



Heritage Statement

“Creation of new outdoor terrace on 1st floor roof of front projection of public house; installation of new plant equipment, new bin store and fire access staircase to the rear”

Bull & Gate Public House, 389 Kentish Town Road, London, NW5 2TJ



London



Harrogate



Bristol

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Executive Summary

At the heart of this application is the need for the Bull & Gate to diversify its offer, provide a reliable income stream all year round, and, ultimately, continue to serve the community as a viable pub for years to come. In the face of stiff competition and the closure of over 1,700 pubs across London within the last 20 years, it is compelling that the Bull & Gate needs to adapt in order to survive.



This Heritage Statement demonstrates that the proposals offer a reasonable solution to the lack of external customer seating, a problem that has had a significant effect on summer trade levels, and in turn threatens the pub's overall vitality and viability. It is considered that any threat to the viability of a heritage asset is also a threat to its longevity and preservation. The proposals ensure that this threat is removed.

The additional income stream can be achieved with minimal impact upon the fabric of the listed building and so it is considered that the proposals offer a logical response to protect the viability of the community use and listed building.

Whilst it is concluded that the proposals would result in no more than 'negligible harm', a worst case scenario of 'less than substantial harm' is taken and is considered to be significantly outweighed by the substantial public benefits of ensuring that the community public house remains vibrant and viable all year round, and that the listed building can be preserved through active use and inward investment. The proposals are demonstrated to be compliant with Paragraph 196 of the NPPF and local policies.

The proposed development will ensure the following benefits can be achieved:

- Provision of an additional 50 external covers to enhance the vitality and viability of the public house and community hub
- Retention of the character of the traditional pub with proposals located within a later phase of the building and carefully designed to minimise harm
- Investment in the upkeep of the listed building
- Increased greenery within a traffic dominated part of Kentish Town
- The provision of additional employment relating to the uplift in customer numbers
- Improved health and safety for customers and staff.

1. Introduction

- 1.1. This Heritage Statement has been prepared by Heritage Potential (a trading name of Planning Potential Ltd), on behalf of Young & Co's Brewery Plc (hereafter referred to as Young's), in support of proposals for the 'Creation of new outdoor terrace on 1st floor roof of front projection of public house; installation of new plant equipment, new bin store and fire access staircase to the rear' at Bull & Gate, 389 Kentish Town Road, London, NW5 2TJ. The purpose of this report is to examine the impacts associated with the proposed development.
- 1.2. The Statement has been prepared by Niall Hanrahan of Planning Potential. Niall has a MSc in Historic Conservation and is also MRTPI accredited. This joint heritage and planning specialism allows him to effectively balance the public benefits of proposals against any identified harm to heritage assets.
- 1.3. Section 2 of this Statement describes the site and its surroundings.
- 1.4. Section 3 sets out the relevant policy and guidance framework.
- 1.5. Section 4 assesses the significance of any relevant heritage assets, principally the statutorily listed building.
- 1.6. Section 5 describes the proposals in detail.
- 1.7. Section 6 justifies the proposals and assesses the development against relevant national and local planning policies.
- 1.8. Section 7 provides an overview of the proposal and draws conclusions.
- 1.9. Overall, this statement provides an assessment of the proposals in relation to the relevant national and local planning policies and demonstrates that the proposals will have a positive impact on the longevity and preservation of the listed public house. Crucially, the proposals have a positive impact on the vitality and viability of the public house as a community use and will secure the survival of the popular local pub, which is clearly a Government priority in light of over 1,700 public house closures in London within the last 20 years.
- 1.10. It is demonstrated that the proposals offer a reasonable solution to the lack of external customer seating, a problem that has had a significant effect on summer trade levels, and in turn threatens the pub's overall vitality and viability. Any threat to the viability of a heritage asset is also a threat to its longevity and preservation. The proposals ensure that this threat is removed.
- 1.11. Whilst it is concluded that the proposals would result in no more than 'negligible harm', a worst case scenario of 'less than substantial harm' is taken and is considered to be significantly outweighed by the substantial public benefits of ensuring that the community public house remains vibrant and viable all year round, and that the listed building can be preserved through active use and inward investment. The proposals are thereby compliant with Paragraph 196 of the NPPF.

2. Site Context and Planning History

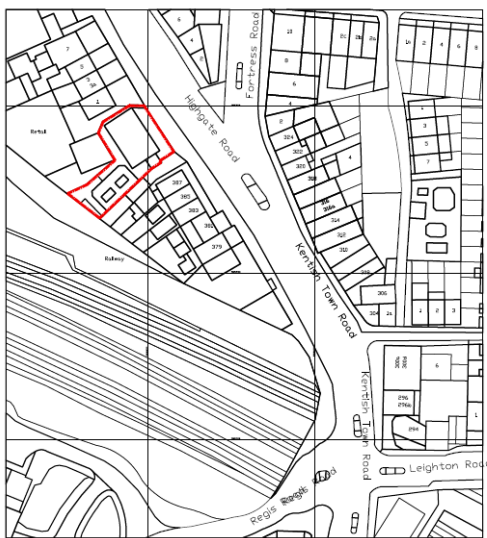
2.1. The Bull & Gate is a Grade II listed building which was first listed on 23 August 2005. The listing description reads as follows:

"Pub. Dated 1871 with minor later alterations. Architect unknown. Red brick with rendered dressings. EXTERIOR: Advanced ground floor houses the public rooms and main entrances with a curved return to the north where second door, large windows with decorative transoms have been replaced, and a pair of wide arches over the 2 main openings, that to the left with some later infill (formerly a shop here). All of this is richly detailed, including heads and leaves in the ionic capitals over the marble pilasters, the name of the pub spelled out prominently in the frieze and an eponymous bull and gate relief above the main entrance. Behind this are 2 further storeys of the building, of red brick with rendered detailing to rusticated pilasters and frieze, of 5 window bays with a central elongated Palladian style window under a half-moon shape plaque announcing 'Bull & Gate 1871'. The first floor windows have semi-circular shells over each one, and the brick is curved at both corners. Plaque to north side with date, architect and builder names is heavily painted. Side and rear elevations much plainer and more altered, including inserted C20 windows to rear. INTERIOR: Much of the original pub interior survives, such as the bar counter with pilasters and cornelled brackets, and the back bar with decorative glass, and cast-iron fluted columns with ornate composite capitals. The original plan form is also mainly readable, with the front public rooms divided by partition with Neo-Classical dressed arch, and a former billiard room to the rear. Also of interest is a strapwork embossed paper ceiling, wide arches with fluted pilasters, and Neo-Classical detailing around the arch (that to the rear alternating small medallions of bulls' heads with the vases), pedimented doorcases and hardwood vestibule, fruity grape detailing throughout, large skylight to rear and fireplace in front bar. To rear wall of main bar, a pair of wide arches, that to north with later bar extension now projecting from it, that to south with further pedimented double door into rear now used as a music venue, which has fewer features of interest. HISTORY: The Bull and Gate was rebuilt in 1871 on the site of an C18 pub, when it was apparently known as the 'Boulogne Gate' at this important 'pick-up-and-set-down' point for travellers in and out of London via the north. A 1904 photograph shows a show in the end bay, and a slightly different window and door arrangement, as well as an openwork parapet along the front range. SOURCES: The Fields Beneath, Gillian Tindall; Kentish Town Past, John Richardson; Buildings of England London 4: North.

A fine Victorian pub in the Gin Palace tradition with exuberant internal and external detailing (including a bull and gate illustrating the historic name) and a well surviving quality pub interior, that furthermore has group value, particularly with the Assembly Rooms pub (q.v.) at the same historic junction."

2.2. The Victorian pub was listed as Grade II following a request for spot listing when the building was being sold in 2005. The property is not within a conservation area.

Site Location



Source: LAP

1892 Image from the Sporting Mirror (September 12 1892)



Source: Camden Local Studies

2.3. The public house is predominantly surrounded by commercial units with residential areas branching off the main roads of Kentish Town Road, Highgate Road and Fortess Road.

Bull & Gate (2020)



Source: Young's

3. Policy and Guidance

Heritage Legislation

- 3.1. The Planning (Listed Buildings and Conservation Areas) Act 1990 is the primary legislation and foundation on which further policy, and guidance relating to the conservation of the historic environment is built. Section 66 of the Act relates to the 'general duty as respects listed buildings in exercise of planning functions', with Section 66 (1) stating that when deciding whether to grant planning permission for a development, special regard must be given by the local authority to the "desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses" (Planning Act 1990, Section 66).
- 3.2. In relation to the setting of listed buildings, the Court of Appeal clarified interpretation of Section 66 (1) within *Barnwell Manor Wind Energy Ltd v East Northampton District Council* [2014] EWCA Civ 137 (Royal Courts of Justice, 2014), ruling that the setting should be "given considerable importance and weight" when the decision maker carries out the balancing exercise.
- 3.3. Section 66 (2) of the Act states that "a local authority shall have regard to the desirability of preserving features of special architectural or historic interest, and in particular, listed buildings".

NPPF (2019)

- 3.4. The National Planning Policy Framework, with which all Local Development Plans must comply, constitutes the national level of planning policy and is a material consideration in planning decisions. The NPPF was originally introduced in March 2012 and was subsequently updated and published on 24 July 2018. The 2018 update broadly retains the wording of the 2012 Chapter on Conserving and Enhancing the Historic Environment (Chapter 16). The NPPF was recently updated again (February 2019) in order to provide definitions for housing need. No paragraph numbers changed as a result of this update.
- 3.5. The NPPF represents a continuation of the philosophy contained within Planning Policy Statement 5 (PPS5), introduced in 2010 and one of a number of planning policy documents replaced by the NPPF in 2012.
- 3.6. The NPPF uses slightly different terminology to the Act and emphasises that authorities should take account of "the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation".
- 3.7. 'Conservation' is defined within the NPPF as "the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance".
- 3.8. No definition of 'preservation' (or any variant) is contained within the document. However, Historic England advise that both 'conservation' and 'preservation' are concerned with the management of change which seeks to sustain the special interest or significance of heritage assets. 'Conservation' has the addition of taking opportunities to enhance significance where it is possible and considered to be appropriate. This is discussed in Historic England's 2018 publication *Decisions: Legal Requirements for Listed Building and Other Consents*.
- 3.9. The NPPF also helps to define other key terms within heritage policy. These are provided within the table below.

Term	Definition
Heritage Assets	"A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)." (p.67)
Designated Heritage Assets	"A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation." (p.66)
Significance	"The value of a heritage asset to this and future generations because of its heritage interest. This interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting." (p.71)
Setting of a Heritage Asset	"The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral." (p.71)

- 3.10. Chapter 16 specifically relates to conserving and enhancing the historic environment (paras. 184-202).
- 3.11. Paragraph 189 stipulates that within applications, applicants are required to describe the significance of the heritage assets affected and the contribution made by their setting. Local authorities should also identify and assess the significance of the heritage assets affected by a proposal. This should be taken into account when assessing the impact of a proposals on a heritage asset (Paragraph 190). Paragraph 192 of the NPPF goes on to state that when determining applications, local planning authorities should take account of:
- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) the desirability of new development making a positive contribution to local character and distinctiveness. (p.55)
- 3.12. Paragraphs 193-202 of the document discuss how potential impacts to heritage assets should be considered with paragraph 193 stipulating a requirement for great weight to be given to an asset's conservation when considering the impact of a proposed development on its significance. The weight given should reflect the importance of the asset (p.55).

Degrees of Harm

- 3.13. Where harm to the significance of a designated heritage asset is identified, the NPPF requires clear and convincing justification of the proposals. The document categorises levels of harm as: total loss; substantial harm; and less than substantial harm.
- 3.14. Paragraph 195 states that where a development would lead to substantial harm to (or total loss of) the significance of a designated asset, local planning authorities should refuse consent, unless it can be demonstrated that such harm is necessary to achieve substantial public benefits that outweigh that harm, or all of the following apply:
- a) the nature of the heritage asset prevents all reasonable uses of the site; and
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - c) conservation by grant-funding or some form of not for profit, 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.
- 3.15. Paragraph 196 states that where a proposed development will lead to less than substantial harm to the significance of a designated asset, this should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 3.16. In the case of impact on non-designated heritage assets, Paragraph 197 states that a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

London Plan (2016)

- 3.17. The London Plan contains relevant policies for the city-wide context within which individual boroughs must set their local planning policies.
- 3.18. Policy 7.4 – Local Character – states that buildings, streets and open spaces should provide a high-quality design response that:
- Has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass;
 - Contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area;
 - Is human in scale, ensuring buildings create a positive relationship with street level activity and people feel comfortable with their surroundings;
 - Allows existing buildings and structures that make a positive contribution to the character of a place to influence the future character of the area;

- Is informed by the surrounding historic environment;
- 3.19. Policy 7.6 – Architecture – states that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.
- 3.20. Policy 7.8 – Heritage Assets and Archaeology – states to safeguard heritage assets. Development is encouraged to:
- Identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.
 - Where it would affect heritage assets and their settings, conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Draft London Plan (2017)

- 3.21. The Draft London Plan (2017) is anticipated to be submitted to Secretary of State in late 2019 and is a material consideration to the proposals.
- 3.22. Policy HC7 (Protecting Public Houses) states that:
- a) Boroughs should:
 - 1. protect public houses where they have a heritage, economic, social or cultural value to local communities, or where they contribute to wider policy objectives for town centres, night-time economy areas, Cultural Quarters and Creative Enterprise Zones;
 - 2. support proposals for new public houses where they would stimulate town centres, Cultural Quarters, the night-time economy and mixed-use development, taking into account potential negative impacts.
 - b) Applications that propose the loss of public houses with heritage, cultural, economic or social value should be refused unless there is authoritative marketing evidence that demonstrates that there is no realistic prospect of the building being used as a pub in the foreseeable future.
 - c) Development proposals for redevelopment of associated accommodation, facilities or development within the curtilage of the public house that would compromise the operation or viability of the public house use should be resisted.
- 3.23. Additionally, Paragraph 7.72 (Public Houses) acknowledges the current threat to vitality and viability of public houses and states that nearly 1,200 pubs in London were lost within the last 15 years.

Camden Planning Policy

Local Plan (2017)

- 3.24. The key policies that would be considered are detailed below:
- 3.25. Policy C4 (Public houses) emphasises that the Council will seek to protect public houses which are of community, heritage or townscape value.
- 3.26. The Council will not grant planning permission for proposals for the change of use, redevelopment and/or demolition of a public house unless it is demonstrated to the Council's satisfaction that:
- a. the proposal would not result in the loss of pubs which are valued by the community (including protected groups) unless there are equivalent premises available capable of meeting the community's needs served by the public house; or
 - b. there is no interest in the continued use of the property or site as a public house and no reasonable prospect of a public house being able to trade from the premises over the medium term.
- 3.27. Paragraph 4.70 recognises that pubs across London, and nationally, are under immense pressure from higher value uses, especially housing development, the availability of cheap alcohol in supermarkets and increasing operating costs. In the London region between 2008-2012 around 100 pubs closed every year (net). Pubs in residential areas are considered to be especially vulnerable to demolition or a change of use due to the high residential values.

- 3.28. Paragraph 4.71 discusses the related issue of the loss of part of an operating pub, such as beer gardens and ancillary residential accommodation. This can raise concerns about the impact of such changes on the pub's character and continuing ability to operate successfully. The loss of one or more elements of a pub may undermine its appeal or lead to negative impacts on the amenity of the surrounding area or conflict between incompatible uses.
- 3.29. Paragraph 4.82 states that many pubs are valued for their architectural interest, historic fabric and contribution to the character and townscape value of the local area, for example through their distinctive signage, windows or fittings. They can also support the character and attractiveness of the wider townscape by supporting a diversity of uses and vitality in the local area. Pub gardens can be particularly valued for providing communal open space in the built-up area.
- 3.30. Policy A1 (Managing the Impact of Development) states that the Council will seek to protect the quality of life of occupiers and neighbours and will grant planning permission for development unless this causes unacceptable harm to amenity. They will:
- a. seek to ensure that the amenity of communities, occupiers and neighbours is protected;
 - b. seek to ensure development contributes towards strong and successful communities by balancing the needs of development with the needs and characteristics of local areas and communities;
 - c. resist development that fails to adequately assess and address transport impacts affecting communities, occupiers, neighbours and the existing transport network; and
 - d. require mitigation measures where necessary.
- 3.31. The factors we will consider include:
- e. visual privacy, outlook;
 - j. noise and vibration levels.
- 3.32. Policy D1 (Design) states that the Council will seek to secure high quality design in development. The Council will require that development:
- a. respects local context and character;
 - b. preserves or enhances the historic environment and heritage assets in accordance with Policy D2 Heritage;
 - c. is sustainable in design and construction, incorporating best practice in resource management and climate change mitigation and adaptation;
 - d. is of sustainable and durable construction and adaptable to different activities and land uses;
 - e. comprises details and materials that are of high quality and complement the local character;
 - f. integrates well with the surrounding streets and open spaces, improving movement through the site and wider area with direct, accessible and easily recognisable routes and contributes positively to the street frontage;
 - g. is inclusive and accessible for all;
 - h. promotes health;
 - i. is secure and designed to minimise crime and antisocial behaviour;
 - j. responds to natural features and preserves gardens and other open space;
 - k. incorporates high quality landscape design (including public art, where appropriate) and maximises opportunities for greening for example through planting of trees and other soft landscaping,
 - l. incorporates outdoor amenity space;
 - m. preserves strategic and local views;

n. for housing, provides a high standard of accommodation; and

o. carefully integrates building services equipment. The Council will resist development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

3.33. Policy D2 (Heritage) states that 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.

3.34. As per national policy, 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.

Core Strategy (2011)

3.35. The key policies that would be considered are detailed below:

3.36. Policy CS16 (Social and Community Infrastructure) resists the loss of existing social and community facilities, such as Public Houses.

3.37. Policy CS17 (Local Character, Density and Design) coincides with DM Policy DM2 and sets out the general design principles within the Borough. Of note, it is stated that new development should enhance the public realm and street scene, providing a clear distinction between public and private spaces. Particular attention is expected to be given where development could have an effect on heritage assets including conservation areas and historic buildings.

Camden Planning Guidance on Design (2019)

Paragraph 2 – Design Excellence

3.38. Camden is committed to excellence in design and schemes should consider:

- The context of a development and its surrounding area;
- The design of the building itself;
- The use and function of buildings;
- Using good quality sustainable materials;
- Creating well connected public spaces and good quality public realm;
- Opportunities for promoting health and well-being;
- Opportunities for improving the character and quality of an area.

3.39. High quality design makes a significant contribution to the success of a development, of a place and the community in which it is located.

Paragraph 3 – Heritage

- Camden has a rich architectural heritage and we have a responsibility to preserve, and where possible, enhance these areas and buildings;
- The Council will only permit development within conservation areas that preserves and where possible enhances the character and appearance of the area;
- Our conservation area statements, appraisals and management plans contain further information and guidance on all the conservation areas;
- Most works to alter a listed building are likely to require listed building consent;
- The significance of 'Non-Designated Heritage Assets' (NDHAs) will be taken into account in decision-making;
- Historic buildings can and should address sustainability and accessibility;

- Heritage assets play an important role in the health and wellbeing of communities

Paragraph 5 – Alterations and Extensions in Non-Residential Development

3.40. Alterations should always take into account the character and design of the property and its surroundings. A harmonious contrast with the existing property and surroundings may be appropriate for some new work to distinguish it from the existing building; in other cases closely matching materials and design details are usually more appropriate to ensure the new work blends with the older parts of the building.

3.41. The following matters should also be considered when alterations are being proposed to ensure high design quality:

- The sustainability of materials;
- Weathering;
- Use of appropriate materials;
- Composition of materials.

Camden Planning Guidance on Community Uses, Leisure and Pubs (2018)

Key Messages

- We will apply a presumption in favour of retaining pubs, and their associated facilities, where they meet the needs of the community or protected groups;
- Robust evidence will be required to demonstrate that all reasonable options have been thoroughly explored where the loss of pub floorspace is proposed;
- Proposals involving the partial loss of a pub will be carefully scrutinised to ensure this does not put at risk the ability of the retained pub to operate successfully.

Paragraph 4.2 – The Need for Protecting Pubs Through the Planning System

3.42. Pubs in the borough, even where they are well-used and trading successfully, are vulnerable to being lost due to the development value that conversion of the premises to other uses can realise. Pubs are often located in attractive, prominent locations in the heart of the community and operate from buildings distinguished by the quality of their architectural design and detail.

4. Heritage Significance

Historic Development

4.1. It is understood that there has been a public house on the site since at least 1715 when it was first recorded. The previous building, as of 1853, is shown in the image below.

4.2. The 1863 OS Map shows the pub prior to its rebuilding in 1871. This is shown below with the site identified within the red circle.

1853 Sketch of the Bull and Gate



Source: Camden Local Studies

1863 OS Map of the Bull and Gate



Source: National Library of Scotland

4.3. The current building was built in 1871 and is included within the *Buildings of England* series where it mentions 'The Bull and Gate, rebuilt in 1871, with marble pilastered ground floor'. A sketch of the pub was included within the *Sporting Mirror* in 1892. It is evident from this image that the pub was set back from the road and included heavy signage at roof level and to the curved corner of the building.

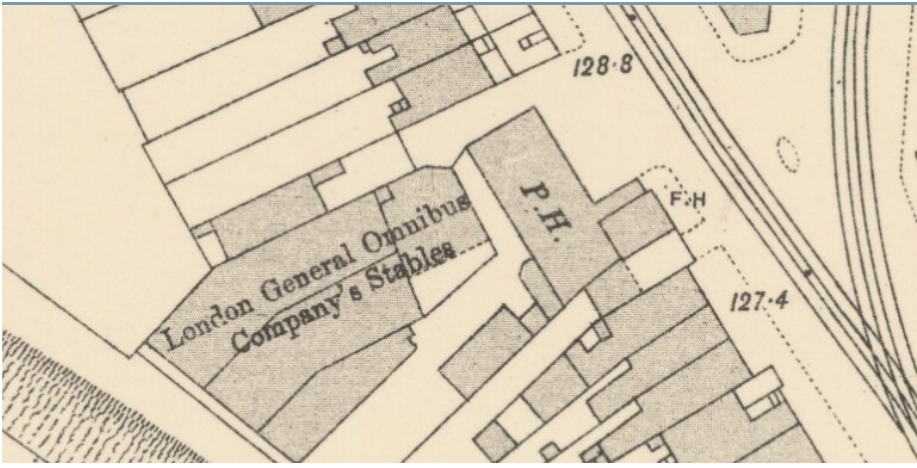
1892 Image from the Sporting Mirror (September 12 1892)



Source: Camden Local Studies

4.4. The setting back of the public house is confirmed within the 1895 OS Map. The map also identifies stables to the rear of the site and a street entrance to the pub.

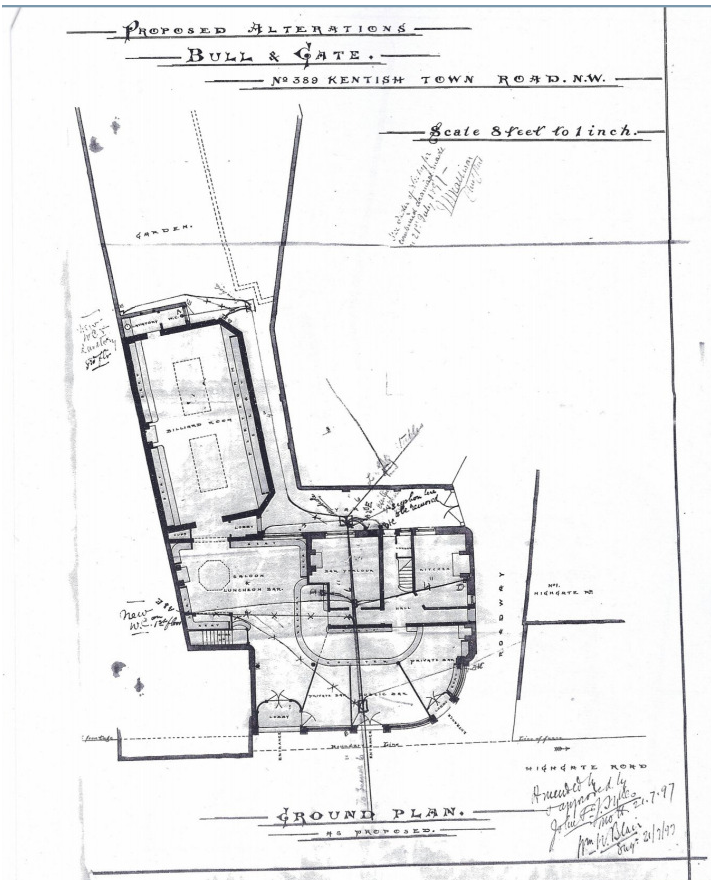
OS Map 1895



Source: National Library of Scotland

4.5. Drainage plans dated from 1897 are available and show the floorplan from that time. It was at this time that the ground floor of the building was extended out towards the pavement, allowing for a new ground floor layout with increased bar area to the front and billiard room to the rear.

Building Plans from 1897 (as Proposed)



Source: Heritage Potential Research

- 4.6. The ground floor layout allowed for a single bar counter with the customer space divided into two private bars and one public bar. A saloon & luncheon bar is labelled towards the rear of this front portion of the building, and this leads through to the billiards room in the rear wing. To the very rear of this wing, a lavatory and garden area is shown.
- 4.7. The 1901 Insurance Plan of London North West District shows the pub with billiards room to the rear portion. Two rectangular rooflights over the billiards room are also notable, as per the 1897 plan.
- 4.8. The image below shows the pub in 1904. This identifies the presence of a roof terrace over the newly extended ground floor. The balustrade appears to be of stone with carved openings which have since been plastered over. The unit to the left of the bar is notably a receiving office for laundry.

1901 Insurance Plan of London North West District



Source: British Library

1904 Image of the Pub



Source: Camden Local Studies

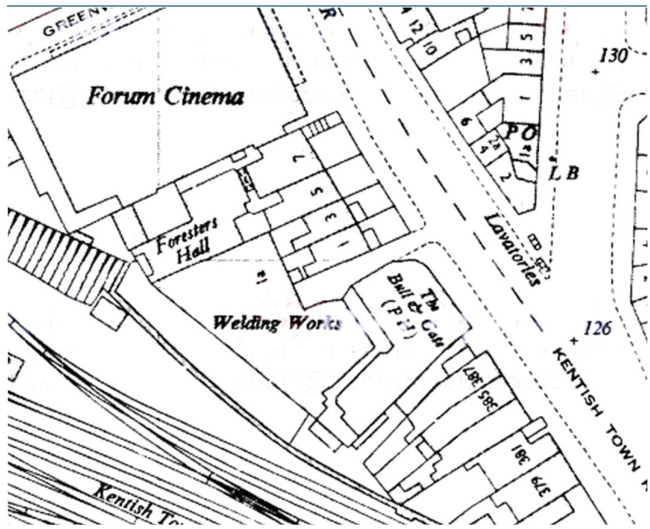
- 4.9. Another Image from 1904 is also available. This image shows the pub with a rendered finish between the fenestration and stone detailing. The pub is also clearly shown on the 1954 OS Map (shown below).

1904 Image of the Pub



Source: Heritage Potential Research

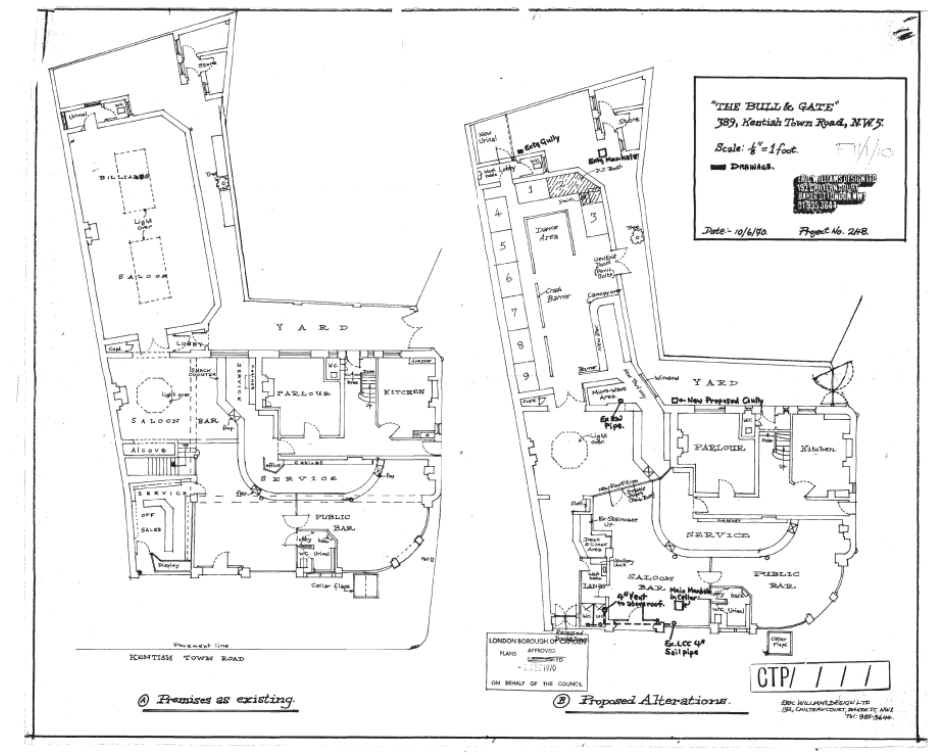
1954 OS Map



Source: 1954 Ordnance Survey Map

- 4.10. Plans were approved in 1970 for alterations to the pub. The existing plan shows an off licence in place of the laundry service. The works would bring this area into use for the pub, removing the stairs between the entrance and saloon bar and creating a route leading directly through to the rear portion of the site.

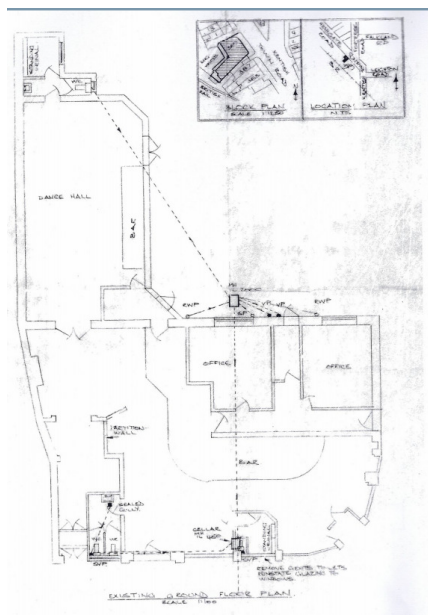
1970 Existing and Proposed Plans



Source: LB Camden

- 4.11. In the 1980s the rear room, formerly the 'billiards room', began to be used for theatre productions and latterly a music venue.
- 4.12. The music venue hosted a number of famous names with Coldplay, Pulp, PJ Harvey, Muse, Blur and the Manic Street Preachers having played there. The existing ground floor plan from 1979 is shown below.

1979 Plan



Source: Camden

- 4.13. An image of the Bull & Gate from 1986 can be seen below. The rendered finish has notably been removed with exposed brick forming the front elevation. The photograph from 2008, below, shows the building with a blue finish to its entrance and architectural detailing on the upper floors. It is evident that there were planters around the roof perimeter in 2008, creating a more pleasant appearance to this part of the building.

Photograph from 1986



Source: Camden Local Studies

Photograph from 2008



Source: Camden Local Studies

- 4.14. In 2013, applications were submitted for a number of works to the public house under application references: 2013/4816/P and 2013/4878/L. The applications proposed the demolition of derelict out-buildings in favour of a new single-storey extension at the rear ground floor level. A number of internal and external alterations to the existing building were also proposed including for the formation of new windows, replacement windows, and doors to front elevation at ground floor level, plus the installation of extraction duct / plant to existing public house building. These applications were both approved in July 2014.

- 4.15. The details of the bar/servery, as approved under 2013/4878/L, were later amended under 2015/0568/L.

Architectural Significance

- 4.16. The building is of particular importance due to its architectural significance. The building benefits from architectural interest both internally and externally although the building's front elevation is of primary significance. The front rooms of the first floor have notable architectural detailing and would have formed the fenestration to a large ancillary function room at one point.
- 4.17. Internally, the back bar and decorative cast iron fluted columns, which formed the location of the bar dividers, are of particular note.
- 4.18. The signage to the front of the pub and shopfront design is of significance.

Historic Significance

- 4.19. The building is of historic interest as the site of a public house since at least 1715. Historic interest is also derived from the Victorian gin palace style to the pub and there is also some associative historic interest as a result of the well-known musicians who have performed at the pub whilst it operated as a music venue.

Artistic Significance

- 4.20. The building has limited artistic interest.

Archaeological Significance

- 4.21. The building has minimal archaeological significance.

5. Proposals

Visual of the Proposed Terrace

Source: Young's

- 5.1. The external alterations are proposed to enable the public house to improve and increase its customer offer. This is essential in order to secure the future viability of the public house and is a proactive response to the continued threats to pubs, as demonstrated by the dramatic increase in public house closure rates in recent years, heightened recently by the COVID-19 pandemic, which has added a new layer of pressure on the hospitality industry.
- 5.2. The public house currently has an over reliance on Autumn-Spring sales in an industry that is continuously diversifying and increasingly competitive. Considering the tight plot of land and dense nature of the local area, the public house has a deficiency of external space. Whilst the large interior is popular in the colder months and contributes to a vibrant pub, this area is largely wasted space in the warmer months when customers seek external spaces. This often pushes trade out to competitors such as The Abbey Tavern (Kentish Town Road) or The Grafton (Prince of Wales Road) who have customer terraces and the increased capacity to meet this demand.
- 5.3. This issue has been exacerbated by the Covid-19 Pandemic with internal space now more limited due to social distancing and the preference of customers to be outside rather than in enclosed spaces. Whilst the Pandemic could be argued to be a short term issue, the effects on customer behaviour are likely to be seen over a much longer term.
- 5.4. The Bull & Gate is in a position where it needs to adapt to meet this growing demand of a local public house and the proposals contained within this application seek to enhance the vitality and viability of the public house.
- 5.5. The proposed terrace will utilise an existing, and underutilised space, and expand the seating capacity of the pub by approximately 50 covers. This will expand the pub's income stream and ultimately ensure the future financial viability of the public house.

5.6. The focus of the works would be on areas of the pub that are either later additions or located at the less significant rear of the pub. The interior and external character of the building will not be altered beyond what is specified below.

Front Elevation - External Terrace

5.7. In relation to the terrace area, the operational development would include for:

- A new door to access the terrace which would mimic the existing window detailing;
- New traditional cast balustrading to the terrace area;
- New decking;
- New fixed seating; and
- Fixed planting troughs.

Rear Elevation

5.8. To the rear, the proposals include:

- The removal of an existing window in favour of a fire exit door;
- A new metal escape staircase and fire rated enclosure below;
- Re-glazing of windows and the relocation of four existing condensers.

6. Planning and Heritage Assessment

6.1. The planning system is plan-led. Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions. It also provides guidance on how to draw up Development Plans and policies.

National Planning Policy

- National Planning Policy Framework (NPPF) (February 2019);
- National Planning Policy Guidance (NPPG) (March 2014).

Development Plan Policies

6.2. The application proposal is required to be assessed against the adopted Development Plan for London Borough Camden, which comprises the following documents:

- Camden Local Plan (2017);
- London Plan (2011).

6.3. A summary of the relevant planning policies is contained in **Section 3** of this Statement.

Main Considerations

6.4. The main considerations when assessing this application are the following and they are discussed in turn below:

- The Retention of Public Houses;
- Impact on the Significance of the Listed Building.

6.5. These matters are assessed against the relevant national and local planning policies within this section and it is concluded that the proposals are essential to securing the future of the public house.

The Retention of Public Houses

6.6. Pubs are an important part of British heritage, both in terms of culture and architecture. However, ever increasing taxes, beer duty, the smoking ban, changes to legislation, and changing customer needs have put a strain on the traditional pub. This has resulted in a simple choice for many pubs; shut down or adapt.

6.7. The rate of closures in recent years has been covered widely in the media and official data has shown that there were 3,530 working pubs in London in 2018, a fall of 27% compared with 2001, with numbers falling in 31 of the 32 boroughs. Camden, alone, saw a cumulative percentage change of over - 20% during that period.

6.8. This figure shows the risk to public houses within London, the importance of protecting and enhancing these community assets, and providing opportunity to diversify to ensure the future security of an important community use. Paragraph 6.38 of the Local Plan (Public Houses) recognises the important economic role, contribution to employment, and the vitality of an area, including its local community life.

6.9. In recent years, the Government has granted additional powers to local authorities to help protect pubs, and in 2015 removed the Permitted Development (PD) rights of developers to change the use of pubs from A4 to other 'A' uses without planning permission. On 23 May 2017, and with acknowledgment to the growing trend to provide food in pubs, the Government again amended the Town and Country Planning (General Permitted Development Order) to allow the change of use of A4 (drinking establishments) to A3/A4 (drinking establishments with expanded food provision) and vice versa. More recently, the Government announced that as of 01 September 2020, pubs will be classified as Sui Generis, with no permitted development rights.

6.10. This, in addition to the recent inclusion of public houses within the NPPF (2018) as important community facilities, demonstrates that the Government are prioritising the retention of public houses across the country.

6.11. More locally, Policy HC7 (Protecting Public Houses) in the Draft London Plan (2017) and Policy C4 of the Camden Local Plan (2017) highlight the importance of public houses and the desire for their retention, wherever possible. Policy C4 specifically discusses the

“presumption in favour of retaining pubs”. This would indicate that a pub would not have to be on its last legs to be granted permission to improve its offer; rather, a proactive approach should be taken to ensure pubs avoid financial hardship and the threat of closure.

- 6.12. The proposals will allow for the retention of the public house as a viable use and have been designed to ensure that the increased external capacity is sympathetically designed to retain the historic character of the building with subtle alterations to allow terrace access and use.
- 6.13. It is considered that the proposals preserve the heritage asset and retain the optimum viable use of the building as a public house.
- 6.14. It is abundantly clear that the proposed development at the Bull & Gate PH is compliant with local and national policies and seeks to ensure the longevity of an important community asset, as prioritised by the government in recent publications and legislation.

Impact on the Significance of the Listed Building

Front Elevation – External Terrace

- 6.15. The proposed terrace to the front of the property has been designed with the context of the historic built form in mind. Section 4 of this Statement identified the Heritage Significance of the Bull & Gate pub and demonstrated that the ground floor frontage and terrace were not part of the original form of the public house following its 1871 reconstruction. This part of the public house was added in the latter years of the 19th Century and would have been open space in the 25 years before. The extension introduced some irregularity to the overall character of the pub, which previously had a very strong relationship between the ground and upper floors with 5 window bays, squared at ground floor and arched on the upper floors, neatly aligned at each level.

1892 Image from the Sporting Mirror (September 12 1892)



Source: Camden Local Studies

1904 Image of the Pub

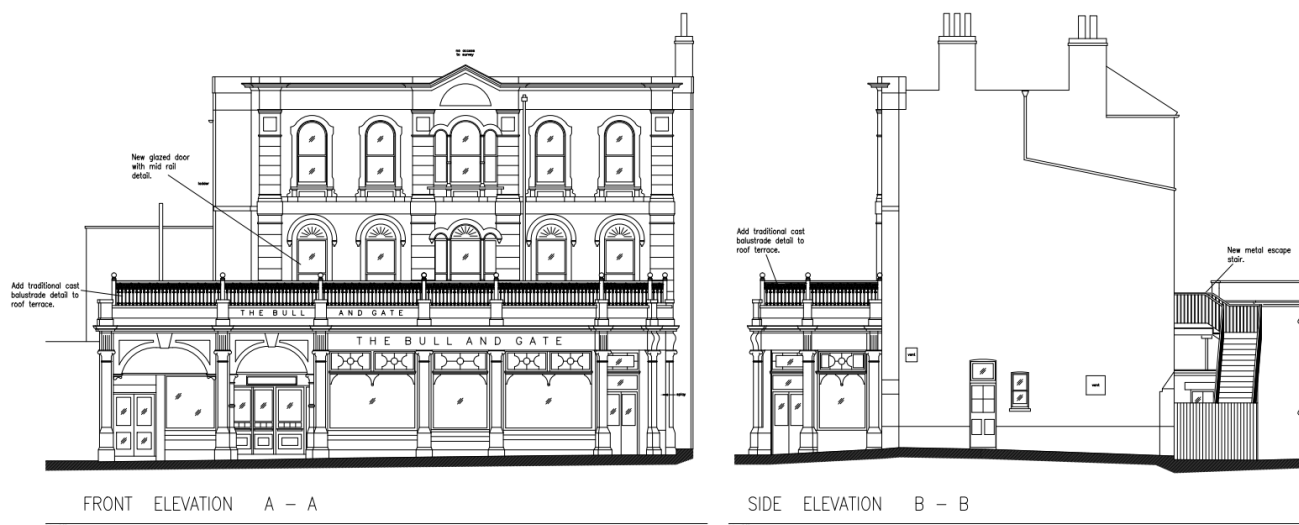


Source: Camden Local Studies

- 6.16. The proposals include the replacement of the left-hand window at 1st floor with a door providing access onto the terrace. The new door is proposed to sit within the existing architrave and has been designed with sash window detailing to match the design of the existing window. As a result of these careful design considerations, the appearance of the building would remain unchanged to anyone looking from the street. Only at terrace level would one acknowledge that the window is in fact a door.
- 6.17. The high degree of symmetry across the fenestration on the first and second floors will be retained. As such, it is considered that the design of the door allows for use of the terrace in the least harmful way possible. A negligible level of harm would arise from the removal of the existing sash.
- 6.18. The proposals also allow for the introduction of a ‘traditional cast balustrade’, understood to have been the favoured design by local residents at the public consultation event held before the application submission, to the perimeter of the terrace. Cast detailing is a common feature within Victorian buildings, generally, and the introduction would not be alien to a building of this type and style. Indeed, the nearby Assembly Rooms at 292-294 Kentish Town Road, constructed in 1898, just one year after the Bull & Gate ground

floor extension, has wrought iron detailing around the perimeter of the terrace. As such, the introduction of a cast balustrade is considered to be an appropriate material for the building and would result in no more than negligible harm.

Proposed Front and Side Elevation



Source: LAP

- 6.19. Other works to allow for the terrace to be used include the removal of a small section of parapet wall, the laying of diagonal decking, and installation of fixed seating to the back of the terrace, located on a plain wall away from detailing. These works are largely reversible with the exception of the removal of a small area of parapet wall. Given the parapet wall has limited prominence, it is considered that this would amount to negligible harm. It is noted that the roof terrace has previously been decorated with planters (most notably in 2008) and there is an opportunity to improve the attractiveness of this part of the building, for the wider benefit of the area.
- 6.20. Overall, it is considered that the terrace works would require some small areas of interruption to historic fabric however alterations have been designed to minimise harm and, as such, the impact on significance is negligible. The vast majority of fixtures would be barely noticeable, if at all, from street level, and given the terrace is currently inaccessible, the impact at terrace level would be minimal. It is considered that opening the terrace up for customer use will enhance the customer experience and interaction with the building. The busy street environment and heavily traffic dominated junction between Fortress Road and Kentish Town Road mean that the Grade II listed building can often be missed. The introduction of some tranquillity at terrace level would allow for greater appreciation of the building with only minimal interruption required to achieve this. This is undoubtedly a public benefit.
- 6.21. The most notable introduction would be the traditional cast balustrade proposed. As discussed, although not original to the Bull & Gate, the materials and design are a common feature of buildings of this age. It should also be noted that the building did originally have a stone balustrade that has since been removed. The introduction would be consistent with the general character of the building and the architectural significance of the building would be preserved. There are some areas of negligible harm and these are balanced against the public benefits of the proposals later in the following section.
- 6.22. The introduction of planters will allow for an attractive customer area without detracting from the architectural significance of the building. The works will allow for a greater appreciation of the building and allow the public closer access in a congested part of London where this might otherwise be difficult to achieve.

Internal Proposals

- 6.23. The Internal works allow for the creation of a new lobby and door. The works will make the building safer for customers and staff and consist entirely of reversible partitions raised level. Whilst the plan form of the first floor space will be altered, this part of the building has minimal significance. The proposed partitions have been designed to a high standard with timber mouldings, and chamfered detail architraves to half glazed door. As such, it is considered that the works would amount to no more than negligible harm.

Rear Elevation

- 6.24. The rear elevation is of minor significance and the introduction of a fire door and escape stair, along with plant equipment, not visible from public viewpoints, is not considered to harm the building's architectural or historic interest.
- 6.25. The proposed functional equipment, essential to the running of the public house, would be hidden behind a simple timber enclosure, minimising visual impact.

7. Summary

- 7.1. Overall, it is considered that the works required in order to create a customer seating area on the currently unused ground floor terrace largely preserve the special architectural and historic interest of the building. It is considered that small areas of interruption to historic fabric have been carefully designed to minimise harm, and, as such, any harm would be 'negligible'.
- 7.2. The proposed terrace door, replacing an existing first floor window, has been designed to closely match the existing window and the change would be barely evident, if at all, from the street. The proposed terrace will allow the public to gain a closer appreciation of the building which is otherwise difficult at the busy junction. This, along with the enhanced vitality and viability of the public house, is a considerable benefit.
- 7.3. The proposed development will ensure the following benefits can be achieved:
- Provision of an additional 50 external covers to enhance the vitality and viability of the public house and community hub
 - Retention of the character of the traditional pub with proposals located within a later phase of the building and carefully designed to minimise harm
 - Investment in the upkeep of the listed building
 - Increased greenery within a traffic dominated part of Kentish Town
 - The provision of additional employment relating to the uplift in customer numbers
 - Improved health and safety for customers and staff.
- 7.4. This Heritage Statement demonstrates that the proposals offer a reasonable solution to the lack of external customer seating, a problem that has had a significant effect on summer trade levels, and in turn threatens the pub's overall vitality and viability. It is considered that any threat to the viability of a heritage asset is also a threat to its longevity and preservation. The proposals ensure that this threat is removed.
- 7.5. Given the well documented struggles for public houses in recent years, expediated by the Covid-19 Pandemic, and the importance of retaining the Bull & Gate in its historic use, protection of the high quality establishment should be a priority. National and local policy indicates that a pub should not have to be on its last legs to be granted permission to improve its offer; rather, a proactive approach should be taken to ensure pubs avoid financial hardship and the threat of closure.
- 7.6. As such, even if a worst case scenario of 'less than substantial harm' is taken, this harm is considered to be significantly outweighed by the public benefits of ensuring that the community public house is vibrant and viable all year round, and that the listed building can continue to be preserved through active use and inward investment. The proposals are thereby compliant with Paragraph 196 of the NPPF.