



CAMDEN TOWN HALL REFURBISHMENT PROJECT
HERITAGE IMPACT ASSESSMENT
ISSUE 01: APRIL 2019

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On behalf of Purcell ®

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The Planning Lab*

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The Planning Lab*

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of the London Borough of
Camden (LBC)*

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CAMDEN TOWN HALL REFURBISHMENT PROJECT: HERITAGE IMPACT ASSESSMENT

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SECTION 1.0

INTRODUCTION

1.1 PURPOSE, SCOPE AND AUTHORSHIP

This Heritage Impact Assessment report has been prepared for Lendlease, on behalf of the London Borough of Camden, in their role as project manager for the refurbishment of the Camden Town Hall. It has been prepared in support of the planning and listed building consent application for the part change of use and refurbishment of the Grade II listed building.

The Town Hall is a Grade II listed building and lies within the St Pancras and Kings Cross Conservation Area. The proposals seek to improve and upgrade the Grade II listed building, while finding new uses to operate alongside the remaining Town Hall functions. The application seeks a part change of use from Sui Generis Town Hall to B1 office space (Basement, Second and Third floor), retention of the civic and democratic uses at Ground and First floor and the change of use of the Camden Centre from Sui Generis Town Hall to Events Use.

A Heritage Statement was produced to inform the evolving design proposals and considers the physical fabric, context and historic development of the listed building in order to make an assessment of its special significance. The report has subsequently been extended to include a full impact assessment of the proposals.

The report has been produced by Emma Bryant, Senior Heritage and Townscape Consultant and Brilliana Harley, Assistant Heritage Consultant at Purcell.

1.2 APPROACH AND METHODOLOGY

This report has been produced following extensive site visits to the building and a study of desk-based and archival sources to form a thorough understanding of the historic development and physical fabric of the site. Drawing on both these aspects as well as the relevant planning legislation, policy and best-practice guidance, an understanding of the significance of the site has been established in consultation with officers at Camden Council.

The report has been formulated using the assessment methodology contained within the *National Planning Policy Framework* (NPPF), specifically paragraph 128 under which a description of the significance of a site must be provided to support any planning and listed building consent applications for change to heritage assets. It also takes into account local planning policies within The London Plan and Camden Local Plan and the relevant Historic England guidance, most notably their best practice guidance document, *Conservation Principles* (2008) and *The Setting of Heritage Assets* (2017).

The report is structured as follows:

- **Understanding the Site:** setting out the current state of the site, including site description, its heritage designations and the legislation and policy affecting the site;
- **Historic Development:** providing a timeline of the historic development of the site and its surroundings using desk-based and archival sources (listed in the Bibliography);
- **Heritage Context:** setting out the wider architectural and historical context for the existing building on the site;
- **Assessment of Significance:** assessing the significance of the listed building and the contribution of its setting; and
- **Impact Assessment:** Assessing the impact of the proposals on the significance of the Grade II listed building, the Kings Cross St Pancras Conservation Area and setting of other relevant heritage assets.

SECTION 2.0

UNDERSTANDING THE SITE

2.1 SITE LOCATION

Camden Town Hall is located in the London Borough of Camden in north London. It is bound by Euston Road to the north, Judd Street to the west, Bidborough Street to the south and Tonbridge Walk to the east. Euston Road is a major east–west thoroughfare and is lined with important transport buildings and institutions including the Wellcome Institute, Friends House, Euston and Kings Cross Stations and, directly opposite the site, the British Library and St Pancras Station. To the south of the site, the character is more residential, with streets of terraced houses and mansion blocks forming the northern fringes of Bloomsbury.

Immediately to the east of the site is the former Camden Town Hall Annex, which has been sold by the Council and is currently being converted into a hotel by a private developer. There was until recently a bridge linking the Annex to the Town Hall at Second floor level. To the south of the site is the late Victorian / Edwardian Queen Alexandra Mansions, an eight storey mansion block occupying nearly an entire urban block. At the corner of Bidborough Street and Tonbridge Street, at the south-east corner of the site, is the Victorian-era Dolphin Pub. On the western side of Judd Street, opposite the site, is another Victorian pub, the Euston Road Tavern. Also to the west are John Dodgson House, a seven storey student residence, and a 10 storey Premier Inn hotel.



Aerial plan showing the location of the site and its surrounding context. Site Boundary is outlined in red. Base plan © GoogleEarth 2018

UNDERSTANDING THE SITE

2.2 HERITAGE DESIGNATIONS

2.2.1 INTRODUCTION

The site is subject to a number of heritage designations and also lies within the setting of many others. Statutory designations include listed buildings and conservation areas and local designations include locally listed buildings. All the heritage assets within the setting of the site are identified in the following sections.

2.2.2 LISTED BUILDINGS

Camden Town Hall is a Grade II listed building, which means it is of national interest. Dating from 1937, it was designed as St Pancras Town Hall by the architect A. J. Thomas, a former assistant of Edwin L. Lutyens, to provide formal and functional Council services and as well as a public assembly hall.

There are a large number of other listed buildings in proximity to the Town Hall. The closest are St Pancras Station and former Midland Grand Hotel and the British Library, both Grade I listed and located on the north side of Euston Road opposite the site. To the east of these is Kings Cross Station, also Grade I listed. There are a number of Grade II listed building on the northern side of Euston Road namely Levita House, the Rocket Public House and the Great Northern Hotel. Several further Grade II listed buildings are located in Argyle Street, including Nos. 22–36, Nos. 7–19, Nos 27–43, Nos. 36–47 and Nos. 46–58. Other listed buildings in the wider vicinity of the site are to the south-east of the site, specifically McGlynn's Pub and No. 1 Whidburne Street and Nos. 1–8 Belgrove Street; all are Grade II listed. All these listed buildings are identified on the adjacent designations map.

2.2.3 CONSERVATION AREAS

The site lies at the southern edge of the Kings Cross St Pancras Conservation Area; with the boundary following Judd Street and Bidborough Street. The conservation area was first designated in March 1986 and has been extended twice, in 1991 the boundary was extended to the south of the Euston Road to take in the area between Judd Street, Argyle Street, Swinton Street and King's Cross Road, including Camden Town Hall. It was extended again in 1994 to the north-west to include the area surrounding St Pancras Gardens. The current Conservation Area Statement was published in June 2004.

Whilst parts of the conservation area are dominated by the two railway termini of Kings Cross and St Pancras, and function as a gateway to Central London, there is great variety in the character and appearance of the area as a whole. The stations are major landmarks in the urban fabric of London and major centres of public transport interchange, however the streets to the south of Euston Road and to the north and west of St Pancras Gardens are more characteristic of the general grain and land uses beyond the conservation area boundary and are largely unrelated to the stations.⁰¹

Camden Town Hall sits within sub-area 3 of the Conservation Area, which comprises the south side of the Euston Road and the adjoining streets that have a visual or physical connection with the main road. The Town Hall and Town Hall Annexe define the south-western corner of the sub-area and the conservation area. The buildings in this area comprise several early / mid-nineteenth century terraces as well as some mid-twentieth century buildings in brown brick with sandstone details. The grain and scale of the architecture in this sub-area is largely inconsistent, whilst St Chad's Street retains its original terraced layout, Crestfield Street

comprises buildings of various different height, materials and forms, and larger buildings such as Belgrove House and the Town Hall front the Euston Road.

The site also lies adjacent to the northern edge of the Bloomsbury Conservation Area, whose northern boundary follows Bidborough Street. This large conservation area was first designated in 1968 and has been extended multiple times. It is divided into 14 sub-areas, the closest to the site being Cartwright Gardens / Argyle Square (sub-area 13). This part of the conservation area was one of the later parts of Bloomsbury to be developed and its interest lies primarily in the formal early nineteenth century street pattern and layout of open spaces, and the relatively intact surviving terraces of houses.

Sub-area 13 is characterised by terraced houses, dating from the early nineteenth century, as well as a number of mansion blocks from the turn of the twentieth century, in yellow stock or red brick. The former tend to be three or four storeys high with classical proportions, painted timber sash windows and arched doors with fanlights, whilst the mansion blocks and commercial buildings are taller, ranging from four to eight storeys. To the south of the Town Hall are several north–south running streets, Sandwich Street, Thanet Street, Judd Street and Tonbridge Street. They contain a series of Edwardian red brick mansion blocks and institutional buildings of varying heights and scales. Tonbridge Street is occupied by a number of late Victorian buildings in yellow and red brick and Bidborough Street, immediately to the south of the site, is occupied by early Queen Alexandra Mansions, an Edwardian red brick mansion block. To the east, the small brick terraced houses lining Argyle Square were built in the 1820s and are notable for their white moulded string courses and architraves and arched ground floor windows and door surrounds capped with arched fanlights.

⁰¹ Kings Cross Conservation Area Statement, June 2004, p. 23.

UNDERSTANDING THE SITE

2.2.4 LOCALLY LISTED BUILDINGS

There are two locally listed buildings within close proximity of the site; the Dolphin Pub, adjacent to the south-east of the Town Hall at the corner of Bidborough Street and Tonbridge Street, and the Euston Road Tavern, adjacent to the west at the corner of Judd Street and Euston Road. Both buildings are public houses and are designated for their architectural and social significance and for the contribution they make to the townscape.

HERITAGE DESIGNATIONS

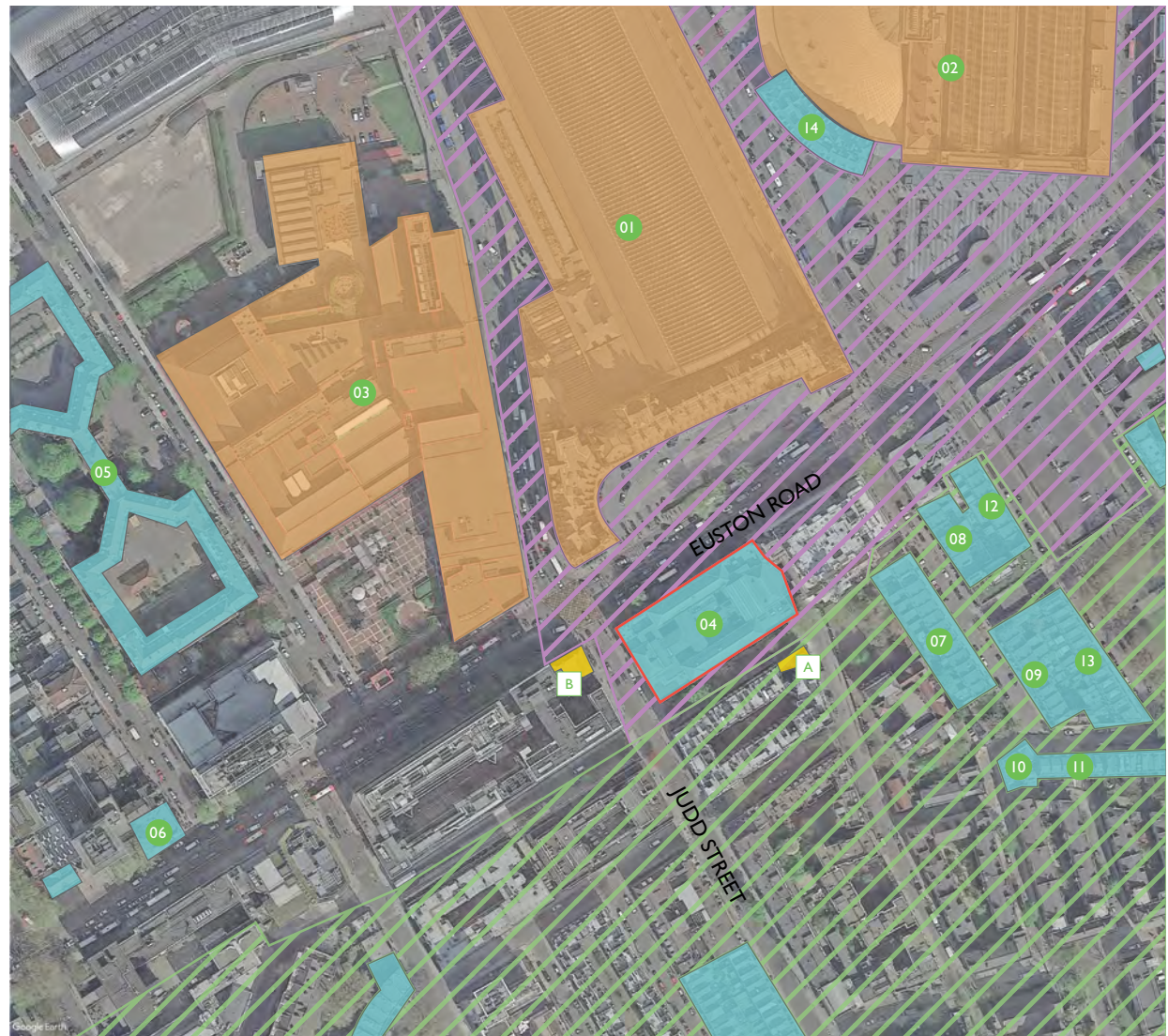
- Site Boundary
- Grade I Listed Building
- Grade II Listed Building
- Locally Listed Buildings
- ▨ Bloomsbury Conservation Area (Sub-Area 13)
- ▨ Kings Cross St Pancras Conservation Area

Listed Buildings:

- 01 St Pancras Station and former Midland Grand Hotel
- 02 Kings Cross Station
- 03 The British Library
- 04 Camden Town Hall
- 05 Levita House (including shops)
- 06 The Rocket Public House
- 07 Nos. 22–36 Argyle Street
- 08 Nos. 7–19 Argyle Street
- 09 Nos. 27–43 Argyle Street
- 10 McGlynn's Pub and No. 1 Whidburne Street
- 11 Nos. 46–58 Argyle Square
- 12 Nos. 1–8 Belgrove Street
- 13 Nos. 36–47 Argyle Street Street
- 14 Great Northern Hotel

- A The Dolphin Pub
- B Euston Road Tavern

This plan is not to scale



Plan showing the heritage designations on the site and within the surrounding area. Base plan © GoogleEarth 2018



UNDERSTANDING THE SITE

2.3 SITE DESCRIPTION

2.3.1 GENERAL

The building comprises five levels of accommodation; Basement, Ground, First, Second and Third floors as well as attics within the pitched roofs. It is roughly rectangular in plan with a slightly angled prow to the eastern end of the ground floor. The building contains two principal uses – the town hall civic function and the public function of the Camden Centre. The principal entrance to the building is on Judd Street with the entrance to the Camden Centre on Bidborough Street. The Camden Centre comprises the eastern third of the building and the remaining two-thirds is occupied by the civic council functions of the Town Hall, including the Council Chamber. There is a ceremonial route from the Judd Street entrance up the principal staircase and around the symmetrical corridors into the Council Chamber at First floor. The corridor at this level is lined with committee rooms, members rooms and offices of Council officials such as the Mayor. The ground floor, Second and Third floors are occupied mainly by cellular offices and the Basement is occupied by plant and storage.

Two main volumes within the building dominate the plan form, the assembly hall, within the Camden Centre, which is a triple height space, and the Council Chamber towards the centre of the building, which is double height. These are adjacent to each other, separated by a pair of lightwells which extend the full height of the building. There is a further pair of lightwells towards the western end of the building each with an adjacent lift and services core (WCs). There are four symmetrical staircases located on the outer edges of the plan.

At ground floor level, there is a spacious and marble-clad lobby inside the Judd Street entrance. It has a modern reception kiosk in the centre and a lift on either side leading up to the upper floors. Opposite this entrance is the principal staircase. It is an imperial staircase starting with one flight and then splitting into two identical returns at half landing level. There are corridors leading directly to the former cashiers area behind the staircase as well as corridors leading left and right to form an encircling corridor, which is a feature at the upper levels of the building too. Around this encircling corridor are offices of varying sizes, the registry, wedding suites and the aforementioned cashiers area. This area in the centre of the plan was originally very open plan and has been infilled with modern partitions.

At the top of this staircase, at First floor, the encircling corridor, which loops back to the Council Chamber in the centre of the plan, serves a number of committee and members rooms. These rooms are timber panelled and have highly decorative architectural features including fireplaces; several of these rooms have sliding partitions between them. The corridors are also timber panelled and have columns painted to imitate marble. The Council Chamber has a Mezzanine level, which is accessed from two narrow staircases on its western side and from the eastern two staircases. A platform lift, inserted into the north-east lightwell provides step-free access from the First floor up to the Mezzanine galleries. The Chamber is a highly decorative space with purpose-built furniture and seating. The space is lit by a central glazed barrel vault flanked by translucent glazed ceiling panels; these are artificially lit.

At Basement and Second floor levels there is less symmetry to the layout than at Ground and First floors. However, akin to the lower floors, these plans are still arranged around the two pairs of lightwells and four associated staircases which bring a semblance order to the plan. The Third floor of the building comprises various offices and stores.

There is a formal entrance into the assembly hall of the Camden Centre from Bidborough Street. There are two lines of double doors separated by a lobby which lead from this entrance into the hall. The hall itself has galleried seating on the south and west sides, the latter of which interconnects with the Council Chamber. There are three further staircases which lead from ground up to the First floor galleries and stores at this level.

UNDERSTANDING THE SITE

2.3.2 EXTERIOR

2.3.2.1 Euston Road Elevation

Euston Road is the principal elevation of the building facing north; the road is a primary thoroughfare and the main public approach to the Town Hall. The elevation is three main storeys, with a Basement below, and the central part elevation has an attic level with a pitched, tiled roof. The elevation is 23 bays wide articulated by two Corinthian temple porticos, each three bays wide and set five bays in from either end of the elevation. These bays project slightly forwards and the Corinthian columns extend through First and Second floors topped by pediments. The seven bays between the porticos also have giant order Corinthian columns topped by entablature and dentilled cornice.

The Basement and Ground floors have channelled rustication, whilst the upper floors, separated from the ground storey by string coursing, are smooth ashlar masonry. The fenestration is simple and repetitive, all openings are square-headed with deep reveals and multi-paned metal framed windows. The Basement has small openings with distinctive keystones and voussoirs and the ground floor windows have a single keystone. The central three windows at First floor have banded grooves indicative of voussoirs and decorative keystones. The same grooved motifs are used in alternate windows of the outer five bays and in selective windows at Second floor. Blind recessed panels top the majority of the First floor windows. The windows within the centre of the porticos have flanking pilasters and semi-circular pediments. The Second and attic level windows are smaller than the Ground and First floor windows and have keystones.

In terms of door openings, there is one in each of the central bays of the porticos; they have heavy architraves and keystones and timber and glazed doors. There is also a door within a single storey extension to the eastern end of the elevation.



Euston Road elevation looking south



Euston Road and Judd Street elevations looking south-west

UNDERSTANDING THE SITE

2.3.2.2 Judd Street Elevation

This eastern elevation contains the principal entrance to the building. It is three storeys high with a partial attic storey in the centre. The Ground floor has channelled rustication, this feature combined with the string course at First floor level distinguishes it from the upper floors and forms a strong base to the elevation. The central bays project outwards, with three entrance openings accessed via steps flanked by a window on each side. Each entrance opening is topped by a keystone and voussoirs. Above is a temple portico, with Corinthian columns rising from First to Second floors topped by a pediment. A substantial entablature tops the Second floor. The windows are similar to those on the Euston Road elevation, those at First floor are the largest and those at Second and attic storeys are much smaller. The Ground floor windows have keystones and selective windows at First and Second floors have grooves indicative of voussoirs in addition to keystones. Two windows on the First floor, in the centre of the wings either side of the central portico, have a more decorative treatment. They are within recesses and are flanked by Corinthian columns supporting an entablature. The three windows within the central portico are full height and have Juliet balconies. Above each alternate First floor window is a blind recess containing a vent. One of the window openings altered to create a doorway with a ramp introduced to allow disabled access.



Judd Street elevation looking north-east

UNDERSTANDING THE SITE

2.3.2.3 Bidborough Street Elevation

The long southern elevation fronts Bidborough Street is 23 bays wide and is more restrained in its detailing than the more principal Euston Road and Judd Street elevations. Like these two elevations, it is three storeys with Basement and partial attic storey. The base of the building has channelled rustication with a string course above, and smooth ashlar First and Second floors. Like on Euston Road, there are three bay projections five bays in from either end of the elevation. Each of these contains a pedimented entrance. The entrance to the Camden Centre, comprises six deeply recessed double doorways, the outermost being an exit and fire escape routes. Each doorway has a timber and glazed pair of doors and a surround which has tall keystones and voussoirs. Above each doorway is a small windows with splayed reveals. This entrance piece is accessed via steps and a modern ramp. The windows, which are largest at First floor level, are articulated with keystones and selected windows at First and Second floors also have grooved decoration indicative of voussoirs. The central First floor windows within the projecting bays are recessed and framed with Corinthian columns. A ground floor one of the windows has been altered to create a further simple door opening with a window above.

2.3.2.4 Tonbridge Walk elevation

The Tonbridge Walk elevation to the east is the least visible due to the narrowness of Tonbridge Walk and the proximity of the Town Hall Annexe. Like the other elevations, the ground floor is channelled and above the string coursing the upper floors are smooth ashlar masonry with a cornice; an attic pavilion crowns the central section. At ground floor is a projecting prow within the central part of the elevation. Above are three large round-arched windows with pilastered architrave and keystones. To either side of the prow, the elevational treatment is very similar to the other three elevations with three bays of square-headed windows with keystones and some with grooved voussoirs. At Second floor within the northernmost bays, closest to the Euston Road, are scars resulting from the recent demolition of the bridge link to the Annexe.



Bidborough Street elevation looking east



Bidborough Street elevation looking west



Doorway on Bidborough Street elevation

UNDERSTANDING THE SITE

2.3.3 INTERIOR

2.3.3.1 The Camden Centre

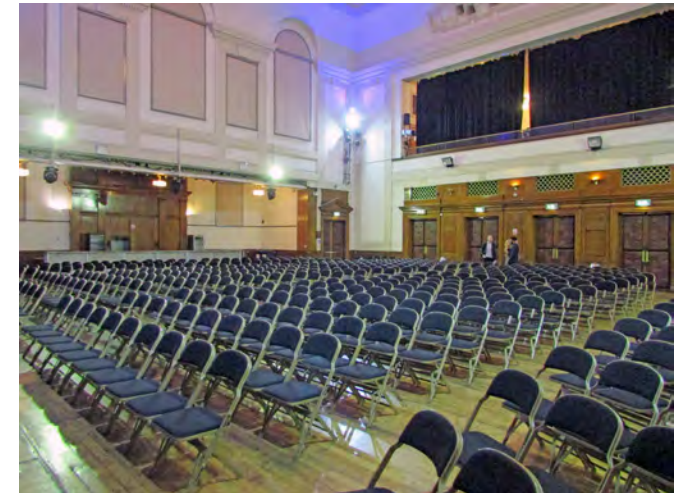
The Camden Centre occupies the eastern third of the building; four pairs of double doors provide entrance access from Bidborough Street. From these entrances visitors pass through a lobby and then through four further sets of doors into a timber-panelled foyer with ticket booths on either side. Four more sets of doors lead into the assembly hall, a vast triple height space has a raised stage opposite the entrance and single storey alcoves to the east and west, a panelled one below the prow of the building and one below a First floor gallery. A further gallery extends over the entrance doors, opposite the stage. Staircases exist either side of the entrance providing exit routes from the First floor galleries.

Within this voluminous space, the walls are decorated with blank, recessed round-arched and square-arched panels with an entablature and dentilled cornice above. The ceiling is coved and decorated with mouldings framing and encircling a large chandelier. The sprung, timber floor has a hatch opening onto a basement store. Each corner of the space has a pedimented timber door. There are original light fittings within the alcoves and galleries. At the northern end of the space is the stage, set within a decorative proscenium and with a timber, parquet floor. There is also extensive surface mounted cabling and modern rigs for stage lighting.

To the rear of the stage are dressing and green rooms. These spaces have a lower level of decorative detail than the main assembly hall space and entrance sequence but do feature original architraved timber doors and parquet flooring. There is secondary glazing to the windows and boxed in and surface mounted pipework and cabling. Similar rooms exist at First floor, accessed by staircases on either side of the stage.



View of the Assembly Hall looking towards the stage and the west gallery



View of the Assembly Hall looking towards the south gallery

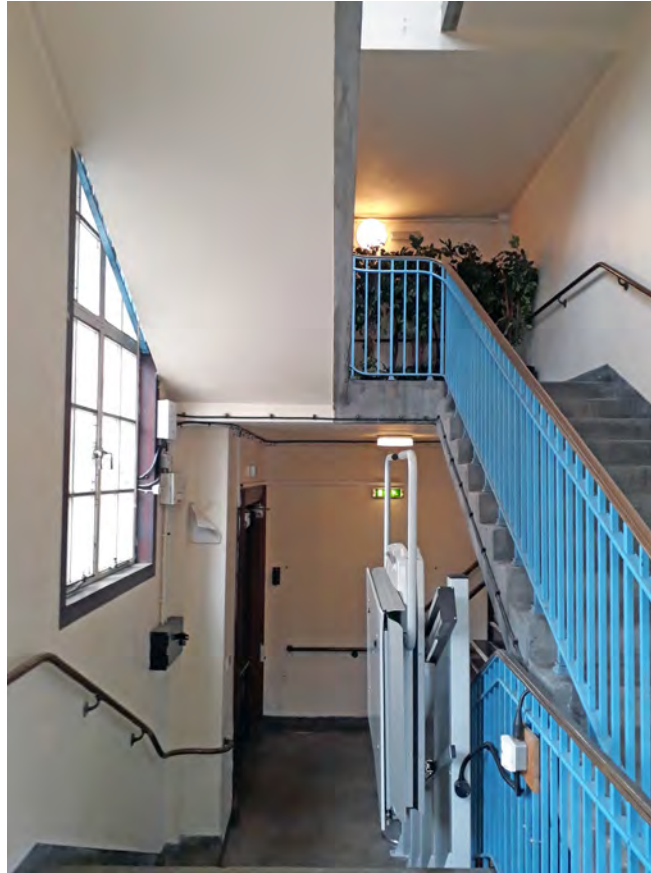


Western gallery showing seating, simple cornice and timber doors (formerly an entrance to the Council Chamber)

UNDERSTANDING THE SITE



View of the Lobby looking east showing herringbone timber floor, panelled walls, coved ceiling and 1930s light fittings



North-east stairwell



View of the Assembly Hall from the south gallery looking towards the stage

UNDERSTANDING THE SITE

2.3.3.2 Civic Areas

Ground Floor

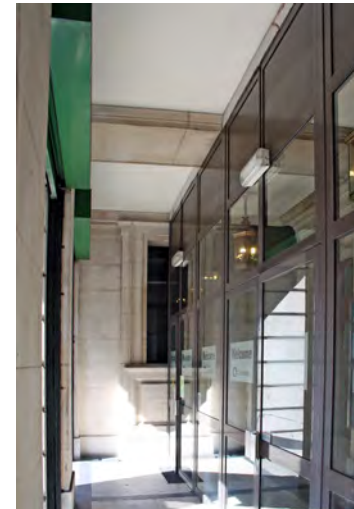
The focus of the ground floor of the civic part of the building is the grand, marble-clad entrance hall and staircase; two symmetrical corridors lead off the entrance hall wrapping around the larger pair of lightwells and WC cores. The entrance hall is accessed through two of the three original doorways from Judd Street and a modern draft lobby. This primary reception space is highly embellished with mottled marble clad walls, coffered ceiling and decorative floors different coloured marble. In the centre of the entrance hall is a modern circular reception desk.

The staircase in the centre of the entrance hall, is an Empire Stair, beginning with one flight and then splitting into two returns at a half landing level. The southern of the two wrap around corridors leads to the former cashiers' area and the northern corridor to the registry, including the marriage suite. The corridors are marble-clad with vaulted ceilings and parquet flooring. Two further corridors, accessed from either side of the staircase, are no longer in use but lead to the main cashiers office counter and waiting area. The registry and cashier's areas are both characterised by modern interiors including later partitions, suspended ceilings and modern fixtures and fittings.

A function room, located on the southern side of the building, was formerly part of the Council's civic functions, however it was converted into a refreshment area / secondary function room for the Camden Centre and is no longer accessible from the civic parts of the building; its interior is modern. The remaining rooms on the ground floor, which line the encircling corridors at the western end of the building, are small to medium-sized office spaces many created by modern partitions which sub-divide larger rooms.



Entrance hall looking towards the northern corridor, the view is obstructed by the modern reception desk



Modern draft lobby within entrance to the building



Northern encircling corridor leading to the registry and marriage suite



Marble central staircase from entrance hall



Lift on the northern side of the entrance hall, the lift car is modern



Modern interventions into the southern encircling corridor to form the cashiers' department, note the partitioning to create a corridor, the alterations to the double doorway and the extensive cabling

UNDERSTANDING THE SITE



Marriage suite, note the artificial lighting and suspended ceiling



Platform lift and staircase connecting the function room to the Camden Centre indicating the change in level between the civic and assembly parts of the building.



Cashiers' department



Function room, part of the Camden Centre but formerly part of the Council's civic functions. Note the addition of an emergency escape staircase, the suspended ceiling and modern fixtures and fittings.



Cashiers' department

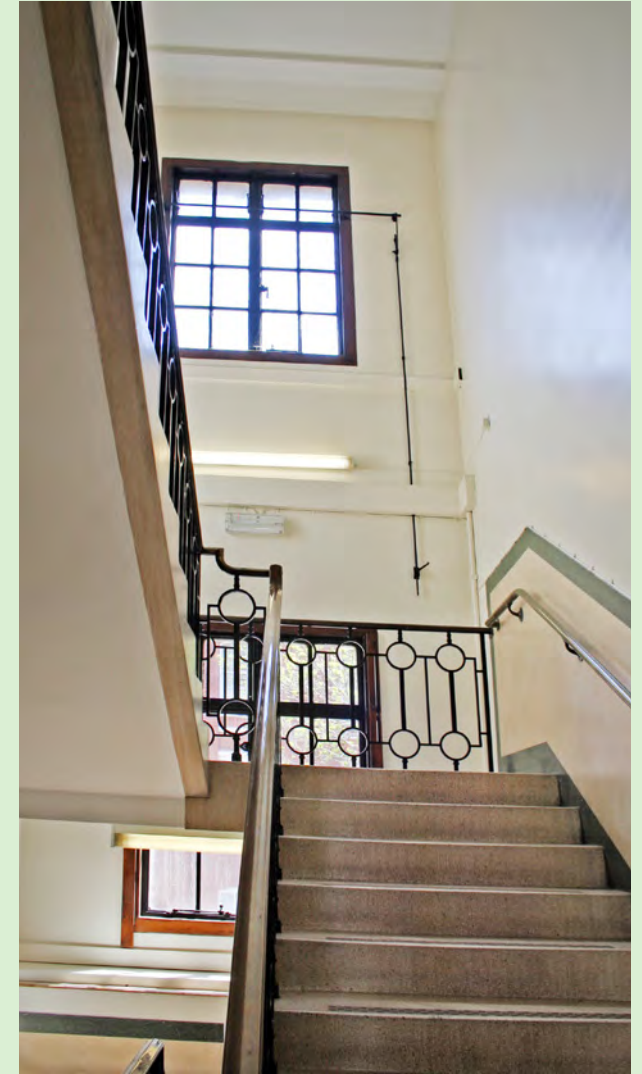
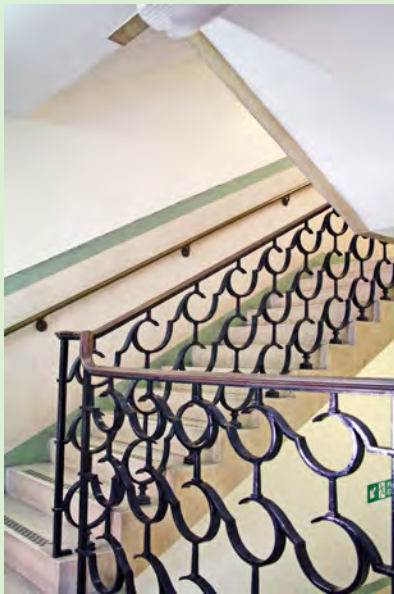


Cashiers' department

UNDERSTANDING THE SITE

Staircases

In addition to the central staircase, there are further staircases within the civic part of the building. There are two staircases at the western end of the building, opposite the two larger lightwells; these extend from Basement up to Third floor level. There is a staircase opposite each of the smaller lightwells which also rise the full height of the building; at ground floor these are both only accessible from the Camden Centre but at the upper levels interconnect with the civic part of the building. The staircases are simply decorated with part height, two tone marble cladding, granite landings and stairs and decorative metal balustrades with timber hand rails. Each staircase has its own unique character with a different balustrade design and colour palette in each but all have a familial relationship.



UNDERSTANDING THE SITE

First Floor

The layout of the First floor is arranged around two large scale and highly decorated spaces: the central staircase and the Council Chamber, which are encircled by vaulted, timber-panelled corridors. As at the other floors, the four lightwells play an important role in the plan form and delineate the encircling corridors. Timber panelled committee

and members rooms as well as the Mayor's suite of rooms line the corridors around the perimeter of the building. The committee and members rooms and the Mayor's suite are characterised by fully timber clad or painted panelled walls, dado rails, long casement windows with metal frames, carpeted floors and simple cornices. There are cast iron radiators installed in all the rooms and a variety of secondary

glazing. There are also original fireplaces in many of the rooms with marble surrounds. A spacious lobby with scagliola columns, marble-clad pilasters and walls, and heavy cornicing, is located between the Council Chamber and staircase provides circulation across the plan.



Committee Rooms around the perimeter of the building



View from the top of the central staircase looking towards the lobby and Council Chamber



Encircling corridor with vaulted ceiling, parquet flooring and timber panelling



Lobby between the Council Chamber and Staircase looking north



The central staircase from the Council Chamber lobby

UNDERSTANDING THE SITE

The Council Chamber is the primary space within the building and the focus of the civic and democratic functions of the Council. It is therefore the largest space and one of the most highly decorated. The double-height room has a central barrel-vault with Diocletian windows at each end and, framing the central vaulting, sets of translucent glazed panels, which are artificially lit. The purpose-built, timber-panelled and leather upholstered furniture is arranged in an arc orientated towards the raised rostrum at the east end. Mezzanine galleries are located to the north and south sides of the chamber, also with bespoke fixed seating. The walls are partly timber panelled and there is a timber balustrade to the Mezzanine galleries, as well as decorative timber pilasters and square-columns supporting the ceiling. The mezzanines are accessed via two small staircases from the lobby or from a modern platform lift installed in the north-east lightwell and accessed from the eastern end of the encircling corridor.



View of Council Chamber from the northern Mezzanine gallery



Altered corridor adjacent to northern Mezzanine gallery to allow wheelchair access; the platform lift is through the door on the left.



Northern gallery of the Council Chamber



Seating in Council Chamber

UNDERSTANDING THE SITE

Second Floor

The layout of the Second floor echoes the First floor below, the corridor which encircles the lightwell and WC cores core and links the central rooms with those at the perimeter of the building. The roof of the Council Chamber creates a large void in the plan form of this level and the eastern pair of lightwells and the four staircases are also important features of the plan form.

This level is primarily in use as offices and as such has a lower level of decoration than the principal Ground and First floors. It has also undergone greater change than the levels below, in particular changes to the partitions. Within the encircling corridor, the walls are painted pale pink, the floors are original, timber parquet and the ceilings feature modern light fittings and exposed pipes and electrical cables. The original timber and glazed double doors dividing sections of the corridor survive and some other historic doors into the offices off the corridor also survive, with surrounding architraves.

The layout of some of the rooms around the perimeter of the corridor has been altered with several phases of partitioning, some of which projects out into the corridor, making it narrower. There are several historic but non-original timber and glazed partitions as well as lightweight, recent partitions which have high-level windows.

Within the offices there are few historic features and many have suspended ceilings. There is extensive wall mounted cabling and boxing in of services both in the offices and in the corridor. The majority of the external facing windows have secondary glazing units installed.



Northern part of encircling corridor with original parquet flooring, note the modern partition to the left side



Eastern end of southern corridor, the modern partitions have been built out into the corridor

UNDERSTANDING THE SITE



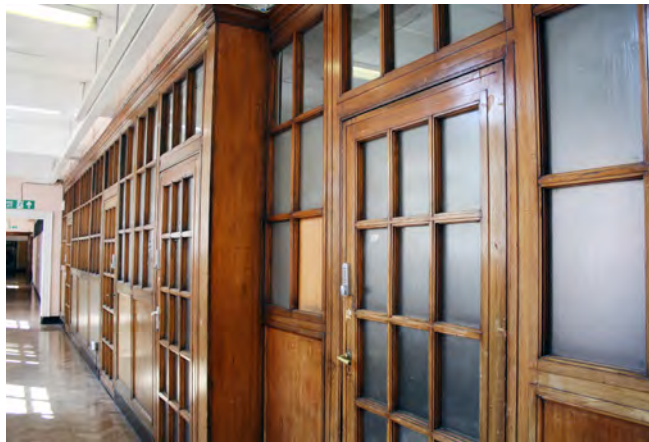
Large office at north-west corner of building, note the modern lighting and extensive cabling and boxing in on the walls



Large office at south eastern corner with suspended ceiling and boxed in cable runs



Southern part of encircling corridor with non-original timber and glazed partition to left side



Long section of non-original timber and glazed



Southern WC core at Second floor level

UNDERSTANDING THE SITE

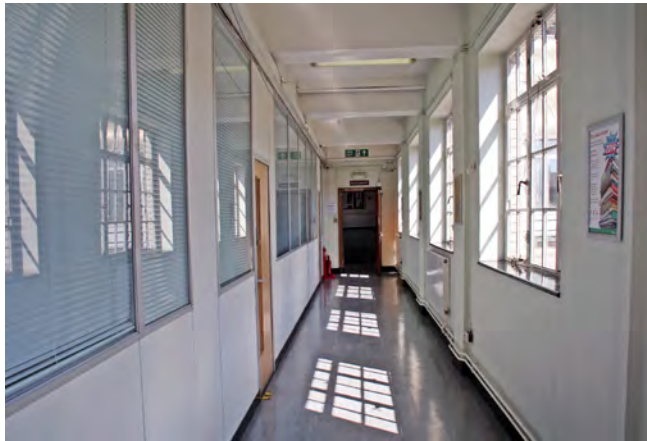
Third Floor

The Third floor layout repeats the familiar pattern established on the floors below: a corridor encircles the pair of western lightwells and extending towards the eastern pair. Like the Second floor below there is a large void in the floor plan created by the roof of the Council Chamber at First floor. The plan is also cut away at each of the four corners to create external terraces bound by stone parapets; the eastern two terraces are occupied by plant.

As at Second floor, this level is also primarily in office use. It is more utilitarian in character and has undergone greater change than the other floor levels. The encircling corridor largely retains its original, timber parquet flooring except a section on the northern side which has been replaced with lino. Otherwise, there are few historic features except a number of door architraves and the metal-framed windows. The majority of the external facing windows have secondary glazing units installed.

There have been numerous partition changes across the floor plan, often later 20th century lightweight partitions which are frequently on different alignments to the original layout or projecting into the encircling corridor, narrowing its width in places. Within the offices there are few historic features and many have suspended ceilings. There is extensive wall mounted cabling and boxing in of services both in the offices and in the corridor.

Perhaps the greatest changes to the layout are the 1940s T-shaped extension between the Council Chamber roof and the western lightwells and the addition in the later 20th century of a conservatory-like structure to the eastern end of building. Associated with the latter, steps within the former corridor to the north were replaced with a ramp and the windows in the former external wall removed.



Section of northern corridor with lino flooring and modern partition to the left side



Modern conservatory-like structure, note the glazed bricks which would have originally been on external walls



Southern part of encircling corridor with original parquet flooring but no other decorative features except a timber door architrave

UNDERSTANDING THE SITE



Later extension at Third floor, indicated by the brick finish compared to the glazed tiles below



Eastern end of southern corridor with modern partition built out into the corridor



Corner external terrace overlooking St Pancras Chambers on Euston Road

UNDERSTANDING THE SITE

2.3.3.3 Basement

The Basement was designed to have an ancillary function and is currently in mixed use for ancillary offices, storage, circulation and plant across the whole footprint of the building. The portion of the Basement below the civic parts of the building has a very high floor to ceiling height where as the eastern end of the Basement has a lower ceiling due to the large triple height volume of the Camden Centre above. The lightwells still have a role in the plan form at this level, however the eastern pair are connected, which reduced the strength of their contribution and the south-western one has been infilled, the ground floor level which reduces its legibility. The encircling corridor is also an important feature although it only extends around the western lightwells at this level.

At the eastern end of the building are four large vaults, which were in use as air raid refuges during the Second World War; remnants of the painted signage can be discerned on the vault doors. There are several store rooms on the north and south sides of the plan with a large office overlooking the north-west lightwell adjacent. The rest of the central part of the Basement is given over to plant rooms. The part of the Basement below the Camden Centre also contains a central plant room with a cloakroom and visitor toilet facilities to the south and a large store below the stage and staff toilet facilities to the north. Below the prow of the building is a large room, currently in use as an office.

There are some areas of later partitioning at this level of the building, mainly to sub-divide larger rooms and to create toilet facilities. Other major changes include the infilling of the south-western lightwell and the extensive plant installed in the pair of eastern lightwells. The finishes and fixtures and fitting in the Basement are more utilitarian than at the upper levels, however some original timber doors remain as well as concrete floor finishes. Original and historic signage also survive.



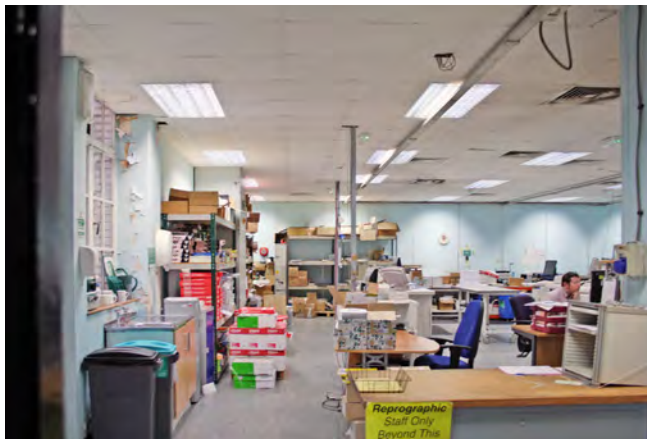
The south-west lightwell has been infilled but its volume and windows remain



Store room with high ceiling on north side of encircling corridor



Corridor to the east of western lightwells with two vaults to the left side



Large office adjacent to north-western lightwell



Corridor in Basement below Camden Centre clad in white glazed brick

UNDERSTANDING THE SITE



Archive storage vaults along Judd Street side of Basement



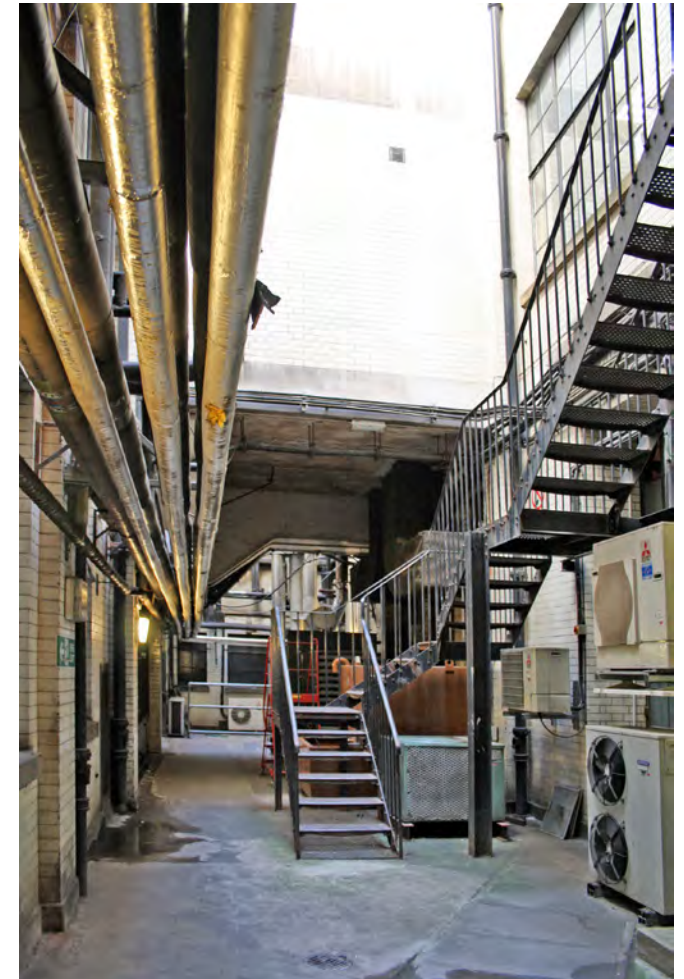
Archive storage vaults along Judd Street side of Basement



Original doormat in Basement emblazoned with the acronym for St Pancras Borough Council



Store room on north side of Basement with white glazed tiles



Eastern pair of lightwells are connected at the Basement level, note the extensive plant

UNDERSTANDING THE SITE

Lightwells

As previously identified, the four lightwells are key components in terms of their volumes and contribution to the plan form of the listed building. The lightwells are clad in white glazed brick with metal-framed windows. On the elevations adjacent to the WC cores there are cast iron drain pipes. There is extensive plant within the eastern pair of lightwells and air conditioning units within the north-west lightwell. The Basement level of the south-west lightwell has been infilled.



The north-east lightwell has further plant and a platform lift extending between First and Mezzanine floor levels



The south-east lightwell contains many exhaust chimneys and other plant



Air-conditioning units, pipework and cabling attached to the tiled walls of the north-west lightwell



Waste pipes on the north-west lightwell, note the air-conditioning units in cages to the right. The lightwells are clad with white glazed tiles.

UNDERSTANDING THE SITE

2.3.3.4 Roof

The principal components of the roof are the four hipped roofs clad in Westmorland tiles which are located centrally on each side of the building. At the corners of the building are the external terraces which form flat roofed areas finished with paving slabs. In the centre of the building behind the western pitched roof is an asphalt-roofed plant room and adjacent a T-shaped area of pitched roofs, wrapping around the western pair of lightwells; this is a later extension at Third floor level. In the centre is the roof over the Council Chamber which is asphalt covered over the barrel vault and flanked by glazed lanterns on each side and areas of flat roof. Between the two eastern lightwells is a further asphalted plant room, which is original and then the large glazed form of the conservatory roof.



View of the roofscape looking east towards the Town Hall Annex



View of the roofscape looking west showing the office block extension and the smaller pitched roofs at the centre



North-west roof terrace looking towards the Renaissance Hotel on the other side of the Euston Road



View looking south-east showing the glass-house style extension

UNDERSTANDING THE SITE

2.4 RELEVANT PLANNING LEGISLATION, POLICY AND GUIDANCE

2.4.1 INTRODUCTION

Due to the special significance and the Grade II listed status of Camden Town Hall and its location within the Kings Cross St Pancras Conservation Area, the following planning legislation and policy must be considered when developing proposals:

- *Planning (Listed Buildings and Conservation Areas) Act (1990)*
- *National Planning Policy Framework* – specifically Section 12 Conserving and Enhancing the Historic Environment
- *The London Plan: The Spatial Development Strategy for London* – in particular Policies 7.8 and 7.9
- *Camden Local Plan* – specifically policy D2

The relevant parts of these documents are reproduced and discussed within this section along with the following best practice guidance produced by Historic England:

- *Conservation Principles, Policy and Guidance*
- *The Setting of Heritage Assets*

2.4.2 PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS ACT) 1990

Listed buildings are designated under the Planning (Listed Buildings and Conservation Areas) Act 1990 for their special architectural or historic interest. Listing gives them protection as alterations, additions or demolitions are controlled by Listed Building Consent, which is required by local planning authorities when change is proposed.

2.4.3 NATIONAL PLANNING POLICY FRAMEWORK

The National Planning Policy Framework (NPPF), updated in February 2019, sets out the Government's planning policies for England and how these are expected to be applied in the presumption in favour of sustainable development. It outlines the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so.

The NPPF is a material consideration for local planning authorities in determining planning and LBC applications. Section 12 considers conserving and enhancing the historic environment. The policies emphasise the need for assessing the significance of heritage assets and their setting in order to fully understand the historic environment and to inform suitable design proposals for change to significant buildings. They also require that the impact of development proposals which affect heritage assets to be assessed.

Of particular relevance are paragraphs 132–134:

132. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or

loss 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*

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

- *the nature of the heritage asset prevents all reasonable uses of the site; and*
- *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;*
- *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *the harm or loss is outweighed by the benefit of bringing the site back into use.*

134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use."

UNDERSTANDING THE SITE

2.4.4 THE LONDON PLAN

The London Plan is the overall strategic plan for London, and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital over the next 20–25 years. First published in 2011, the most recent version dates from 2016 and forms part of the development plan for Greater London. London boroughs' local plans need to be in general conformity with the London Plan, and its policies guide decisions on planning applications by councils and the Mayor. The key policy of relevance to this report is 7.8 and is reproduced below.

Policy 7.8 – Heritage Assets and Archaeology

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.*

Policy 7.9 Heritage-led Regeneration

Strategic

- A Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration. This includes buildings, landscape features, views, Blue Ribbon Network and public realm.*

Planning decisions

- B The significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.*

UNDERSTANDING THE SITE

2.4.5 CAMDEN LOCAL PLAN

The Camden Local Plan, adopted in 2017, sets out the Council's planning policies, providing a robust and effective framework within which development can take place. The policies in the Plan respond to the borough's unique characteristics and contribute to delivering the Camden Plan and other local priorities. The Local Plan will cover the period from 2016–2031. The principal policy of relevance to this assessment is D2 – Heritage, which is reproduced below.

Policy D2 Heritage

The Council will preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets.

Designated Heritage Assets

Designed heritage assets include conservation areas and listed buildings. The Council will not permit the loss of or substantial harm to a designated heritage asset, including conservation areas and Listed Buildings, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a the nature of the heritage asset prevents all reasonable uses of the site;*
- b no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;*
- c conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*

- d the harm or loss is outweighed by the benefit of bringing the site back into use.*

The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm.

Conservation areas

Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas.

The Council will:

- a require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;*
- b resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;*
- c resist development outside of a conservation area that causes harm to the character or appearance of that conservation area; and*
- d preserve trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for Camden's Architectural Heritage*

Listed Buildings

Listed buildings are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. To preserve or enhance the borough's listed buildings, the Council will:

- a resist the total or substantial demolition of a listed building;*
- b resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building; and*
- c resist development that would cause harm to significance of a listed building through an effect on its setting.*

Archaeology

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

Other heritage assets and non-designated heritage assets

The Council will seek to protect other heritage assets including non-designated heritage assets (including those on and off the local list), Registered Parks and Gardens and London Squares. The effect of a proposal on the significance of a non-designated heritage asset will be weighed against the public benefits of the proposal, balancing the scale of any harm or loss and the significance of the heritage asset.

UNDERSTANDING THE SITE

2.4.6 CONSERVATION PRINCIPLES

Conservation Principles was published by English Heritage (now Historic England) in 2008. It provides a comprehensive framework for the sustainable management of the historic environment, wherein 'Conservation' is defined as *the process of managing change to a significant place in its setting in ways that will best sustain its heritage values, while recognising opportunities to reveal or reinforce those values for present and future generations*. The guidance also provides a set of four heritage values, which are used to assess significance. The values are evidential, historical, aesthetic and communal and are discussed in Section 5 of this report.

2.4.7 HISTORIC ENVIRONMENT GOOD PRACTICE ADVICE IN PLANNING NOTE 3: THE SETTING OF HERITAGE ASSETS (2ND EDITION)

The significance of a heritage asset is not only derived from its physical presence but also from its setting and the surroundings in which it is experienced. The *Setting of Heritage Assets* (2nd Edition) published in 2017 by Historic England provides guidance on managing change within the setting of a heritage asset. It recommends a staged approach to assessment of proposals during design evolution:

Step 1: identify which heritage assets and their settings are affected

Step 2: the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: explore ways to maximise enhancement and avoid or minimise harm

Step 5: make and document the decision and monitor outcomes.

This guidance document is of relevance to this report as the proposals have the potential to affect the setting of other heritage assets in the vicinity of the site.

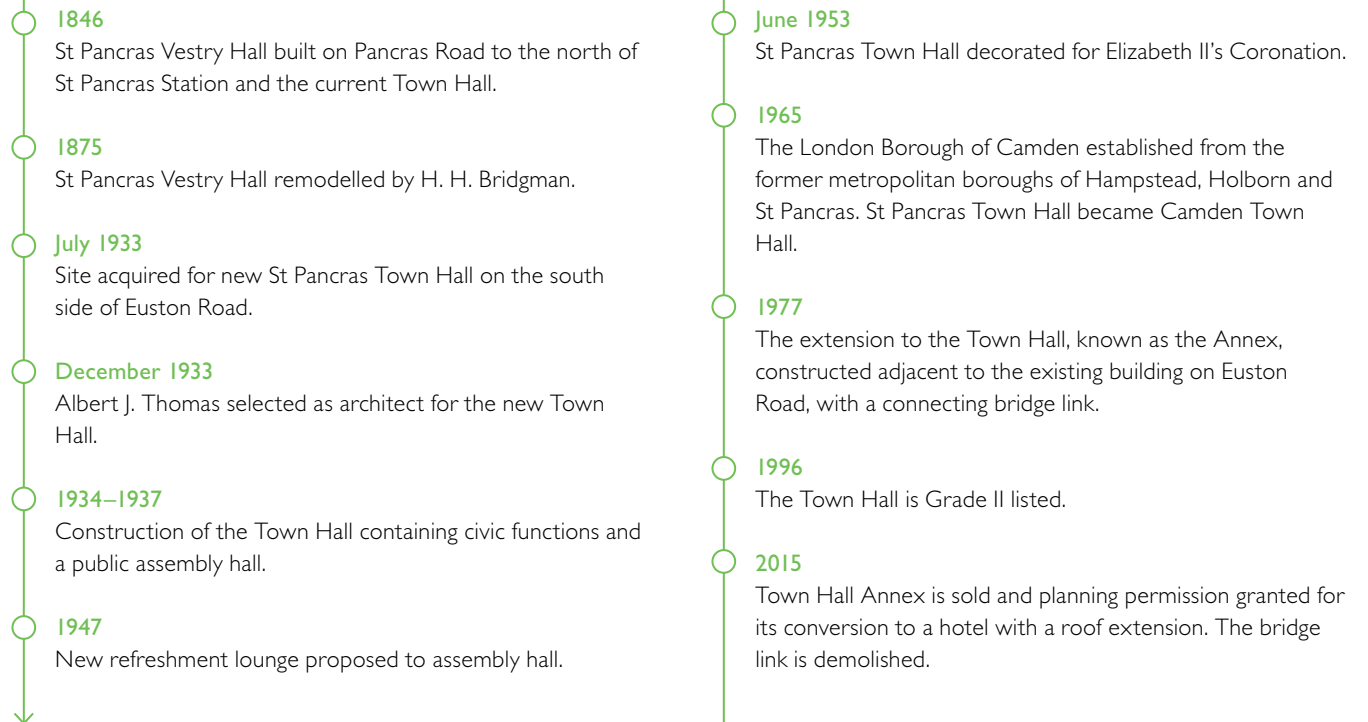
SECTION 3.0

HISTORIC DEVELOPMENT

3.1 INTRODUCTION

This section sets out the current knowledge regarding the historic development of the site from initial development through to the present day. It has been developed following desk-based research, including online sources, and research at a number of relevant archives including the Camden Local Studies Library, the RIBA Library and the London Metropolitan Archives. It is also supplemented by privately held material from Tim Drewitt, relative of A. J. Thomas architect of the Town Hall, supplied by Lendlease. The section is structured to first provide a summary timeline of the historic development of the building and civic administration within the area, then a more detailed narrative history illustrated with historic photographs and maps and then colour-coded and annotated historic development plans for each level of the building.

3.2 HISTORIC DEVELOPMENT TIMELINE

- 
- 1846**
St Pancras Vestry Hall built on Pancras Road to the north of St Pancras Station and the current Town Hall.
 - 1875**
St Pancras Vestry Hall remodelled by H. H. Bridgman.
 - July 1933**
Site acquired for new St Pancras Town Hall on the south side of Euston Road.
 - December 1933**
Albert J. Thomas selected as architect for the new Town Hall.
 - 1934–1937**
Construction of the Town Hall containing civic functions and a public assembly hall.
 - 1947**
New refreshment lounge proposed to assembly hall.
 - June 1953**
St Pancras Town Hall decorated for Elizabeth II's Coronation.
 - 1965**
The London Borough of Camden established from the former metropolitan boroughs of Hampstead, Holborn and St Pancras. St Pancras Town Hall became Camden Town Hall.
 - 1977**
The extension to the Town Hall, known as the Annex, constructed adjacent to the existing building on Euston Road, with a connecting bridge link.
 - 1996**
The Town Hall is Grade II listed.
 - 2015**
Town Hall Annex is sold and planning permission granted for its conversion to a hotel with a roof extension. The bridge link is demolished.

HISTORIC DEVELOPMENT

3.3 DETAILED HISTORIC DEVELOPMENT

3.3.1 HISTORY OF SURROUNDING AREA

In the mid-eighteenth century the site of the future Camden Town Hall was occupied by arable fields some distance to the north of the city. As demonstrated by Rocque's map of 1746, the site lay at the northern edge of Lambs Conduit Fields close to Battle Bridge, a small settlement in the vicinity of the current Kings Cross Station.

In 1756 Euston Road was constructed through the fields to the north of London, to provide an east / west route which avoided the congested Oxford Street. Following this, through the second half of the eighteenth century development increased around Battle Bridge, becoming known as Somers Town. The south side of Euston Road remained as fields.



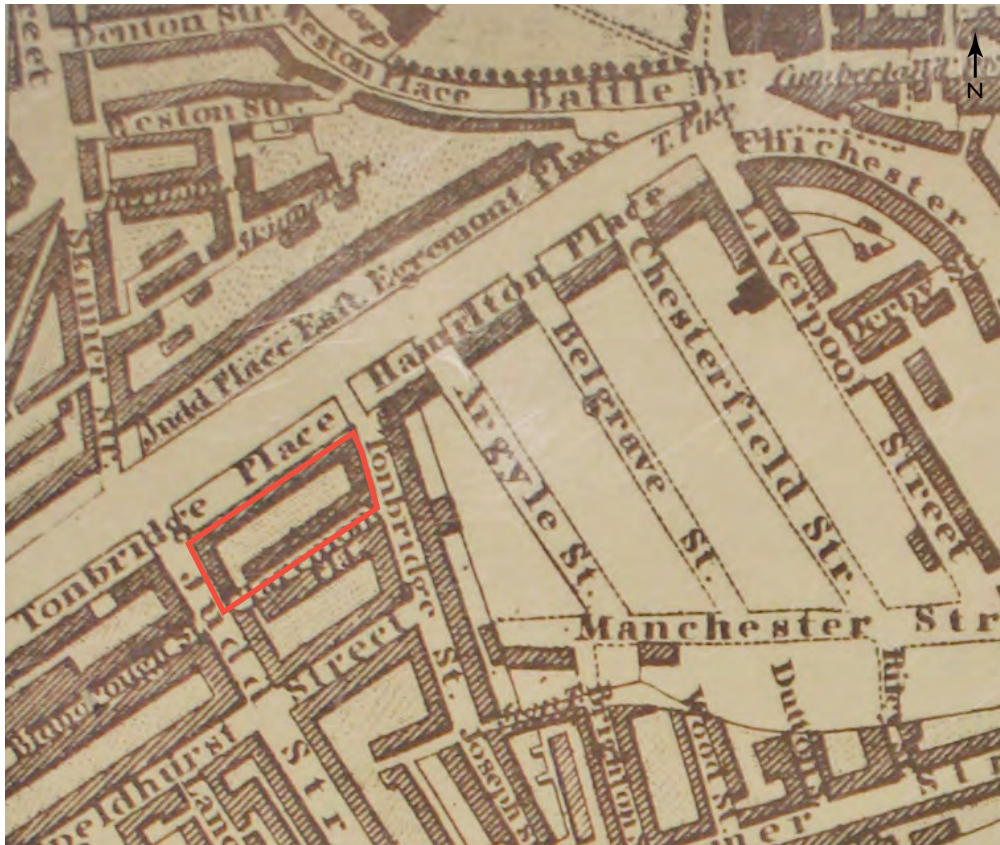
Rocque's map of 1746, the approximate location of the site is circled in red



Horwood's map of 1799, the approximate location of the site is circled in red

HISTORIC DEVELOPMENT

Development of the fields to the south of Euston Road continued through the early nineteenth century with the grid of streets appearing on Greenwood's map of 1827. The site of the Town Hall is occupied by terraced houses at this time.



Greenwood's maps of 1827, the approximate site boundary is outlined in red. The road to the south of the site was at this time known as Claremont Place and the terrace on the main road as Tonbridge Place.

With the development of the railways, several major railway termini were established in this part of London, on the north side of Euston Road. St Pancras Station was built directly opposite the site, completed in 1868. The streets to the south of the site, including Argyle Street, Belgrave Street and Chesterfield Street, had been fully developed with houses by the second half of the nineteenth century. The OS map, dating from 1871, shows these streets and also more clearly shows the terraced houses which occupy the site itself. A pub is identified at the north-eastern corner of the urban block and the houses facing the Euston Road have generous front gardens.



OS map of 1870-71, the site boundary is outlined in red Ordnance Survey (c) Crown Copyright 2018. All rights reserved. Licence number 100020449

HISTORIC DEVELOPMENT

Towards the end of the nineteenth century, St Pancras Station was extended to include a vast goods shed to the west of the main station, to the north-west of the site. Claremont Place was also renamed to become an extension of Bidborough Street.



OS map of 1893, the site boundary is outlined in red, the buildings on the site have not changed since the previous OS map. Ordnance Survey (c) Crown Copyright 2018. All rights reserved. Licence number 100020449

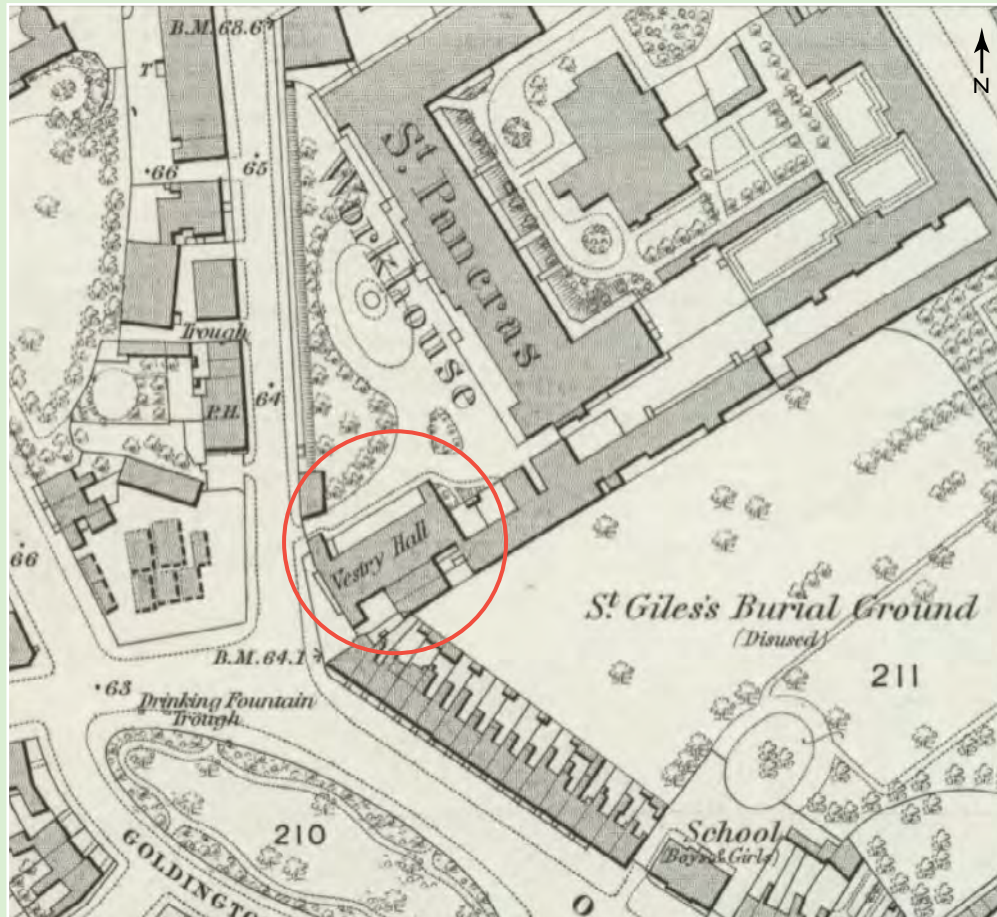
HISTORIC DEVELOPMENT

St Pancras Vestry Hall

The precursor to the current Town Hall, the St Pancras Vestry Hall was built on Pancras Road, to the north of the site, for the Select Vestry of St Pancras in c.1846. The parish workhouse owned the land and the building was erected for the use of the Vestrymen and the Directors of the Poor, who were succeeded in 1867 by the Board of Guardians. The building remodelled by H. H. Bridgman in 1875, with a new front and additional office provision. The building was renamed the Town Hall in 1900 and from this point was maintained by the Borough Council. From the late 1890s, the Vestry Hall lacked the necessary space for the Council and staff; furthermore, a demand arose for a civic building with the capacity to house public meetings, as well as house the council departments.⁰¹ This served as the impetus for constructing the current Town Hall building in the 1930s.



St Pancras Vestry Hall (© London Metropolitan Archives: SC/SS/07/3, 1-275)



OS map of 1870-71 showing the location of the nineteenth century Vestry Hall outlined in red. The current Town Hall is located approximately 0.5 miles to the south of the Vestry Hall site.

⁰¹ Pamphlet detailing the *Official Opening of the New Town Hall and Assembly Hall*, July 1, 1937

HISTORIC DEVELOPMENT

3.3.2 DEVELOPMENT OF THE TOWN HALL

3.3.2.1 Early Twentieth Century

The OS map of 1913–1914 shows that the majority of the terraced houses on the site have been demolished with just those at the eastern end remaining. A post office is located at the western end of the site but the remainder devoid of buildings. The part of Euston Road adjacent to the site has been widened taking in the former front gardens of the terraces are no longer shown.



OS map of 1913–14, the site boundary is outlined in red. Ordnance Survey (c) Crown Copyright 2014. All rights reserved. Licence number 100020449

HISTORIC DEVELOPMENT

By the early 1930s, the site of the Town Hall has been fully cleared of buildings. As the following photographs show, it was occupied for some months in 1931 by a pleasure-ground.



View of the pleasure-ground occupying the site of the Saint Pancras Town Hall with St Pancras Chambers behind on Euston Road, c.1931 (© Camden Local Studies: LCP P791.068, DIG 00825)



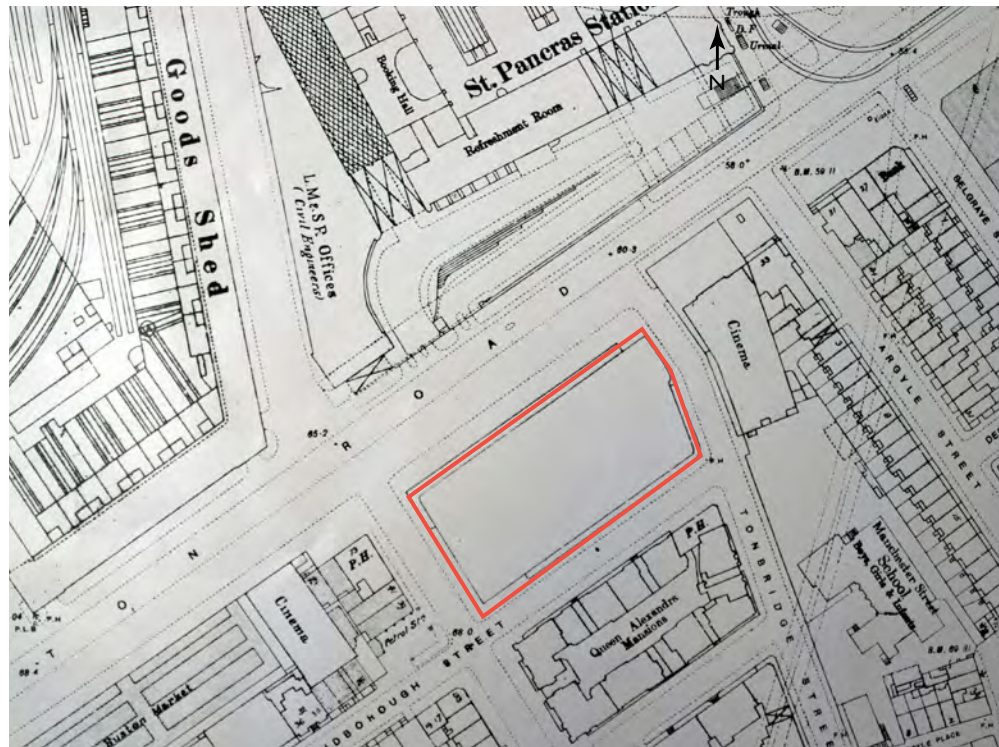
View of the pleasure-ground occupying the site of the Saint Pancras Town Hall with Queen Alexandra Mansions behind on Bidborough Street, c.1931 (© Camden Local Studies: LCP P791.068, N3212)

HISTORIC DEVELOPMENT

The site of the new Town Hall was acquired by the Borough Council in July 1933. Sketch plans by Albert J. Thomas were put on display in December 1933 and the Council accepted a tender from the Dove Brothers Ltd. of Islington for £263,750 as general contractors for the new Town Hall.⁰²

Thomas had been the assistant of Edwin Lutyens, working on many of his buildings and monuments including the Cenotaph. Thomas also previously designed several housing schemes for St Pancras Borough Council from 1924 onwards.⁰³

The OS map of 1934 shows the site immediately prior to the construction of the Town Hall. It is entirely empty of buildings.



OS map of 1934, the site boundary is outlined in red. Ordnance Survey (c) Crown Copyright 2014. All rights reserved. Licence number 100020449

⁰² Robin Woolven, 'Camden's Vestry and Town Halls: Vestries, Councils and ratepayers', *Camden History Review*, 39 (2015), p. 13

⁰³ List entry description