordingly, these elements are considered to make a positive contribution to the special interest of the listed building. The later rear extension has a flat roof obscured by a brick parapet and is of no particular interest.

¹⁵ 2006/1273/P & 2006/1277/L

¹⁶ 2014/4377/P & 2014/5159/L

¹⁷ 2006/1273/P & 2006/1277/L

Interior

- 3.26 Due to the nature of the application proposals, the interior of the listed building will not be affected, and therefore is described only briefly as part of this assessment.
- 3.27 There is little decorative historic fabric remaining throughout the building, as the interior has been heavily altered during the course of subsequent phases of alteration and adaptation. Where such historic fabric does exist it is largely fragmented. Accordingly, it is principally the 'structural' elements and the exterior of the building, which contributes positively towards the significance of the listed building.



Figure 3.11: Ground floor bar area (L) and offices at second floor level (R)

Historic Interest

- 3.28 The historic interest of the building is derived from its role in illustrating the development and growing importance of public houses in the mid-19th century, following the passing of the 1830 Beer Act, a reaction to the perceived evils of gin. In particular, the building appears to be an example of the mid-19th century trend to convert existing buildings to public houses. This historic value has, however, been significantly eroded by the removal of all historic bar fixtures and fittings in the latter part of the 20th century and is now invested, principally, in the exterior of the building.
- 3.29 At a local level, the building also derives historic interest as a tangible reminder of the historic development of the King's Cross area during the 19th century and the growing importance of Pentonville Road as a major, urban thoroughfare; reflected in the scale and architectural quality of the public house.

Contribution made by Setting to the Significance of the Listed Building

- 3.30 The setting of the building comprises the surrounding dense, urban townscape, which is characterised by a variety of building types and styles. The local townscape is dominated by the station buildings at King's Cross and St Pancras.
- 3.31 The building is located on a corner plot at the junction of Pentonville Road and King's Cross Road, as part of a street plan which survives from the mid to late 18th century, comprising the key routes between Paddington and Islington and London and the north. This underlying street pattern contributes positively to the historic interest of the building. However, other than the road layout, most of the original 18th century residential character of the area has been replaced by later 19th and 20th century development. Views of the building from the surrounding area, such as the approach to the building from the east and the west along Pentonville Road with the exposed flank and parapet clearly visible, and views from the rear, form part of the dense 19th century townscape

and are considered to contribute positively to its architectural and historic interest, albeit to a minor extent as a minor element in the local townscape.

- 3.32 The property is located within a fine urban grain, fronting onto Pentonville Road, which has a bustling character arising from the vehicular and pedestrian movements. The heavy vehicular traffic has a negative impact on the building as it interferes with an appreciation of the attractive Pentonville Road frontage; the principal element of special interest.
- 3.33 Most of the buildings in the immediate vicinity of the Site are residential buildings with commercial units at ground floor level, interspersed with larger office and retail buildings and public houses. In this regard, this mix of uses is considered to be complementary to that of the listed building and contributes positively to its special interest.
- 3.34 Where elements of the fragmentary 19th century townscape remain, they contribute positively to the listed building, by virtue of their shared historic development, architectural character, scale and materiality. The majority of later development contrasts strongly and does not make a positive contribution due to the contrasts in scale, materiality and architectural character.

Summary of Significance

- 3.35 The building is of architectural interest as a good example of mid-19th century public house architecture, which utilises a refined interpretation of neo-Classical architectural language. The contrast between the restrained architectural character of the parent property, originally constructed as a house, and the more exuberant character of the later 19th century pub frontage illustrates the enduring classical tradition and its development during the course of the 19th century. This contrast also illustrates the difference in architectural expression between domestic and commercial architecture of the 19th century. This architectural quality and scale of the building is linked to its townscape value as a prominent building in the varied local context, and notable in the approach to/from King's Cross.
- 3.36 The wider mixed commercial, industrial and (formerly) residential townscape of King's Cross emphasises the role of the public house at the centre of active life in the area over several decades; for both local residents and business men, and passing tradesmen and travellers.
- 3.37 Internally, however, the listed building has undergone extensive alterations on each floor, in particular the strip out at ground floor level and with the rear extension at first floor level. This has had an adverse effect on the original plan form of the building. As a consequence, limited decorative historic fabric, or elements of historic significance, remains.
- 3.38 Accordingly, the significance of the building is principally derived from its architectural interest, specifically, the Pentonville Road frontage. The external form of the building, as a whole, and the limited historic plan form and decorative fabric (where it remains), including the first and second floor front rooms and the position of the staircase, also contributes positively to the buildings significance; albeit to a lesser extent. The extensive alterations to the ground floor plan and the extension and alteration to the rear have had a major negative impact on the special interest of the listed building.

- 3.39 As a long-established public house, its historic interest is derived from its role in illustrating the development and growing importance of public houses in the mid-19th century, following the passing of the 1830 Beer Act, a reaction to the perceived evils of gin. In particular, the building appears to be an example of the mid-19th century trend to convert existing buildings to public houses. This historic value has, however, been significantly eroded by the removal of all historic bar fixtures and fittings in the latter part of the 20th century and is now invested, principally, in the exterior of the building. At a local level, the building also derives historic interest as a tangible reminder of the historic development of the King's Cross area during the 19th century and the growing importance of Pentonville Road as a major, urban thoroughfare; reflected in the scale and quality of the public house. The historic interest of the building is secondary to its architectural interest.

Kings Cross/St Pancras Conservation Area

Introduction

- 3.40 The following assessment of the significance of this designated heritage asset is informed by the Kings Cross/St Pancras Conservation Area Statement 2004.¹⁸

Historic Development

- 3.41 The name King's Cross is derived from a structure erected as a memorial to King George IV, which stood at the junction of Grays Inn Road, Pentonville Road, York Way and Euston Road. This name has only been in use since it was erected in 1830-35. Prior to this, the area was made up of the ancient settlements of St Pancras and Battle Bridge. St Pancras developed in the vicinity of the St Pancras Old Church, whilst Battle Bridge was formed at the point where Maiden Lane (now York Way) crossed the River Fleet. The river bisected the region now covered by the conservation area and dominated the area's topography until the early 19th century. Until the mid-18th century, the two settlements remained relatively isolated and were surrounded by open fields.
- 3.42 The first catalyst for development in the area was the building of the New Road (now Euston Road) between Paddington and Islington in 1756, which swiftly became London's northern boundary. However, it was a requirement of the Act of Parliament that endorsed the development of the New Road that no properties should be built within 50 metres of it. Therefore, buildings were constructed with long gardens fronting onto the road.



Figure 3.12: John Cary's map dated 1786¹⁹

- 3.43 John Cary's map of London dated 1786 (Figure 3.12) shows the King's Cross area to the north of the developed city (highlighted in red), with small pockets of development

¹⁸ London Borough of Camden, Kings Cross St Pancras Conservation Area Statement, 2004.

¹⁹ MOTCO: <http://www.motco.com/map/>

around the settlements of St Pancras and Battle Bridge. The Battle Bridge area was situated on the junction of the key routes between Paddington and Islington, and between London and the north, towards Kentish Town and Hampstead. This prominence was indicated by the several turnpikes, positioned to gather maintenance fees for the upkeep of the routes. At the same time, a Small Pox Hospital, built in 1767 (on the land now occupied by Kings Cross Station), and a Foundling Hospital, both indicate the slightly removed character of the area at this time, where these uses are located away from the urban density of the city proper.

- 3.44 A minor diagonal street is drawn on this map in the approximate location of King's Cross Road, along with another road in the location of Penton Rise. This indicates that the street plan here is much older than the century-or so suggested by *The Buildings of England* series, which states of King's Cross Road:

*"Caledonian Road of 1826 was extended S by King's Cross Road, created in 1910-12 over the line of the Metropolitan Railway of 1863."*²⁰

- 3.45 Aside from the main road heading north-west out of the city, which is now obscured by the later station development, the street plan of major routes at King's Cross has been well-established since at least the late-18th century. This is further confirmed by the King's Cross St Pancras Conservation Area Statement, which highlights that:

"The area to the east of Gray's Inn Road was first developed in 1767 and the road layout survives to the present."

- 3.46 It also describes the character of this area, in which the Site is located, detailing that:

"The area was densely developed with small units, most of which were demolished and redeveloped in the later 19th century with the existing larger units of a commercial or semi-industrial nature."

- 3.47 Less than a decade later, Horwood's map of London dated 1792-99 (Figure 3.1) shows that the area had been overwhelmed by the expansion of London into the land around the city. Regular streets of terraced housing covered large parts of the area, with diminishing areas of open space to the north. To the south of the New Road, the open area of land was designated to New Road Nursery. The awkward triangular plots created by the road junctions meant that there were areas of unused open land behind the residential plots.

- 3.48 The completion of the Regent's Canal in 1820, provided a stimulus for development in the early 19th century, when canals provided the primary means for transporting goods. Its arrival in King's Cross signalled the area's industrial growth, with various companies, such as the Imperial Gas Light and Coke Company, locating to the area in the 1820s. Residential development also intensified during this period, with streets laid out in the vicinity of the gas works in the early to mid-19th century. The advent of the railways was another major catalyst for development in the area and was the first major change to London since the rebuilding after the Great Fire of London.

²⁰ Cherry, B. and Pevsner, N. *Buildings of England London 4: North* Yale University Press 2002.

- 3.49 The Great Northern Railway Company built a temporary station in their goods yards, situated to the north of the Regent's Canal, however, this was later replaced by King's Cross Station, completed in 1852. The Great Northern Hotel followed in 1854. Work began on the Metropolitan Railway in 1859, constructed using the 'cut and cover' method, which meant the demolition of several buildings on the triangle of land between Gray's Inn Road and Pentonville Road, directly to the rear of the Site. Several new buildings were constructed during the 1870s following the completion of the railway line, to replace those which had been demolished. These included the distinctive 'Lighthouse' tower building, built on the junction of Gray's Inn Road and Pentonville Road.
- 3.50 An early OS map of 1862 (Figure 3.13) shows King's Cross Station for the first time, as well as the Metropolitan Railway, which ran between Paddington and Farringdon stations. The area had a dense, fine urban grain with small lanes and streets leading to yards, but this is also broken up by the major routes of Pentonville Road, York Way, Caledonian Road and Gray's Inn Road.



Figure 3.13: 1862 Ordnance Survey Map (site of public house circled in red)

- 3.51 In 1864, the Midland Railway began development of St Pancras Station. Unlike King's Cross, this necessitated the compulsory clearance of large, areas to the north of the Old St Pancras Church. The station opened in 1868. In 1876, the Midland Grand Hotel, designed by Sir George Gilbert Scott, was completed. The Kings Cross St Pancras Conservation Area Statement notes the importance of the two new stations at King's Cross and St Pancras stating:

"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."

- 3.52 The famous painting by John O'Connor (Figure 3.14) depicts the view westwards along Pentonville Road, dominated by the dramatic profile of the towers and roofscape of St

Pancras Hotel and Station, alongside King's Cross terminus and train sheds. Elsewhere, the street is lined by terraced houses with commercial premises at street level.



Figure 3.14: 'From Pentonville Road looking West: Evening', by John O'Connor, 1884²¹

- 3.53 By the late-19th century, the King's Cross area has a strong industrial and transport focus around the canal, railway and large road routes, with a finer grain of terraced housing in the wider area, which would have originally accommodated the working population. As the character of the New Road, (renamed Pentonville Road), became more commercial, many of the large front gardens were replaced by shops, and lots of the properties became hotels to accommodate the passengers on the Great Northern Railway and the Midland Railway.
- 3.54 The principal elements that now comprise the Kings Cross St Pancras Conservation Area were extant by the turn of the century. However, a small amount of isolated development took place during the first half of the 20th century. This included the Scala Cinema, built in 1921 at the southern termination of the Caledonian Road, and the St Pancras Town Hall (now Camden Town Hall), constructed in 1935 on Euston Road.
- 3.55 As previously identified, the conservation area was badly damaged during the Second World War. Nevertheless, both King's Cross and St Pancras stations escaped relatively unscathed. The most detrimental bomb damage was sustained to the streets surrounding St Pancras Gardens and to the south of Euston Road. Development during the late 1940s was mostly focussed on the replacement of bomb damaged properties with houses and flats.

Character and Appearance

- 3.56 The King's Cross/St Pancras Conservation Area is characterised by the 'National Set Piece' of the Euston Road frontage of King's Cross and St Pancras stations. Also of key significance are the buildings and spaces related to the development and life of the Regent's Canal and King's Cross and St Pancras stations, and the prominent buildings

²¹ London County Council, Survey of London: Volume 47, Northern Clerkenwell and Pentonville, 2008

centred on the King's Cross junction. The wider area is characterised by a variety of architectural styles and scales, which remain subservient to the dominant presence of the station buildings.



Figure 3.15: The national set piece of King's Cross and St Pancras Stations

- 3.57 The area is illustrative of its industrial character, but also of the wider uses within and beyond the conservation area. This overall character is summarised in the King's Cross St Pancras Conservation Area Statement, which states:

"Whilst parts of the King's Cross Conservation Area are dominated by the stations and the area's function as a gateway to Central London, there is great variety in the character and appearance of the area as a whole. Whilst the stations are major landmarks in the urban fabric of London and major centres of public transport interchange, the streets to the south of Euston Road and to the north and west of St Pancras Garden are more characteristic of the general grain and land uses beyond the Conservation Area boundary and are largely unrelated to the stations."

Sub-Area 4

- 3.58 The conservation area is large and is split into four sub-areas, which have distinct qualities. The Site is situated within sub-area 4: Gray's Inn Road, and therefore for the purposes of this report, it is purely this sub-area which is considered further.
- 3.59 The sub-area is bounded on the east by King's Cross Road. Gray's Inn Road runs almost north-south towards the western boundary. These are principal roads linking King's Cross to the City of London, characterised by a mix of early 19th century terraces and larger institutional buildings. The smaller narrow streets, which run between these key routes are paved in granite setts, and predominantly comprised of later 19th century buildings formerly of light-industrial or commercial uses, along with housing and a number of vacant sites used for car parking.

- 3.60 This area is bisected by the London Underground Metropolitan Line and Thameslink railway cutting and has undergone piecemeal redevelopment during the 20th century. Nevertheless, it still retains a broadly consistent use of materials and building heights and has a characteristic fine urban grain.
- 3.61 Along the western boundary of the sub-area is the Birkenhead Street Estate. The estate comprises of four seven storey blocks, bordered by a pale brick wall and large areas of glazing. Birkenhead Street, which runs through the centre of the estate, is now a private road. Swinton Street forms the southern boundary of the sub-area. This is a key street connecting King's Cross Road and Gray's Inn Road and is lined with a range of institutional buildings, offices blocks and terraced housing. Only the northern side of the road is included within the sub-area's boundary.
- 3.62 The Site is located on the extreme north-east corner of the sub-area on Pentonville Road, the southern side of which forms part of the northern boundary. Unlike the 19th century terraces seen in John O'Connor's painting, the scale of the later 19th and 20th century buildings along the key route of Pentonville Road is noticeably larger, rising to four and five storeys with taller building elements above, with the station buildings visible in the distance (Figure 3.16). As well as the close network of industry-related buildings around the railway, these larger-scale buildings along the main routes through the area are characteristic of the conservation area. This variety of other, later architectural styles from the Victorian, 20th century and modern period, are described in the *Buildings of England* volume for North London as:

*"Pentonville Road descends towards King's Cross, an incoherent muddle of offices, warehouses, flats and garages."*²²



Figure 3.16: Pentonville Road looking towards Kings Cross

²² Cherry, B. and Pevsner, N. *Buildings of England London 4: North* Yale University Press 2002

3.63 A number of 19th or early 20th century commercial buildings act as focal points within local views; by virtue of their positioning, greater scale and/or architectural distinction. They include the exuberant 'Lighthouse Building' at the corner of Gray's Inn and Pentonville Roads, with its distinctive 'lighthouse' feature and the former King's Cross Cinema (Figure 3.17), which marks the next junction further east along this road. The dominant building material in the conservation area is brick, with a lesser presence of stone and stucco dressings and mouldings as well as a considerable amount of 20th century additions and redevelopment using modern materials (Figure 3.18).



Figure 3.17: Former King's Cross Cinema



Figure 3.18: Modern materials used in the conservation area

Summary of Significance

- 3.64 The King's Cross / St Pancras Conservation Area is of significance where it has formed a major gateway into central London for over two centuries, and has played the role of a key transport hub for goods into and out of the city. The construction of New Road, the Regent's Canal and later the railway network in the area reflects the importance of King's Cross as a vital goods handling area in Britain. In particular, the conservation area reflects the importance of the railway companies and the significance of rail travel in the Victorian age. King's Cross Station and St Pancras Station represent the finest examples of architectural expression of their age, in terms of British railway architecture.
- 3.65 More widely, the building stock of the conservation area is extremely varied, and the mix of uses, and diversity in the age, type, style and material of buildings in the area reflects the constant change that has occurred in this part of London over a long period of time, and the gradual development of King's Cross from a rural area outside of London, to a key transport and trade hub.

Contribution of the Site to the King's Cross St Pancras Conservation Area

- 3.66 The Site is located on the periphery of the conservation area, in its south east portion identified as sub-area 4. It is situated on the busy junction at the corner of Pentonville Road and King's Cross Road and sits between modern developments. To the rear of the building is the disused railway line, which runs through the sub-area. The sub-area maintains a fine urban grain and consistency in materiality and scale, but has a mix of architectural styles and building types.
- 3.67 The Site dates from an important phase in the development of the conservation area. In this regard, the Site contributes positively to the significance of the conservation area as a remnant of the principal phase of development and by virtue of shared historic and architectural character.
- 3.68 The principal elevation, facing onto Pentonville Road, displays an attractive 19th century public house frontage, consisting of a decorative composition retaining original features. The building forms part of an varied but largely traditional townscape on Pentonville Road, which frames the view to the train stations and other key landmark buildings, such as the 'Lighthouse Building' and the King's Cross Cinema. The architectural character of the listed building is consistent with the varied 19th century character of the conservation area and is considered to make the principal contribution to the appearance of the conservation area.
- 3.69 The rear of the Site is much simpler in terms of style and detailing, reflecting the difference between the principal elevation, and the secondary rear elevation. It is also consistent with the character of the conservation area where grander, more elaborate buildings address principal thoroughfares whilst more modest elevations/properties are located on secondary/tertiary streets. In addition, as outlined earlier in this Section, the rear elevation has been significantly altered, often in an ad hoc and utilitarian manner, visible from the public realm, which erodes the contribution made by the Site to the character or appearance of the conservation area.
- 3.70 The existing public house use is consistent with the varied and vibrant urban context of the area, which was established as part of the area's 19th century development. This long-established use of the building as a public house, albeit of a non-traditional

character, is considered to make a positive contribution to the character of the conservation area. The use is also linked to the building's contribution to the appearance of the conservation area, principally through the attractive Pentonville Road frontage.

- 3.71 Overall, the Site makes a positive contribution to the conservation area.

King's Cross Conservation Area (LB Islington)

Overview

- 3.72 The King's Cross Conservation Area Design Guidelines 2006 provides detailed advice for new development within this conservation area. It also provides a very brief description of the special interest and character and appearance of the area. Paragraph 21.2 sets out that in the view of the Council the most important qualities deserving of protection and enhancement in this area are:

- (i) *Reflection of the contemporary impact of the railways - much development is of a similar period to King's Cross Station (1852), and some parts of the area (particularly in York Way) clearly reflect the impact of the arrival of the canal and the railways.*
- (ii) *Variety and scale of buildings - including a variety of architectural styles on generally narrow frontages; a hierarchy of scales elsewhere; and no competition in scale with King's Cross Station. Scale and variety are doubly important when viewed as a setting for the massive statement of the station building.*
- (iii) *Variety of uses, especially at ground level - providing maximum interest and vitality at street level.*
- (iv) *Building to back of pavement line - which imposes a dominant pattern on the area; helps to ensure an urban character appropriate to Central London; and allows street level activities and uses to be highly accessible.*
- (v) *National Set Piece - this was originally defined in the Greater London Development Plan to cover an area from the British Library site (Camden) to Caledonian Road. National Set Pieces are described as "major groups and sequences of buildings, open spaces, processional ways, streets and monuments. They make a major contribution to the image of London as a Capital City". In Islington the Set Piece includes the junctions with York Way and Caledonian Road, the Lighthouse block and the curve of Grays Inn Road as it meets Euston Road. It is a remarkable survival of a complete early to mid-19th Century central area townscape.*
- (vi) *Intact Victorian 'town centre' - displaying a hierarchy of buildings and uses from offices, flats, larger shops and entertainment, via local shops with accommodation above, down to terraces of small houses and industrial premises.*

Historical Development

3.73 The historical development of this conservation area is akin to that of the King's Cross / St Pancras Conservation Area within the London Borough of Camden, as described above, and is only briefly outlined here:

- The name King's Cross is thought to derive from a statue of George IV (r.1820-1830), which stood at the junction of Grays Inn Road, Pentonville Road, York Way and Euston Road. This name has only been in use since the 19th century. Previously, the area had been identified at various times as Pancras and Battle Bridge.
- Until the 18th century the King's Cross area comprised open fields to the north of the developed city. Turnpike roads connected London to the north, and Kentish Town, Islington and Hampstead. A small pox hospital and foundling hospital both indicate the slightly removed character of the area at this time.
- Aside from the main turnpike roads heading north-west out of the city, which is now lost under the station development, the street plan of major routes at King's Cross has been well-established since at least the late-18th century.
- By the late-18th century the area had been overwhelmed by the expansion of London into the land around the city. Systematic streets of terraced housing covered large parts of the area, with diminishing areas of open space to the north.
- The historic development of the area was catalysed in the early 19th century by the development first of the Regents Canal (opened in 1820), and latterly of the railway (opened in 1852), and King's Cross station. The area has a dense, fine urban grain with small lanes and streets leading to yards, but this was broken up by the major routes of Pentonville Road, York Way, Caledonian Road and Grays Inn Road. Industrial buildings associated with the canal and railway proliferated, including foundries, saw mills, flour mills and timber yards, whilst the surrounding area is densely developed with streets and crescents of terraced houses. The area has a strong industrial and transport focus.
- During the 20th century the area underwent a great deal of piecemeal redevelopment, to convert industrial buildings to commercial and office use, and also to remove areas of fine-grained terraced housing and replace it with larger-scale commercial and office uses, particularly along Pentonville Road. This sort of large-scale development has continued at infill sites within the area and on the outskirts of the boundary, and contributes to the variety of ages and styles of architecture which characterises the conservation area.

Character and Appearance

3.74 The King's Cross Conservation Area Design Guidelines document identifies the most important qualities of the character and appearance of the conservation area, including:

- *the development of the area as a reflection of the impact of the canal and railway;*
- *the variety and scale of buildings;*
- *the variety of uses, especially at ground level;*

- *the strong building line*
- *the 'National Set Piece' of King's Cross junction;*
- *and the largely intact Victorian urban centre.*

3.75 King's Cross Conservation Area is characterised in the first instance by the 'national set piece' of King's Cross and St Pancras Station which, although outside of the boundary, is crucial to the setting of the conservation area where they make a significant contribution to the image of London as a capital city²³. In particular, when referring to the importance of the 'National Set Piece', the document states:

*"In Islington the Set Piece includes the junctions with York Way and Caledonian Road, the Lighthouse block and the curve of Grays Inn Road as it meets Euston Road. It is a remarkable survival of a complete early to mid-19th century central area townscape."*²⁴

3.76 The view down Pentonville Road, one of these major urban routes, towards King's Cross Station is a key characteristic of the conservation area and is identified as a local view because of its significance within the local area (Figure 3.19). Although the twin termini of King's Cross and the later St Pancras Station are outside the conservation area and Borough boundary; this forms the focal point of the area and a defining aspect of its character and significance.



Figure 3.19: View west down Pentonville Road to the junction at King's Cross

3.77 The area has been strongly influenced by the development of the key transport modes of the canal and railway, and so also of key significance are the buildings and spaces related to the development and life of the Regent's Canal and King's Cross Station. These include industrial warehouse buildings along York Way, the close yards and narrow streets such as Albion Yard, and the prominent 'town centre buildings' centred on the King's Cross junction (Figure 3.20). The street names in the area, such as

²³ London Borough of Islington. Leaflet for Conservation Area 21 Kings Cross.

²⁴ London Borough of Islington. CA21 King's Cross Conservation Area Design Guidelines (undated).

Caledonian Road, Crinan Street, Railway Street and Wharfdale Road, reflect the industrial past of the area and the close functional relationship between the buildings on these streets and the key transport routes of the canal and railway.



Figure 3.20: Warehouses on York Way (L) and Industry-related buildings on Albion Walk (R)

- 3.78 The wider area is characterised by a variety of architectural styles and scales from the Victorian, 20th century and modern period, which remain subservient to the dominant presence of the station buildings (Figure 3.21). The *Buildings of England* volume for North London describes:

“Pentonville Road descends towards King’s Cross, an incoherent muddle of offices, warehouses, flats and garages.”²⁵

- 3.79 The dominant building material in the conservation area is brick, with incidences of the use of stone and stucco dressings and mouldings as well as a considerable amount of 20th century additions and redevelopment using modern materials such as expansive glazing and metal cladding. Where commercial premises are concentrated a large number of modern replacement shop fronts have been installed.

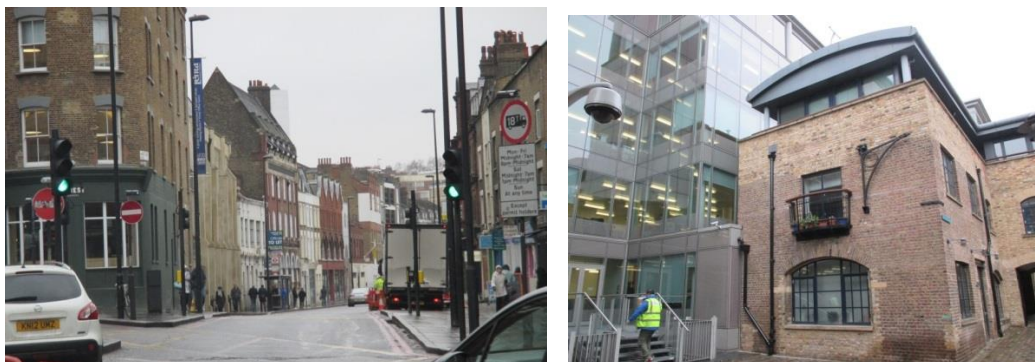


Figure 3.21: Historic brick buildings with modern additions and infill

- 3.80 The scale of the later 19th and 20th century buildings along the key route of Pentonville Road rises to four and five storeys with taller building elements above, and the station

²⁵ Cherry, B. and Pevsner, N. *Buildings of England London 4: North* Yale University Press 2002

buildings visible in the distance. As well as the close network of industry-related buildings around the railway and canal, these larger-scale buildings along the main routes through the area are characteristic of the conservation area.

- 3.81 A number of 19th or early 20th century commercial buildings act as focal points within local views; this by virtue of their key positioning, greater scale and/or architectural distinction. These buildings are located both within this conservation area and that adjoining to the south. They include the exuberant 'The Lighthouse Building' at the corner of Gray's Inn and Pentonville Roads (Figure 3.22), and the former King's Cross Cinema a little further east outside of the conservation area.



Figure 3.22: The distinctive Lighthouse building at the corner of Gray's Inn Road

Summary of Significance and Contribution of Setting

- 3.82 King's Cross Conservation Area in Islington is of significance where it forms part of the townscape of King's Cross; formed a major gateway into central London for over two centuries, and from the 19th century a key transport hub for goods into and out of the city. The network of streets and buildings has a distinctly historic and industrial character. The diversity in the age, type, style and material of buildings in the area reflects the constant change that has occurred in this part of London over a long period of time, and the gradual development of King's Cross from a rural area outside of London, to a key transport and trade hub.
- 3.83 Though outside of the boundary of the conservation area boundary, the 'National Set Piece' of the Euston Road frontage of King's Cross and St Pancras stations also makes a key contribution to the significance of the conservation area as a part of its setting; these buildings represent the finest examples of architectural expression of their age, in terms of British railway architecture.

- 3.84 King's Cross Conservation Area sits adjacent to the wider historic industrial and commercial townscape of King's Cross, which is encompassed by the boundary of King's Cross / St Pancras Conservation Area (described previously in this report). This townscape complements the buildings and uses found within King's Cross Conservation Area, and reinforces the historic industrial and commercial character of the settlement.
- 3.85 The Site at Nos.257-259 Pentonville Road (the Big Chill House) is one of the surviving 19th century commercial buildings which partly characterise the local area. Its location within the established building line on the south side of the street reinforces the vibrant, mixed commercial and industrial character of King's Cross Conservation Area, and in this way the building makes a positive contribution to its significance as part of its setting.

4. Review of Application Proposals and Heritage Impacts

Introduction

- 4.1 The affected designated heritage assets of the grade II listed building at Nos.257-259 Pentonville Road; the surrounding King's Cross / St Pancras Conservation Area (Camden), and nearby King's Cross Conservation Area (Islington) have been identified and their significance described as part of this report, in Sections 2 and 3.
- 4.2 The relevant heritage legislative, policy and guidance is also set out in full in Appendix 3 of this report. This includes the statutory duties of the Planning (Listed Building and Conservation Areas) Act 1990, national policy set out in the NPPF 2012 and supported by the NPPG 2014, and local policy and guidance for the historic environment.
- 4.3 Together these sections and appendices of the report provide the appropriate context for the consideration of the new application proposals by the local planning authority.

Relevant Background

- 4.4 Importantly, an application for planning permission to install signage onto the western elevation of the listed building was previously submitted to the London Borough of Camden (25th April 2017). The Council advised that an application for Listed Building Consent should be submitted, accompanied by a Heritage Statement.
- 4.5 The Council also provided feedback as to the design of the proposed signage²⁶, and the application proposals have been revised in direct response to this detailed advice (Figure 4.1). Key amendments include:
- The signage will be hand-painted instead of a vinyl transfer;
 - The signage has been reduced in size to avoid dominating the elevation / Corinthian pilasters; and
 - The black colour of the signage has been amended to light grey.

Application Proposals

- 4.6 The application seeks consent to install signage onto the western elevation of the grade II listed building at first and second floor levels. The signage will be hand-painted in light grey.

²⁶ Email from Matthew Dempsey to Lina Stanionyte dated 28th April 2017.



Figure 4.1: Visualisations of the proposal, showing amendments to the design in response to design advice from the Council - before (L) and after (R)

Assessment of Heritage Impacts

- 4.7 As set out in Section 3, the special interest of the listed building is principally derived from the style and detailing of the elaborate Victorian pub frontage, and the more restrained Neo-Classical stucco treatment of the principal elevation. The pilastered design of the front elevation continues onto the western flank, and so this also contributes in a modest way to the architectural character and appearance of the building; particularly in views westwards along Pentonville Road.
- 4.8 This application seeks permission to install new signage on the listed building, which will be located on the exposed western elevation, at the upper level so that it will be visible above the frontage to the Metropolitan Line station (Figure 4.2). The new sign - which will advertise the Big Chill House that occupies the listed building - is designed in the tradition of historic advertisements, which were often painted at high level on buildings (including public houses) to make use of the high visibility and generous space available.
- 4.9 Instead of a vinyl application as proposed in the initial application submission in April 2017, the proposed sign would be hand-painted to reflect the traditional application methods of historic advertisements and signage. This amendment has been made in direct response to the Council's advice.²⁷ Also following the Council's design guidance, the design of the proposed sign has been reduced in size, to ensure that it sits well within the frame set by the Corinthian pilasters, and will not dominate or overcrowd the elevation. Finally, rather than the bold, black-coloured sign that was originally proposed, the advertisement has been amended in light of the Council's advice so that the design now proposed is light grey. This is considered appropriately subtle, so that it will contrast clearly but discretely with the white stucco of the host building.

²⁷ Email from Matthew Dempsey to Lina Stanionyte dated 28th April 2017.

- 4.10 The application of painted signage to the flank of the listed building is a minor alteration that has been designed appropriately, and in response to the Council's design guidance. The principal elevation – which is the key contributor to the special interest of the building – will not be altered, and overall the significance of the building will be sustained.



Figure 4.2: The new signage is proposed to be located on the exposed western elevation of the building

- 4.11 The signage will not be visible in views westwards along Pentonville Road, and therefore will have little impact on King's Cross / St Pancras Conservation Area from this perspective. In views eastwards along Pentonville Road (from within both the Islington and Camden conservation areas), the new signage will blend as part of the eclectic building stock and vibrant uses found within this conservation area. It will appear consistent with the long-established tradition of advertising on commercial properties such as public houses, and will add a modest amount of well-considered visual interest to the currently-blank flank elevation of the listed building. In this way, the significance of both conservation areas – King's Cross / St Pancras (Camden) and King's Cross (Islington) – would be preserved and not harmed by these proposals.

Review against Heritage Legislation, Policy and Guidance

Legislation

Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.12 In accordance with the relevant statutory duties of the Planning Act 1990, special regard or attention has been paid to the desirability of preserving the special interest of the

listed building group, and preserving or enhancing the character or appearance of the conservation area, in preparing the scheme proposals. Accordingly, this approach means that the proposals will preserve (i.e. not cause harm) to the special interest of the conservation areas respectively.

National Policy and Guidance

The Framework

- 4.13 In accordance with the requirements of paragraph 128 of the Framework, the significance of the identified designated heritage assets of the listed building, surrounding conservation area and neighbouring conservation area have been described in this report. This provides a proper baseline for consideration of the revised scheme at application stage.
- 4.14 In accordance with the principles set out in paragraph 131, the proposals will ensure that the significance of the listed building and two conservation areas will be sustained.
- 4.15 Paragraph 132 requires great weight to be given to the conservation of designated heritage assets, including listed buildings and conservation areas. Accordingly, the proposed scheme will affect change on site in a way that will sustain the significance of these heritage assets. The design of the proposed sign is well-considered, and has been directly informed by Council advice in order to ensure that it sits well within the frame set by the Corinthian pilasters; uses appropriately subtle colours; and is of a size that will not dominate or overcrowd the elevation. The proposed sign is also positioned so that it will not be visible in views westwards along Pentonville Road; and in views eastwards, will blend appropriately as part of the eclectic building stock and vibrant commercial uses found within this conservation area. It will appear consistent with the long-established tradition of advertising on commercial properties such as public houses, and will add a modest amount of well-considered visual interest to the currently-blank flank elevation of the listed building.
- 4.16 Paragraph 137 encourages local planning authorities to look for opportunities for new development within conservation areas and the setting of heritage assets to enhance or better reveal their significance. Accordingly, this assessment concludes that the new signage would contribute to the highly-active commercial character of the conservation areas around King's Cross, and reinforce its role as a key historic commercial and industrial hub within London.

Local Policy and Guidance

London Plan 2016

- 4.17 This report appropriately identifies the affected designated heritage assets of the listed building group and conservation area and describes how they will be valued, conserved, re-used and or incorporated where appropriate. This is in accordance with Policy 7.8.

LB Camden Core Strategy DPD (2010)

- 4.18 It is demonstrated in this report that the proposals are in accordance with the aims of Policy CS14 with regard to promoting high quality design that respects local context and character, including heritage assets across the Borough.

LB Camden Development Policies DPD (2010)

- 4.19 In accordance with Policy DP24, the proposed signage has been well-considered in light of the host building and Council design advice, and will respect the character and proportions of the public house. The materials used for the signage reflect the traditional application methods of historic advertisements, whilst the proposed colour of light grey is considered appropriately subtle, so that it will contrast clearly but discretely with the white stucco of the host building. Finally, the scale of the new signage will ensure that it sits well within the frame set by the Corinthian pilasters, and will not dominate or overcrowd the elevation.
- 4.20 In accordance with Policy DP25, these application proposals will preserve the character and appearance of King's Cross / St Pancras Conservation Area; and also the significance of the neighbouring King's Cross Conservation Area within the London Borough of Islington. The significance of the grade II listed building would also be sustained, and not harmed.

5. Summary and Conclusions

- 5.1 This report demonstrates that the application proposals for the installation of new painted signage to the flank elevation of the Big Chill House have been informed by a clear understanding of the heritage significance of the listed building, its contribution to the surrounding conservation area, and to the nearby conservation area as a part of its setting.
- 5.2 The application proposals have been informed by this proportionate understanding of heritage significance, and Section 4 undertakes a review the proposals and then assesses their impact on the significance of the listed building and conservation areas. This is set out in light of the relevant statutory duties, planning policy and guidance for heritage assets.
- 5.3 In conclusion, the new signage will preserve the special interest of the listed building, and also the character and appearance of the surrounding / nearby conservation areas. This approach accords with the principles of the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the Framework and supported by NPPG, and relevant local policy and guidance for heritage assets.

Appendix 1: List Entry

Name: THE BELL PUBLIC HOUSE

List entry Number: 1113257

Location

THE BELL PUBLIC HOUSE, 259, PENTONVILLE ROAD

The building may lie within the boundary of more than one authority.

County District District Type Parish

Greater London Authority Camden London Borough

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 14-May-1974

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: LBS

UID: 477735

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

CAMDEN

TQ3082NE PENTONVILLE ROAD 798-1/91/1291 (South side) 14/05/74 No.259 The Bell Public House

GV II

Public house. Mid C19. Stucco. 3 storeys and cellars. Symmetrical composition of 5 bays, end bays slightly projecting. Ground floor public house frontage with granite pilasters carrying entablature with dentil cornice. Segmental pediments with enriched tympani over entrances. C20 windows of large panes. Fluted Corinthian pilasters rise through the 1st and 2nd floors, paired to flank end bays and return, carrying entablature, with wreaths in the frieze above paired pilasters, and dies of parapet without balusters. Architraved, recessed sashes, 1st floor with cornices and tripartite in the centre and end bays. INTERIOR: ground floor bar entirely stripped out at time of inspection in January 1995. The exterior is a particularly handsome example of a mid-C19 public house.

Listing NGR: TQ3050882994

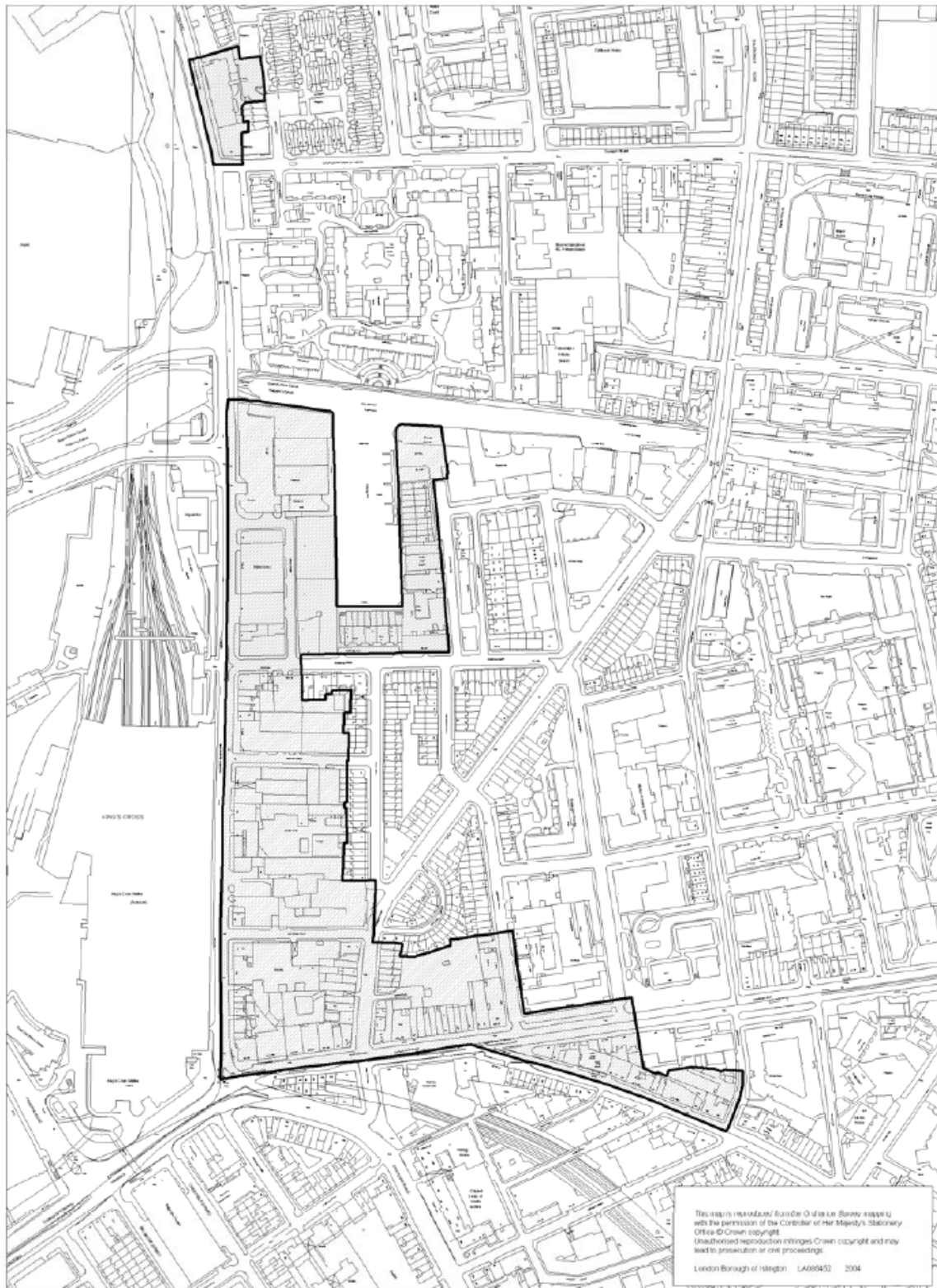
Appendix 2: Conservation Area Boundary Maps

King's Cross / St Pancras Conservation Area (LB Camden)

King's Cross Conservation Area (LB Islington)



King's Cross (CA21)



Map Scale 1:4000

Appendix 3: Heritage Legislation, Policy and Guidance

This Appendix identifies the relevant statutory provision, adopted and emerging planning policy, and other relevant guidance.

Statutory Duties

Planning (Listed Building and Conservation Areas) Act 1990

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the general duty with regard to the determination of listed building consent applications:

With regard to applications for planning permission affecting the setting of statutory listed buildings, the *Act* outlines in Section 66 that:

's.66(1) In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses..'

With regard to applications for planning permission within conservation areas, the Planning Act 1990 outlines in Section 72 that:

's.72(1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under 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.'

Recent case law²⁸ has confirmed that Parliament's intention in enacting section 66(1) was that decision-makers should give "considerable importance and weight" to the desirability of preserving the setting of listed buildings, where "preserve" means to "to do no harm" (after South Lakeland). Case law has confirmed that this weight can also be applied to the statutory tests in respect of conservation areas²⁹. These duties, and the appropriate weight to be afforded to them, must be at the forefront of the decision makers mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. The Secretary of State has confirmed³⁰ that 'considerable importance and weight' is not synonymous with 'overriding importance and weight'.

Importantly, however, the concept of the setting of a conservation area is not enshrined in the legislation and does not attract the weight of statutory protection³¹.

National Policy and Guidance

National Planning Policy Framework (2012)

The Framework was issued on 27th March 2012 and replaced PPS5: Planning for the Historic Environment. The Framework provides a full statement of Government's planning policies with regard to achieving sustainable development with the protection of the historic environment as an integral element of environmental quality, which should be cherished and allowed to thrive and grow.

²⁸ Barnwell Manor Wind Energy Limited and (1) East Northamptonshire District Council (2) English Heritage (3) National Trust (4) The Secretary of State for Communities and Local Governments, Case No: C1/2013/0843, 18th February 2014

²⁹ The Forge Field Society v Sevenoaks District Council [2014] EWHC 1895 (Admin); North Norfolk District Council v Secretary of State for Communities and Local Government [2014] EWHC 279 (Admin)

³⁰ APP/H1705/A/13/2205929

³¹ APP/H1705/A/14/2219070

Paragraph 128 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 129 sets out the principles guiding the determination of applications affecting designated and non-designated heritage assets, and states that:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal . . . They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.”

Paragraph 131 elaborates that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 regards the determination of applications affecting designated heritage assets. It outlines that great weight should be given to the asset's conservation when considering the impact of a proposed development on the asset's significance. The more important the heritage asset, the greater the weight should be.

Paragraph 132 goes on to specify that any harm or loss should require clear and convincing justification. It states that;

“Substantial harm to or total loss of significance of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”*

Paragraph 133 outlines that Local Planning Authorities should refuse consent where a proposed development will lead to substantial harm or total loss of significance of a designated heritage asset, unless it can be demonstrated that this is necessary to deliver substantial public benefits that outweigh such harm or loss or all of the following apply:

The nature of the heritage asset prevents all reasonable uses of the site; and

- No viable use of the heritage asset can be found in the medium term through appropriate marketing that will enable its conservation; and
- Conservation by grant funding or some form of charitable or public ownership is demonstrably not possible; and
- The harm or loss is outweighed by bringing the site back into use

Paragraph 134 concerns proposed development which will lead to less than substantial harm to the significance of a heritage asset. It outlines this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Policy outlined in paragraphs 132 – 134 of the Framework should be interpreted in light of the statutory duties relating to statutorily listed buildings and conservation areas as set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.

With regard to applications affecting conservation areas and the setting of heritage assets, paragraph 137 states:

"Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably."

Planning Policy Guidance (2014)

Planning Practice Guidance (PPG) 2014 has been issued by the Government as a web based resource. This is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the Framework.

The PPG provides guidance on the implementation of the Framework. At Section 2.0, it is noted that the delivery of development within the setting of heritage assets has the potential to make a positive contribution to, or better reveal, the significance of that asset.

The Development Plan

There is no statutory requirement to have regard to the provisions of the development plan in the consideration of applications for listed building consent. However, it is likely that the objectives of national policy and the development plan, with regard to the protection of heritage assets, will be closely aligned. Local authorities should also ensure that aspects of conservation policy that are relevant to development control decisions are included in the local development plan.

The Development Plan comprises the London Plan (2011), the LB Camden Core Strategy DPD (2010), and the Development Policies DPD (2010).

The Council are currently in the process of preparing an updated Local Plan. This is in the early stages of production and as such carries with it limited weight. It is advisable to keep the progress of the emerging Local Plan under review and make representations as necessary.

The London Plan – Incorporating Further Alterations to the London Plan (2016)

The London Plan was adopted by the Greater London Authority in July 2011 and sets out the Spatial Development Strategy for all Boroughs within Greater London. It replaces the London Plan (consolidated with alterations since 2004), which was published in February 2008. The Plan has been subsequently revised to ensure consistency with the Framework and other changes since 2011, and minor alterations to the London Plan were last published in April 2016. The London Plan sets out policies regarding the historic environment in London, including Policy 7.8 (Heritage assets and archaeology), which states that:

“Strategic

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

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

Planning decisions

C Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

D Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

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

LB Camden Core Strategy DPD (2010)

The Camden Council Core Strategy was adopted on 8th November 2010. Core Strategy policy CS14 regards the conservation of Camden’s heritage. It outlines the objective of preserving and enhancing Camden’s rich and diverse heritage assets and their settings.

LB Camden Development Policies DPD (2010)

The Camden Council Development Policies DPD was adopted on 8th November 2010.

Policy DP24 DP 24 sets out the requirement for securing high quality design for new developments:

“DP24 – Securing high quality design

The Council will require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect developments to consider:

- (a) character, setting, context and the form and scale of neighbouring buildings;*
- (b) the character and proportions of the existing building, where alterations and extensions are proposed;*
- (c) the quality of materials to be used;*
- (d) the provision of visually interesting frontages at street level;*
- (e) the appropriate location for building services equipment;*

- (f) *existing natural features, such as topography and trees;*
- (g) *the provision of appropriate hard and soft landscaping including boundary treatments;*
- (h) *the provision of appropriate amenity space; and*
- (i) *accessibility.”*

Policy DP25 from Camden’s Development Policies DPD regards conserving Camden’s heritage and states that to preserve or enhance the borough’s conservation areas and listed buildings, Camden Council will:

“A) Take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;

B) Only permit development within conservation areas that preserve and enhances the character and appearance of the conservation area;

C) Prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;

D) Not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and

E) Preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden’s architectural heritage.’

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

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

H) Not permit development that it considers would cause harm to the setting of a listed building.”

Other Material Considerations

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

This document provides advice on the implementation of historic environment policy in the Framework and the related guidance given in the PPG. For the purposes of this report, the advice includes: assessing the significance of heritage assets; using appropriate expertise; historic environment records; and design and distinctiveness.

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.

The document also confirms the importance of design quality and with regard to the historic environment notes that some, or all of the following factors, may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

- The history of the place
- The relationship of the proposal to its specific site
- The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept
- The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size
- The size and density of the proposal related to that of the existing and neighbouring uses
- Landmarks and other built or landscape features which are key to a sense of place
- The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces
- The topography
- Views into, through and from the site and its surroundings
- Landscape design
- The current and historic uses in the area and the urban grain
- The quality of the materials

Historic England, Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets, 2015

Historic England has published guidance with regard to the setting of heritage assets, which provides advice on identifying the contribution made by setting to the significance of a heritage asset and then managing change within the setting of heritage assets.

Historic England Advice Note 1: Conservation Area Designation, Appraisal and Management 2016

This document sets out a series of conservation principles and guidance regarding the management of conservation areas. It outlines the fundamentals of designation, and, importantly, puts in place processes for character appraisals which may be used to manage development in the area moving forward. It sets an over-arching objective for character appraisals as documents which understand and articulate why the area is special and what elements within the area contribute to this special quality and which don't. Having done this, it outlines an approach to assessments of special interest which uses desk and field-based inquiry.

Camden Planning Guidance SPD, 2011

LB Camden's Planning Guidance (CPG) provides further information on the application and implementation of policies contained within the Development Plan. The guidance contained within this document is broadly compliant with the relevant policy framework and best practice outlined in this Appendix and as such the relevant complete text is set out here for the sake of completeness only.

CPG1 relates to design but also considers heritage matters. It provides guidance on the Council's application of law and planning policy to proposals affecting conservation areas and listed buildings. There is also detailed guidance on matters of signage and shopfront design. References to PPS5 within the CPG can be substituted for the Framework and PPG.

CPG1 states, with regard to conservation areas:

"We will only permit development within conservation areas, and development affecting the setting of conservation areas, that preserves and enhances the character and appearance of the area (see Planning Policy Statement 5 (PPS5), policy HE8)."

With regard to demolition in conservation areas it states:

"Conservation Area Consent [now replaced by the need for planning permission by virtue of the Enterprise and Regulatory Reform Act 2013] is required to demolish or substantially demolish a building over 115 cubic metres or a structure such as a wall over 1 metre high that adjoins a highway, or more than 2 metres high elsewhere. When determining your application we will follow the guidance in PPS5, Core Strategy policy CS14 and Development Policy DP24 as well as that in our conservation area statements, appraisals and management plans (see below). It is an offence to totally or substantially demolish a building or structure in a conservation area without first getting consent from us and we would not normally allow their demolition without substantial justification, in accordance with criteria set out in government guidance PPS5 – Planning for the Historic Environment."

Detailed guidance is provided on the Council's approach to works to listed buildings and states:

"Most works to alter a listed building are likely to require listed building consent and this is assessed on a case by case basis, taking into account the individual features of a building, its historic significance and the cumulative impact of small alterations. The listing description is not intended to be exhaustive and the absence of any particular feature in the description does not imply that it is not of significance, or that it can be removed or altered without consent. Listed status also extends to any object or structure fixed to the listed building, and any object or structure within its curtilage which forms part of the land. You should contact the Council at the

earliest opportunity to discuss proposals and to establish whether listed building consent is required.

Some 'like for like' repairs and maintenance do not require listed building consent. However, where these would involve the removal of historic materials or architectural features, or would have an impact on the special architectural or historic interest of the building, consent will be required. If in doubt applicants should contact the Council for advice.

In assessing applications for listed building consent we have a statutory requirement to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. We will consider the impact of proposals on the historic significance of the building, including its features, such as:

- original and historic materials and architectural features;*
- original layout of rooms;*
- structural integrity; and*
- character and appearance.*

We will expect original or historic features to be retained and repairs to be in matching material. Proposals should seek to respond to the special historic and architectural constraints of the listed building, rather than significantly change them.

Applications for listed building consent should be fully justified and should demonstrate how proposals would affect the significance of a listed building and why the works or changes are desirable or necessary. In addition to listed building consent, some proposals may also require planning permission. These applications should be submitted together and will be assessed concurrently.

It is a criminal offence to undertake unauthorised works to a listed building, even if you are not aware the building is listed, and could result in prosecution and fine or imprisonment (or both).

Some works that are required in order to comply with the Building Regulations (e.g. inclusive access, energy efficiency) may have an impact on the historic significance of a listed building and will require listed building consent."

Extensive best practice guidance is provided on extensions and alterations to buildings (not specifically heritage assets) within the Borough. This guidance is not set out in full here but has informed the assessment contained at Section 4 of this report.

CPG1 also provides extensive, detailed guidance on works to shopfronts and signage proposals. This is not repeated verbatim but has been considered as part of Section 4 of this report. The Council's general principles for works to shopfronts are stated as:

"Shopfront alterations should respect the detailed design, materials, colour and architectural features of the shopfront and building itself, the following will need to be considered:

- *Historic, locally distinctive or characteristic shopfronts which contribute to the townscape should be retained. In some cases the reinstatement of missing features will be encouraged.*
- *New shopfronts should be designed as part of the whole building and should sensitively relate to the scale, proportions and architectural style of the building and surrounding facades.*
- *Shopfronts forming part of a larger new development should be considered as an integral part of the overall design.*
- *Standardised “house-style” frontages may have to be amended in order to harmonise with the surrounding context and respect the building, particularly in conservation areas and for listed buildings.”*

The guidance also provides information on the Council's approach to advertisement and signs:

“Shops and businesses need to ensure that their name and other details are clearly displayed on their premises and, as a result, signs are among the most prominent forms of advertising on buildings. However, signs that are unsympathetically designed can cause significant harm to the building and the local townscape. Signs should relate well to the character, scale and architectural features of the building and respect their local context.

Properties should only have one main fascia sign and one ancillary projecting or hanging sign per street frontage, although two projecting signs may be appropriate in cases of large shopfronts stretching across two or more shop units. Too many adverts/signs on a property contribute to visual clutter and can detract from the appearance of the street scene.

Advertisements and signs should respect the form, fabric, design and scale of the host building and setting. All signs should serve as an integral part of the immediate surroundings and be constructed of materials that are sympathetic to the host building and the surrounding area. Interesting and unique styles of advertisements and signs will be considered acceptable where they are compatible with the host buildings and surrounding environment.

Generally advertisements will only be acceptable at fascia level or below. Advertisements above fascia level can appear visually obtrusive and unattractive and, where illuminated, they can cause light pollution to neighbouring residential properties. If an advertisement is required at high level for a specific business use then this will usually be restricted to non-illuminated images on windows.

Advertisements in conservation areas and on or near listed buildings require detailed consideration given the sensitivity and historic nature of these areas or buildings. Any advertisements on or near a listed building or in a conservation area must not harm their character and appearance and must not obscure or damage specific architectural features of buildings.”

LB Camden: King's Cross/St Pancras Conservation Area Statement (2003)

The King's Cross/St Pancras Conservation Area Statement (2003), defines and analyses what makes the conservation area 'special' and provides a management strategy, including detailed

guidance on works to properties located within the conservation area, to sustain or enhance its significance.

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