

Oriel

Townscape, Heritage and Visual Impact Assessment

November 2020

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Oriel
Creating the centre for
advancing eye health



Moorfields
Eye Hospital
NHS Foundation Trust



Moorfields
Eye Charity



CONTACTS

Applicant:

Moorfields Eye Hospital NHS Foundation Trust
62 City Road
London EC1V 2PD
T: +44 (0)20 7253 3411
W: www.moorfields.nhs.uk

UCL Institute of Ophthalmology
Bidborough House
38-50 Bidborough Street
London WC1H 9BT
T: +44 (0) 20 7679 2000
W: www.ucl.ac.uk/ioo/

Moorfields Eye Charity
Kemp House
152-160 City Road
London EC1V 2NX
T: +44 (0)20 7566 2565
W: www.moorfieldseyecharity.org.uk

Development Manager:

Moorfields Eye Hospital NHS Foundation Trust
62 City Road
London EC1V 2PD
T: +44 (0)20 7501 0688
W: www.moorfields.nhs.uk

Project Manager:

AECOM
Aldgate Tower,
2 Leman Street
London E1 8FA
T: +44 (0)20 7061 7000
W: www.aecom.com

**Lead Designer & Multi-Disciplinary
Design Team including Specialists:**

AECOM
Aldgate Tower
2 Leman Street
London E1 8FA
T: +44 (0)20 7061 7000
W: www.aecom.com

Lead Architect:

Penoyre & Prasad
The White Chapel Building
10 Whitechapel High Street
London, E1 8QS
T: +44 (0)20 7250 3477
W: penoyreprasad.com

Interiors / Landscape Architect:

White Arkitekter
Östgötagatan 100
Box 4700
11692 Stockholm
T: +46 8 402 25 00
W: whitearkitekter.com

Environmental Consultant:

AECOM
Aldgate Tower,
2 Leman Street
London E1 8FA
T: +44 (0)20 7834 7267
W: www.aecom.com

Planning Consultant:

JLL
30 Warwick Street
London W1B 5NH
T: +44 (0) 207 493 4933
W: www.jll.co.uk

Heritage & Townscape:

KM Heritage
72 Pymer's Mead
London SE21 8NJ
T: +44(0) 20 8670 9057
W: www.kmheritage.com

Wind Microclimate

BRE
Watford
Hertfordshire
WD25 9XX
T: +44(0) 333 321 8811
W: www.bregroup.com

CONTACTS

Rights of Light:

GIA
The Whitehouse
Belvedere Road
London SE1 8GA
T: +44 (0)20 7202 1400
W: www.gia.uk.com

Public Affairs Consultant:

London Communication Agency
8th Floor
Berkshire House
168-173 High Holborn
London WC1V 7AA
T: +44 (0) 20 7612 8480
W: www.londoncommunications.co.uk

Client Accessibility Adviser:

Buro Happold
17 Newman Street
London W1T 1PD
T: +44 (0)2079 279 700
W: www.burohappold.com

Legal advisor:

CMS LLP
Cannon Place
78 Cannon Street
London EC4N 6A
T: +44 (0)20 7367 3000
W: cms.law/en/gbr

Cost Consultant:

Gardiner & Theobald LLP
10 South Crescent
London WC1E 7BD
T: +44 (0)20 3597 1000
W: www.gardiner.com



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CHARTERED SURVEYORS

BURO HAPPOLD



GT GARDINER
& THEOBALD

C/M/S

Law . Tax

Oriel

St Pancras Hospital, 4 St Pancras Way, London, NW1 0PE

Townscape, Heritage and Visual Impact Assessment



November 2020

Consultancy for the
Historic Built Environment

KMHeritage

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1 Introduction

Background

- 1.1 This Townscape, Heritage And Visual Impact Assessment has been prepared by KMHeritage on behalf of Oriel, a partnership between Moorfields Eye Hospital NHS Foundation Trust (MEH), University College London's (UCL) Institute of Ophthalmology (IoO) and Moorfields Eye Charity (MEC) ('the Applicant'), to support a planning application submitted to the London Borough of Camden for proposed works at the St Pancras Hospital, St Pancras Way, London, NW1 0PE (the 'site'). The planning application is for a new facility that would allow the existing Moorfields Eye Hospital (Moorfields at City Road) and UCL IoO services at Bath Street to relocate into a single building at the existing St Pancras Hospital.
- 1.2 The present application seeks full planning permission for:

Demolition of one and two storey hospital buildings (Ash House, Bloomsbury Day Hospital, the Camley Centre, Jules Thorn Day Hospital, Kitchen Building and the Post Room & Former Mortuary) and construction of a part seven, part ten storey purpose-built eyecare, medical research and educational facility for Moorfields Eye Hospital, the UCL Institute of Ophthalmology and Moorfields Eye Charity.

New building to comprise a mixture of the following uses: clinical, research and education purposes, including accident and emergency (A&E) department, outpatients, research areas, operating theatres, education space, café and retail areas, facilities management, admin space and plant space.

Purpose

- 1.3 The purpose of the report is to assess the proposed development against national and local policies and

guidance relating to the historic built environment and for architectural and urban design.

- 1.4 This report should be read in conjunction with the drawings and Design & Access Statement prepared by Penoyre & Prasad Architects, and other application documents, in particular the Planning Statement prepared by JLL.

Assumptions concerning the St Pancras Hospital masterplan

- 1.5 The Planning Statement prepared by JLL refers to the King's Cross Central Limited Partnership ('KCCLP'), which is the development partner of the C&I Trust. The KCCLP intends to submit a planning application for the remaining 3 acres of the overall 5 acre St Pancras Hospital site in 2021. The design is still being developed at the time of writing; however it is envisaged that the development will retain the existing Chapel, Gatehouse and Workhouse buildings. The buildings to the east of the site would be demolished and replaced by new buildings. It is anticipated that planning permission will be sought for a mix of uses including employment, residential and retail/food and drink, as well as some healthcare and office facilities for the C&I Trust. The Oriel team continue to engage with KCCLP to ensure the Oriel proposals are integrated and coordinated with the masterplan.
- 1.6 In this report, the term 'masterplan' refers to KCCLP proposals. It is assumed in our assessment that the masterplan will be designed in accordance with the local planning authority's assessments of heritage significance in and around the St Pancras Hospital site and that, though not yet a planning application, the masterplan will come forward in the foreseeable future.
- 1.7 Please see Section 6 for the status of information used for the assessment of the masterplan scheme.

Organisation

- 1.8 This introduction is followed by a description of the history of the site. Section 3 analyses the heritage and townscape significance of the site and its context. Section 4 sets out the national and local policy and guidance relating to the built environment that is relevant to this matter. An analysis is provided in Section 5 of the proposed development and its effect in heritage and townscape terms. Section 6 contains a Visual Impact Assessment in respect of the proposed development. Section 7 examines the proposal in terms of policy and guidance, and Section 8 is a summary and conclusion.
- 1.9 There are a number of appendices. Appendix E is a separate A3 format document, to be read with this report, containing large scale versions of the imagery contained in Section 6 along with information concerning the visualisation methodology.

Authorship and contributors

- 1.10 The author of this report is Kevin Murphy B.Arch MUBC RIBA IHBC. Kevin was an Inspector of Historic Buildings in the London Region of English Heritage and dealt with a range of major projects involving listed buildings and conservation areas in London. Prior to this, he had been a conservation officer with the London Borough of Southwark and was Head of Conservation and Design at Hackney Council between 1997 and 1999. He trained and worked as an architect and has a specialist qualification in urban and building conservation.
- 1.11 Drafting and initial assessment was undertaken by Anne Roache MA MSc. Anne is an experienced heritage professional who has worked for leading commercial organizations in the fields of property, planning and law. She has a specialisation in the archaeology, architectural and social history of London.
- 1.12 Historical research was carried out by Jonathan Clarke BA (Hons), MSocSci. Jonathan is experienced historic

environment professional, with more than 25 years' experience working in the historic built environment sector including for English Heritage and the Royal Commission on the Historic Monuments of England.

- 1.13 The photomontage views used in Section 6 were prepared by AECOM. Small scale reference imagery is contained within this document, and larger imagery is contained within Appendix E to this report, a separate A3 document.

2 The site and its surroundings

2.1 This section of the report describes the history and development of the site and its surroundings.

The site

2.2 The site is located in the Kings Cross district of the London Borough of Camden (Figure 1). It is currently occupied by a variety of buildings of various ages which make up part of the St Pancras (University College) Hospital which was established on the site of the former St Pancras Workhouse. The site does not contain any listed or locally listed buildings. Seventeen Certificates of Immunity from Listing have been issued in respect of the St Pancras Hospital site all of which expired on 24 August 2020. The site lies within the Kings Cross St Pancras Conservation Area and is immediately adjacent to and contiguous with the Regent's Canal Conservation Area to the north and east.

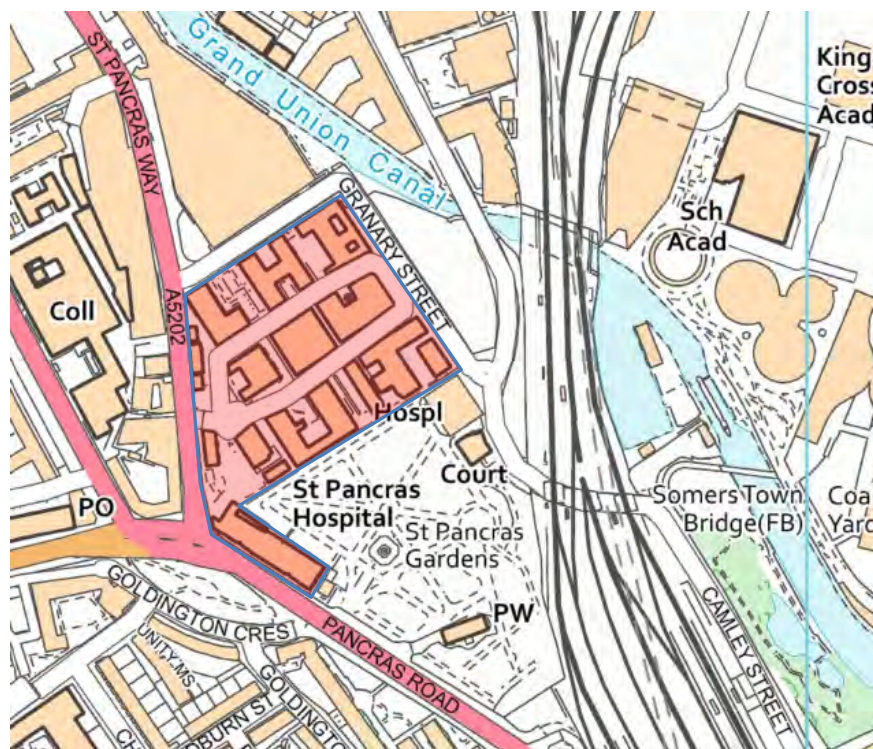


Figure 1: Extent of the former hospital site in red (see Appendix D for the Oriel development zone boundary)

The development of the site and its surroundings

Foundation

- 2.3 The large¹ and ancient parish of St Pancras took its name from the 11th century church of St Pancras², which stood alone in a large churchyard surrounded by fields north of London, close to a small settlement known as Battlebridge, until the late 18th century brought nascent urban sprawl to its door. The church still stands today and is listed Grade II*. The principal settlements of the parish had until then been Highgate and Kentish Town however the laying out in 1756 of the New Road (between Islington and Paddington and of which today's Euston Road is a part) a little way to the south of the church grounds gradually stimulated development leading, in the 1790s, to the creation of Somers Town to the west of the church.³
- 2.4 It was the arrival of canals, railways, and industry in the early to mid-19th century however that had the most significant impact in creating the area's densely built-up urban character that further developed as the century progressed.
- 2.5 The extension of the Regent's Canal from Camden Town southwards to the River Thames was completed in 1820 creating a new boundary east of the church. The Imperial Gas Light and Coke Company followed in 1822-4 and its monumental chimneys were soon joined by a succession of enormous gasholders 'the most impressive array of gasholder frames anywhere'.⁴ In 1825, the River Fleet, which had dominated the locality's topography, flowing along the western side of Pancras Road before turning

¹ The Parish of St Pancras, which covered an area extending from Hampstead and Highgate in the north to Bloomsbury and Tottenham Court Road to the south.

² The church is considered to be one of the earliest surviving Christian sites in the country.

³ Cherry, B. and Pevsner, N. (1998) *The Buildings of England, London 4: North*, 337.

⁴ *Ibid.*

eastwards towards Gray's Inn Road, was culverted to become a mains sewer.

- 2.6 Great railway termini transformed this southern part of the parish: successively Euston (1836); King's Cross (1851) and St Pancras (1868). Running back from these impressive set-pieces facing the New Road, stretched 'a noisy industrial landscape of marshalling yards, goods yards, gasholders and canal wharves'.⁵
- 2.7 The St Pancras Workhouse thus evolved in a rapidly changing landscape: mostly residential to the south and west; industrial to the north and east (Figure 2). From the early 19th century, when the Georgian precursor of the present group of buildings was established, its near neighbours included the Royal Veterinary College on Royal College Street (1791, dem. 1920s); the Midland Railway's Granary Warehouse & Ale Store on Oxford Row (now Granary Street) (1850s; dem.); the Old St Pancras Church (C11; 1840s *et. seq.*) and Burial Ground; and St Pancras Vestry Hall, Pancras Road (now St Pancras Way) (1846; 1874-5; dem. 1937).
- 2.8 In 1877 the St Giles Cemetery and the Burying Ground to the south of Old St Pancras Church were combined to form St Pancras Gardens. The present gardens were laid out in 1891 by the Vestry and Midland Railways. At the rear of the gardens is the Coroner's Court, opened in 1888. The St Pancras Vestry Hall (later Town Hall) was situated within the Workhouse site facing Goldington Crescent, from 1848 until the present Town Hall in Euston Road was completed in 1937.
- 2.9 The main concentration of development during the post-war period involved the replacement of bomb-damaged properties in the late 1940s. St Pancras Borough Council built Cecil Rhodes House opposite St Pancras Gardens and developed Chenies Place (designed by Thomas Sibthorpe) to the west of Pancras Road to provide replacement council housing.

⁵ *Ibid.*

2.10 Following post-war industrial decline, the 1990s onwards saw the wider Kings Cross area become the subject of wholesale regeneration under the aegis of the King's Cross Partnership and other government-backed initiatives. This resulted in the construction of the new British Library (1997, Grade I) on the site of the former Midland Railway goods depot to the west of St Pancras station, a new international terminus for trains to Europe via the Channel Tunnel and redevelopment of the land behind and between Kings Cross and St Pancras stations for commercial and residential purposes. These late 20th and early 21st century developments saw the demolition of earlier structures and buildings and were of a rate and scale of transformation not seen since the 19th century.

Development of the St Pancras Workhouse

2.11 The Victorian St Pancras Workhouse was the third iteration of the institution at this site. The first iteration was established in 1731 and located at the east side of St Pancras Way (then King's Road). When the building became decrepit the workhouse relocated to a site at the corner of what is now Hampstead Road and Kentish Town Road (1775). Neither property was purpose built and neither survives today.⁶

2.12 With the workhouse chronically overcrowded, the parish of St Pancras looked to build a purpose built facility and returning to the original site on King's Road, was enabled to do so by means of a Local Act of 1804. Designed by Thomas Hardwick (1752–1829) the new workhouse opened in 1809. The two-storey, pedimented building provided accommodation for 500 inmates and was extended in 1812 with the construction of an infirmary to house a further 160 inmates transferred from the older premises⁷ (Figure 2).

⁶ Denyer, CH (ed) (1935) *St Pancras Through the Centuries: Being an Historical Survey of the Metropolitan Borough of St. Pancras*, 105.

⁷ Higginbotham, P. (2020) 'The Workhouse', Online: www.workhouses.org.uk/StPancras



Figure 2: Watercolour of 1814 by Robert Banks showing the Georgian workhouse and its rural setting

- 2.13 A new infirmary block was built in 1848-9, and a decade later a new, steam-powered laundry won the notice of the *Illustrated London News*.⁸ Nevertheless, conditions within the complex remained dire, with severe overcrowding, and foul, unsanitary conditions noted by a series of investigations and newspaper reports of the 1850s and 1860s.⁹
- 2.14 The rising, widespread levels of overcrowded accommodation, disease and pauperism across the country forced the government of the day to act, resulting in the Poor Law Amendment Act of 1834. This saw the appointment of Poor Law Commissioners, who were empowered to direct parishes to elect Boards of Guardians to oversee the relief of the poor. St Pancras Vestry ('an exceedingly prickly body' and 'the supreme

⁸ 'Steam-washing machinery at St. Pancras', *ILN*, 3 October 1857, 341.

⁹ Higginbotham, P. (2020) 'The Workhouse', Online: www.workhouses.org.uk/StPancras

power')¹⁰ was able to resist this, having adopted an earlier act (The Vestries Act of 1831) which provided for administration of the parish by an executive committee elected from the ratepayers. It continued operating under these powers until 1867, after which it was administered by a Board of Guardians under the terms of the 1834 Act.¹¹

- 2.15 The Metropolitan Poor Law Act, 1867, gave the Poor Law Board the authority to provide hospitals - in addition to workhouses - for the poor, yet the Board was still unable to exercise its full powers of control in St Pancras parish as the Vestry maintained considerable sway over the various improvements and additions to the workhouse. It was almost 20 years later - in 1868-70 - that the St Pancras Infirmary was opened in the more elevated and healthy environs of Highgate.¹²

Additions to the St Pancras workhouse

- 2.16 By 1880, after much disagreement about what should become of the existing St Pancras workhouse, the Local Government Board agreed to a plan for rebuilding on the site – 'provided that it was enlarged by the purchase of extra land fronting Pancras Road'.¹³ In 1881, the St. Pancras Board of Guardians elected to select the architect by means of a limited competition – a process that proved to be mired in controversy. Fifteen architects put themselves forward, including such luminaries as Richard Norman Shaw RA (1831–1912), John Pollard Seddon (1827–1906), Thomas Verity (1837–1891) and Lewis Henry Isaacs (1829 –1908) with Henry Louis Florence (1843 –1916) (Isaacs & Florence). Ten were rejected

¹⁰ Sheppard, F. (2014) 'Chapter 13: St Pancras', in David Edward Owen (ed), *The Government of Victorian London, 1855-1889: The Metropolitan Board of Works, the Vestries, and the City Corporation*, 296.

¹¹ Higginbotham, P. (2020) 'The Workhouse', Online: www.workhouses.org.uk/StPancras

¹² Cook G.C. (2015) *From the Greenwich Hulks to Old St Pancras*, 287.

¹³ Richardson, H. ed. (1998), *English Hospitals 1660–1948: A Survey of their Architecture and Design* (RCHM), 64; Sheppard, *op. cit.*, 297.

outright, including the aforementioned – a decision the British Architect described as ‘inscrutable’ yet in keeping ‘where parochial authorities are concerned – and all other corporate bodies for the matter of that’.¹⁴ The other five, chosen by ballot, were invited to ‘send in competitive designs for the re-construction of the workhouse’.¹⁵

- 2.17 In March 1882 the St Pancras Board of Guardians selected the designs of Wilson, Son, & Aldwinckle, but this decision was overruled by the Local Government Board ‘on account of the difficulty in connection with the site’ and so in May 1882, the St Pancras Board of Guardians invited Arthur Cates (1829–1901), ‘architect to the Crown’, to assess the five designs.¹⁶ Cates chose those of Henry Hewitt Bridgman (1845–98), a decision that was approved by the Local Government Board.¹⁷ Bridgman had already designed a number of buildings for the St Pancras Workhouse, the lying-in wards, dining-rooms, kitchens (see below), so perhaps he was seen as a safe pair of hands.

The H H Bridgman extensions (1884–c.1889)

- 2.18 By August 1882, the St Pancras Board of Guardians had formed a Workhouse Accommodation Committee, and appointed Sandall, Corderoy, & Farthing as quantity surveyors. In February 1884 the tender of Lawrence & Son, builders, for the construction of ‘a block of buildings of aged and infirm inmates on the Cook’s Terrace site, adjoining the workhouse’ was accepted.¹⁸ Costing £30,448, this first block was opened by the Lord Mayor on 13 March 1885.¹⁹ It was originally known as the Cooks Terrace block, then the South Wing or St Pancras South Hospital. Its construction, on a freehold site beside the

¹⁴ *The British Architect*, 30 December 1881, 657.

¹⁵ *The British Architect*, 16 December 1881, 629.

¹⁶ *The British Architect*, 5 May 1882, 212.

¹⁷ *The British Architect*, 5 May 1882, 212., 11 August 1882, 378.

¹⁸ *The British Architect*, 5 May 1882, 212., 8 February 1884, 72.

¹⁹ *The Builder*, 7 March 1885, 363.

disused St. Pancras and St Giles burial ground (laid out as public gardens by the Vestry), saw the demolition of a terrace of 20 houses.²⁰

- 2.19 The five storey block received a detailed description in the *British Architect*, which noted inter alia that it was designed to accommodate '500 old and infirm women', and that its flat asphalt roof enabled the more able-bodied inmates 'to take outdoor exercise and airing'. Externally, the Gothic-styled red-brick building was distinguished by terracotta panels, a Mansfield stone dentil cornice, and Portland stone strings, sills, copings, chimney caps and other moulded details (fig 3).²¹ From the opening of this building, the administration of the workhouse and infirmary 'were quite separate ... the former being run by a master and the latter by a medical superintendent – who was junior in rank to the master'.²²



Figure 3: Bridgman's design for the Cooks Terrace block, as illustrated in the *British Architect*, April 1885.

²⁰ *The British Architect*, 27 March 1885, 155 & 17 April 1885, 186.

²¹ *The British Architect*, 5 May 1882, 212.

²² Cook, *op. cit.*

2.20 In November 1886, a Special Building Committee of the St Pancras Board of Guardians instructed Bridgman 'to prepare and submit, by the 1st of February next, plans and specifications for additional and improved accommodation at the Workhouse, at the expenditure of £50,000, or such further sum as the guardians may ultimately determine upon'.²³ Bridgman's plans 'for the reconstruction of the remainder of the workhouse, at an estimated cost of 50,700l' were approved by the Local Government Board in April 1887²⁴ and this was described and illustrated by *The Builder* in early 1889 (Figure 4²⁵).



Figure 4: Bridgman's largely unexecuted scheme for the workhouse, including a grand, five-storey Administration Block, 1889

2.21 Although Bridgman's scheme was not executed in its entirety, it would seem more of it was built than has been

²³ *The Builder*, 4 December 1886, 82; *The British Architect*, 3 December 1886, 506.

²⁴ *The Builder*, 2 April 1887, 493.

²⁵ *The Builder*, 9 February 1889, 108.

previously thought. The Builder, in February 1889, noted that

*'At various times reconstruction has taken place, the more recent work being the women's and children's block, the kitchen and halls, and the Cook's-terrace block, all by the same architect, the last of which was erected in 1885.'*²⁶

- 2.22 An earlier notice of an open contract, for 'the erection of new workhouse buildings in the King's Road, S. Pancras, N.W.' probably related to some of these 'more recent' buildings.²⁷ They were erected in the period 1885–89, and seemingly the only survival, apart from the Cook's Terrace block (South Wing), is the Kitchen Building – which Historic England thought 'might have been part of Bridgman's 1885 plan, rather than part of the building work of the later 1890s'.²⁸ The other elements - the women's and children's block and the halls - were presumably destroyed during WW2 or replaced by late 20th-century hospital buildings.
- 2.23 Construction of the major part of Bridgman's scheme began in late 1888 or early 1889. Tenders for 'pulling down old buildings and the erection of No. 9, blocks of new buildings, etc' were published in May 1888,²⁹ and by the following February Kirk & Randall (which submitted the lowest, at £66,321) had begun building.³⁰ However, seemingly little or nothing was built of the proposed nine blocks. For reasons unknown, Bridgman parted company with the St Pancras Board of Guardians in 1889 or 1890. Possibly his grand scheme was considered too costly. Nevertheless, his work at the site was more extensive than generally supposed: a biographical sketch of 1890 noted

²⁶ *Ibid.*

²⁷ *The British Architect*, 6 April 1888, viii.

²⁸ 'COI Case: St Pancras Hospital, London Borough of Camden', *Historic England Advice Report*, 8 July 2015 (Case No. 142005), 2. This supposition was based on its distinctive E-shaped plan, visible on both an illustration of Bridgman's scheme, and aerial views.

²⁹ *The British Architect*, 4 May 1888, viii; *The Builder*, 5 May 1888, 330.

³⁰ *The Builder*, 9 February 1889, 108.

he designed *'the lying-in wards, dining-rooms, kitchens, & c., at St Pancras Workhouse for the Guardians of the Poor, at a cost of £35,000'*.³¹ However, most of this was seemingly built in the 1870s, when Bridgman remodelled the St Pancras Vestry Hall: accounts show loans were advanced in 1875–6 for *'Erection of Nursery and Lying-in Wards'*, and *'Kitchen, Dining Hall, Bakery, &c.'*³² None of this work seemingly survives today. It is possible that Bridgman may have designed the mortuary and corner's court erected for the vestry on the east side of St Pancras Gardens in the late 1880s.³³

The A & C Harston phase (c.1889–99)

- 2.24 Bridgman was replaced by the architectural firm A & C Harston, in which Arthur Harston (1841–1912) was the senior partner. The firm reworked the existing scheme, abandoning the architectural design of individual blocks, but preserving much of the site planning. In February 1890 the building tender of Kirk and Randall – £74, 827 – was accepted.³⁴ The demolition of the remaining Georgian buildings seems to have dragged, for it was not until 25 July 1890 that *'the foundation stone of the new St. Pancras Workhouse was laid, on the site of a part of the old building which has been demolished'*.³⁵ At the ceremony, the chairman of the Workhouse Building Committee explained that the Board of Guardians had considered many rebuilding schemes over many years, but *'It had been decided to build a plain substantial building, so that there could be a better arranged*

³¹ *The Building News*, 18 April 1890, 547.

³² *Saint Pancras Annual Reports and Accounts*, 1891–2 (section on Guardians of the Poor), 27.

³³ A competition was held in 1884 but an alternative site to that originally proposed had to be found, and the mortuary and coroner's court were not opened until, respectively, 1887 and 1888. The architect(s) remain unknown. *The British Architect*, 25 January 1884, 48; *The Building News*, 10 October 1884, 606–7; *The Morning Post*, 31 January 1888, 2.

³⁴ *The Builder*, 22 February 1890, 145 & 8 March 1890, 183; *The Building News*, 14 March 1890, 394.

³⁵ *The Builder*, 2 August 1890, 93.

classification'. It would seem that the Harston scheme was not only cheaper, but also considered '*sanitary arrangements*' more fully. Furthermore, it provided accommodation for married couples, '*and also ... another class, viz., the chronic loafing pauper*'.³⁶

- 2.25 However, disputes on site arose and in 1892 Kirk and Randall '*desired to be relieved of further duties under the contract*'.³⁷ Fresh tenders were invited 'for the completion of sections 1 and 2'³⁸, and that of William Brooks of Folkestone was accepted in May 1892 (£50, 861).³⁹ The contract was to have been completed by August 1893, but disagreements and delays arose and in November 1894 work stopped.⁴⁰ However, it would seem that during this episode existing buildings in Kings Road were demolished, allowing a further extension to the workhouse;⁴¹ a nurses' block was built (in c.1893)⁴², and machinery and hot-water supply plant was installed in the laundry and other buildings.⁴³ It is unclear which building firm replaced William Brooks, but casual wards and stables were built in c.1895⁴⁴, and the works seems to have been completed by 1896, when heating and other services were installed in the buildings.⁴⁵
- 2.26 The final Victorian additions to the workhouse seem to have been designed by A & C Harston. Kathryn Morrison notes that '*two chapels were added to St Pancras Workhouse in 1899, the larger for Anglicans and the smaller for Catholics*'.⁴⁶ Historic England considers the architect to

³⁶ *Ibid.*

³⁷ *The Building News*, 17 July 1896, 98.

³⁸ *Ibid.*

³⁹ *The British Architect*, 3 June 1892, lx; *The Surveyor*, 9 June 1892, 330.

⁴⁰ *The Building News*, 17 July 1896, 98.

⁴¹ *The Surveyor*, 11 August 1892, 89.

⁴² *The British Architect*, 9 June 1893, viii.

⁴³ *The Builder*, 14 October 1893, 292.

⁴⁴ *The Builder*, 2 August 1895, 90; 27 September 1895, 232; 4 October 1895, 250; 11 October 1895, 268.

⁴⁵ *The British Architect*, 15 May 1896, 341.

⁴⁶ Morrison, *op. cit.*

be the Harston practice⁴⁷ and a notice that the tender of Parkers' Joinery and Cabinet Co., Ltd (£318,10) for the seating and other fittings of the two chapels confirms this.⁴⁸ Curiously, Arthur Harston's obituary does not mention the chapels, noting instead 'The firm were the architects – for the St. Pancras Guardians – of St. Pancras Workhouse in King's-road, built in 1892-5 at a cost of & 2,000l.; the nurses' block.'⁴⁹

2.27 Figure 5 shows the extent of the workhouse following the additions by A & C Halston. Highlighted are earlier components from the 1870s and 1880s, most of which can be attributed to Bridgman (the Infirmary, the Vestry Hall, the Kitchen block, and (possibly) the Mortuary and Coroner's Court.

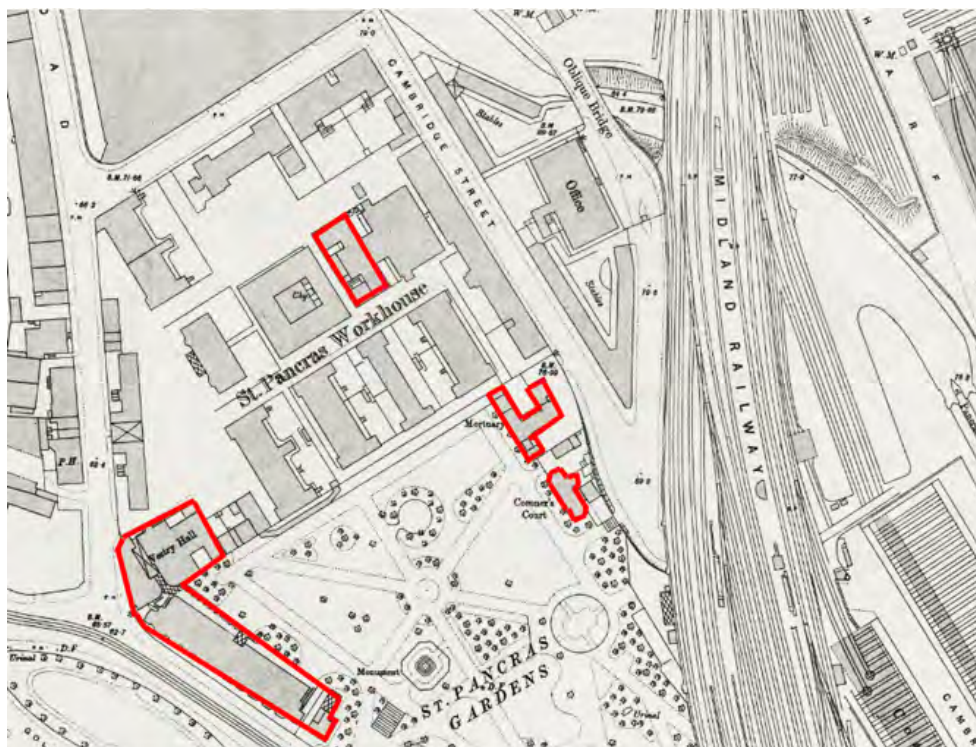


Figure 5: OS Map, 1894

⁴⁷ 'COI Case: St Pancras Hospital, London Borough of Camden', *Historic England Advice Report*, 8 July 2015 (Case No. 142005), 12, 24.

⁴⁸ *The Builder*, 20 January 1900, 72.

⁴⁹ *The Builder*, 24 May 1912, 617.

Inter-war developments

- 2.28 Various alterations and additions were made to the complex in the early 20th century, although details are vague. For example, in 1923 notice was given ‘*For works to be carried out at the St. Pancras House, 4, Kings-road, and the St. Pancras Hospital adjoining, for the Guardians*’.⁵⁰ However, much larger changes came following the Local Government Act, 1929, which saw of the abolition of the Boards and workhouse system and responsibility transfer to the London County Council (‘LCC’).
- 2.29 According to one authority, ‘*Between 1929 and 1948 the London County Council transformed the St Pancras Workhouse into a modern hospital*’.⁵¹ In 1935 it commissioned a plan of the site as part of a project to gradually replace the old buildings (Figure 6⁵²). Blocks J, M and G were demolished and before the War were erected: a new North Wing housing a Mental Observation Unit (1937)⁵³; a maternity ward (obstetric hospital) block (c.1937; £70,000)⁵⁴; a new boiler house, including water tower and tank (c.1938; £38,000).⁵⁵

⁵⁰ *The Builder*, 11 May 1923, 790.

⁵¹ Cook *op. cit.*

⁵² Illustration reproduced from Cook, *op. cit.*

⁵³ *Ibid.*

⁵⁴ *Architects’ Journal*, 5 August 1937, 241.

⁵⁵ *Architects’ Journal*, 7 April 1938, 600; *The Municipal Journal* 47/2 (1938), 780

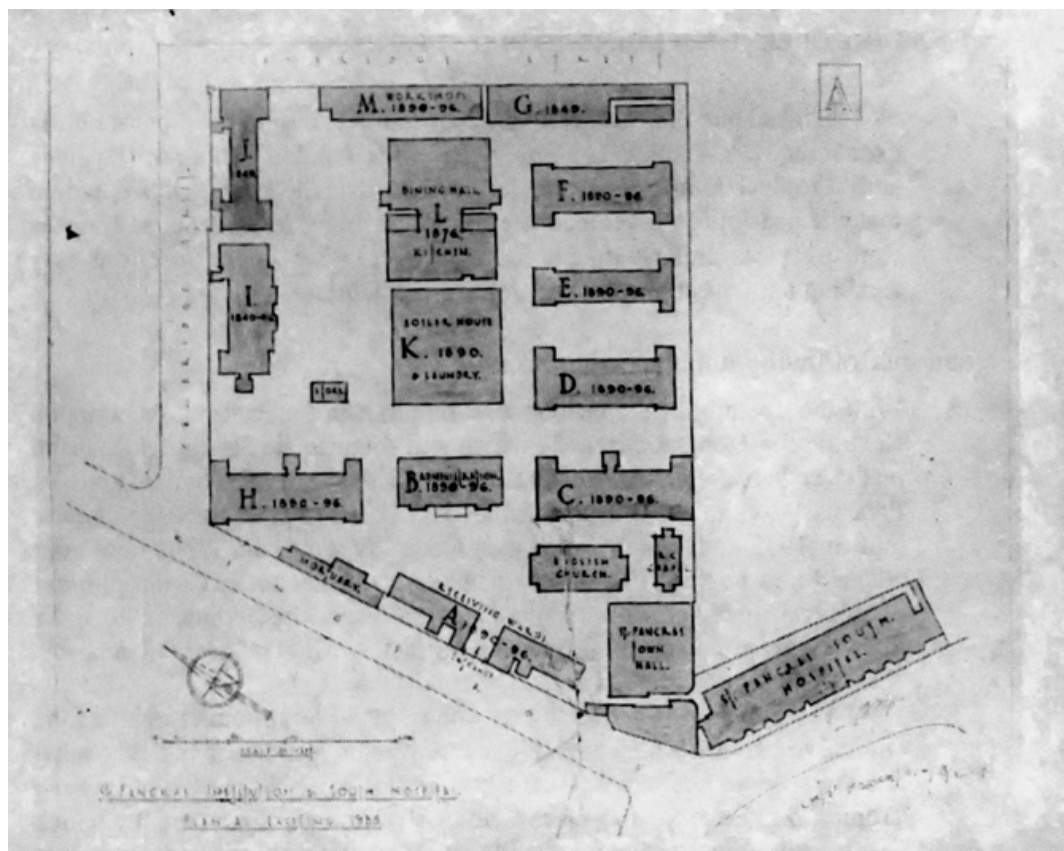


Figure 6: (Unnamed) architect's plan dated 1935 of the St Pancras Hospital site

2.30 During the Second World War, the site suffered a great deal of bomb damage, including the loss of the St Pancras Vestry Hall which was next to the Cooks Terrace building (1846; remodelled by H.H. Bridgman in 1874-5) (Figure 7⁵⁶).

⁵⁶ LCC Bomb Damage Maps. Online: <https://www.layersoflondon.org>

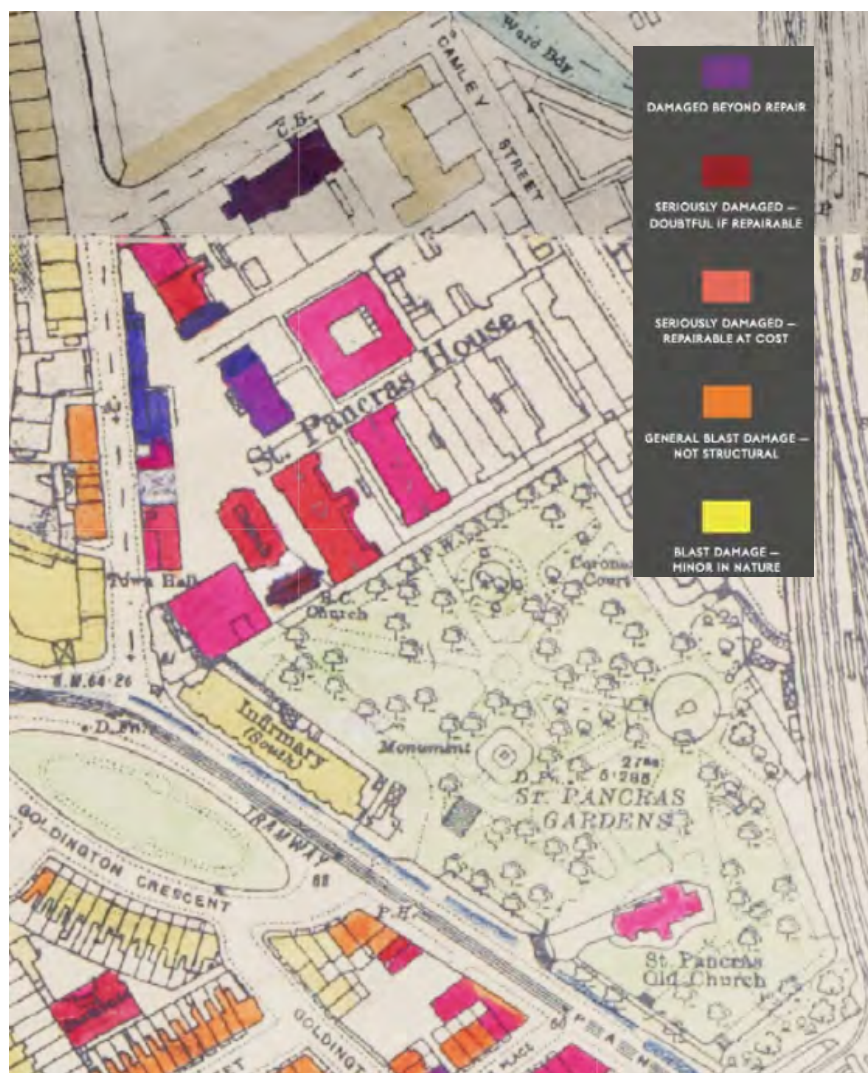


Figure 7: WWII Bomb damage in and around the site

2.31 An aerial photograph of 1946 shows much of the site levelled although some of this may have been undertaken intentionally in the late 1930s (Figure 8⁵⁷).

⁵⁷ © Historic England, Britain from Above ref.: EAW000623.

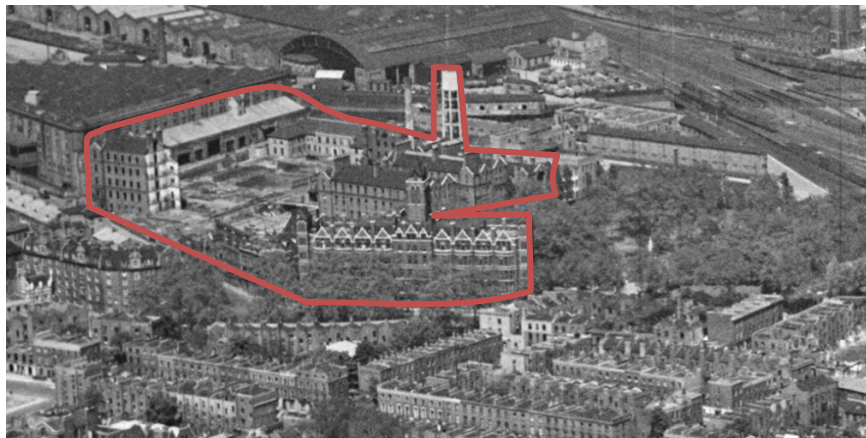


Figure 8: The site in 1946

Post-war changes

2.32 Following the introduction of the National Health Service on 5 July 1948, the responsibility for the hospital transferred from the LCC to University College Hospital ('UCH'). In 1951 the obstetric hospital (which was never actually used as such, the obstetricians preferring the main UCH site in Euston) became the Hospital for Tropical Diseases (HTD).⁵⁸ Repairs were made to bomb blast damaged buildings and piecemeal replacement of older blocks continued through the rest of the century. Additions included the North East Building and the Bloomsbury Day Hospital (1972); the Jules Thorn Day Hospital (c.1975), and New Ward (Ash House) (c.1990).⁵⁹

⁵⁸ *Ibid*: 'One of the main objections of the St Pancras site was that it was insanitary; the St Pancras railway stables were situated on the opposite side of the Grand Union Canal, and flies were present in abundance'.

⁵⁹ 'COI Case: St Pancras Hospital, London Borough of Camden', *Historic England Advice Report*, 8 July 2015 (Case No. 142005).

3 The heritage and townscape significance of the site and its context

The heritage context of the site

3.1 The heritage context of the site has been established through a search of the Greater London Historic Environment Record (GLHER).

Conservation areas

3.2 The site lies within the Kings Cross St Pancras Conservation Area and is immediately adjacent to the Regent's Canal Conservation Area (Figure 9⁶⁰).

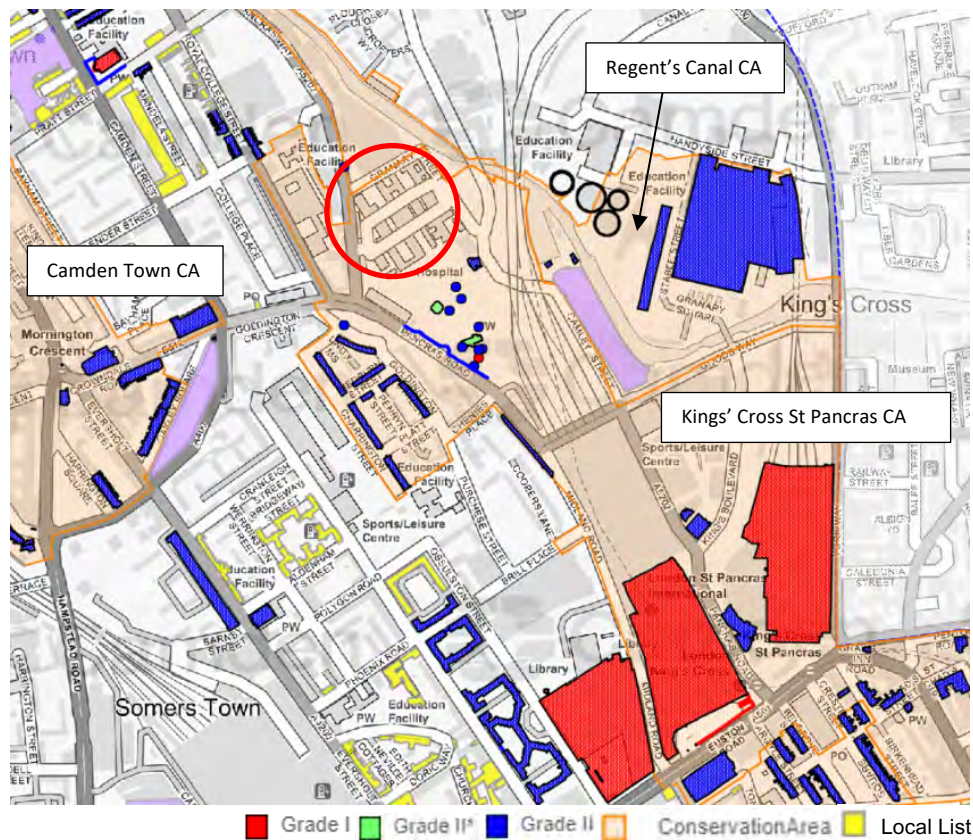


Figure 9: Heritage Assets in the wider context (site circled in red)

⁶⁰ LB Camden, Online: <https://ssa.camden.gov.uk/connect/analyst/mobile/#/main?mapcfg=CamdenConservation&lang=en-gb>

- 3.3 The King's Cross Conservation Area was first designated by the Greater London Council in March 1986. It was enlarged on two occasions, in 1991 to include areas south of the Euston Road; and in 1994 to include the area surrounding St Pancras Gardens.
- 3.4 The Kings Cross and St Pancras area has been the subject of numerous regeneration schemes, most recently as part of the Kings Cross Opportunity Area⁶¹ and substantial redevelopment brought about under this initiative has meant that the character of parts of the conservation area has changed substantially since the conservation area statement was adopted in December 2003 and published in 2004.⁶²
- 3.5 The conservation area has a strong historic character and contains a high number of listed buildings. Amongst these are two of the most important historic buildings and structures in the country relating to railway architecture and history namely the Grade I listed Kings Cross Station and St Pancras Station. These two imposing structures, along with the neighbouring British Library (Grade I) (which lies outside the conservation area but on its western perimeter), create a strong group along the Euston Road.
- 3.6 The site itself lies within Sub Area 1: St Pancras Gardens of the conservation area. This sub area comprises a mix of residential and institutional uses centered upon the 2ha. St Pancras Gardens (GII).
- 3.7 The unlisted buildings which are judged to make a positive contribution to the special character and appearance of Sub Area 1 are:
- Pancras Road: The Chenies and Cecil Rhodes House; St Pancras Hospital building and blocks

⁶¹ GLA online: www.london.gov.uk/what-we-do/planning/implementing-london-plan/opportunity-areas/opportunity-areas/kings-cross-st

⁶² LB Camden, June 2004. The Kings Cross Conservation Area Statement (22) was adopted in December 2003. (The CA name did not include 'St Pancras' at that time). The statement was written before, and in anticipation of, the extensive redevelopment of the railway lands north of Kings Cross station.

3,4,5,7,8,9 & gatehouse (Figure 10); cottage adjacent to St Pancras Hospital.

- Royal College Street: Nos. 1-36 Goldington Court; Royal Veterinary College main building and southern annex; Beaumont Animals Hospital.
- St Pancras Way: No7; No. 9; Nos. 37-57 Goldington Court.

3.8 The buildings comprising the St Pancras Hospital site and their individual significance are explored in detail below.

Listed buildings

3.9 There are a number of listed buildings in the vicinity of the site (Figure 10⁶³).

⁶³ Heritage Gateway, Greater London Historic Record. Online: www.heritagegateway.org.uk



Figure 10: Listed buildings in the vicinity of the site. Black triangles indicate Certificate of Immunity from Listing, blue triangles indicate listed buildings (see text for further details). The green shading indicates the registered landscape of St Pancras Gardens

3.10 The following listed buildings lie within 250m⁶⁴ of the site (Figure 14⁶⁵). They are listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for their special architectural or historic interest:

Grade I

- St Pancras Old Church Gardens: Tomb of Sir John Soane, his wife and son.

Erected 1816 and designed by Sir John Soane in memory of his wife who died in 1815. The design of the central domed structure influenced Giles Gilbert Scott's design of the K2 (1926) telephone box.

List Entry Number: 1322044 / Date first listed: 16 May 1978 (Figure 11).



Figure 11: Tomb of Sir John Soane and family

Grade II*

- Old Church of St Pancras, Pancras Road:
11th century core with later additions. Rebuilt and enlarged 1847-8 by AD Gough and RL Roumieu

⁶⁴ 250m is considered to be an appropriate distance given the tight urban grain of the area and the proposed development height.

⁶⁵ GLHER

who extended the nave westwards. They destroyed the south porch and west tower, replacing them with a new vestry on the north and the south tower. Further restoration in 1871 and 1888 by AW Blomfield who remodelled in 'Norman' style. Further restored c1925 and in 1979-80 by Erith and Terry. Coarsed rubble with stone dressings and flint east facade; pantiled and slated roofs. Rectangular, aisleless plan. By origin one of the very oldest churches in London. It became disused in the 19th century, and the site was opened as a public garden in 1891.

List entry no 1113246 / Date first listed: 10 June 1954 (Figure 12).



Figure 12: Old Church of St Pancras

- St Pancras Old Church Gardens: Burdett-Coutts Memorial Sundial.

The Burdett-Coutts Memorial Sundial, 1877-9, is listed for its range of Architectural and Historic interest: as well as for Group value and setting in a Grade II registered historic landscape.

List Entry Number: 1113250 / Date first listed: 25-Feb-1993 (Figure 13).



Figure 13: Burdett-Coutts Memorial Sundial

Grade II

- Camley Street: St Pancras Coroner's Court (1886); Steam Locomotive Water Point (1872)⁶⁶;
- Charrington Street: No. 18-41, 42-65 (Terraced houses, c. 1845);
- Gas Holder Park: Gas holder no. 8 (1883);
- Goldington Crescent: Nos. 5-16 (Terraced houses, 1849-50); Cattle trough (late 19th century);

⁶⁶ It should be noted that the list description for this building states: 'Pursuant to s.1 (5A) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act') it is declared that the C20 addition to the north east, through which the court is entered, is not of special architectural or historic interest' – in other words the part of the building facing Camley Street is not statutorily listed.

- Goldington Street: Nos. 26-39 (Terraced houses, 1849-53);
- Grand Union Canal: Lock keepers cottage (1898);
- Medburn Street: Nos. 6-8, 9-19, 20-25, 26-29 (Terraced houses, 1841-44);
- St Pancras Way: Penfold Pillar Box (c.1872);
- Royal College Street: Nos. 6-22 and attached railings and bollard in pedestrian way of No. 12; 75-85 and attached railings; 85C, 87 & 89; 91-99 (Terraced houses, late 18th to mid-19th century);
- St Pancras Old Church Gardens: Gates and railings to road frontage; Drinking fountain; Tomb of Mary Basnett; Tomb of John Flaxman and family; Tomb of Mary Wollstonecraft, W. Godwin and MJ Godwin; Tomb of Sir Thomas Webb; Tomb of Abraham Woodhead; no. 2 Unidentified tombs.

Certificates of Immunity from Listing

- 3.11 A Certificate of Immunity issued under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended, gives notice that the Secretary of State does not intend to list the building to which the notice relates for a set period of five years.
- 3.12 In 2015 Historic England assessed the seventeen buildings of St Pancras Hospital for a Certificate of Immunity (COI) from listing. As well as inspecting the whole of the site, and, wherever possible, the interior of the buildings, it considered information contained in a report prepared by Dominic Lawson Bespoke Planning Ltd. on behalf of Camden and Islington NHS Foundation, owners of the site. Historic England concluded⁶⁷:

The site of the former St Pancras Workhouse has clear local historic interest as a manifestation of the parish's

⁶⁷ Dominic Lawson Bespoke Planning Ltd. (2015) 'COI Case: St Pancras Hospital, London Borough of Camden', *Historic England Advice Report*, 8 July 2015 (Case No. 142005).

provision for the poor and destitute under the English Poor Law. A number of the buildings have local architectural and group interest for this same reason and contribute to the character of the conservation area in which they stand. However, after examining all the records and other relevant information and having carefully considered the architectural and historic interest of this case, none of the buildings assessed meets the criteria for listing. The buildings are therefore not recommended for listing, and it is recommended that a COI be issued for each one.

3.13 The following 17 Certificates of Immunity from Listing⁶⁸ were issued in respect of the St Pancras Hospital site, and all seventeen certificates expired on 24 August 2020:

- St Pancras Hospital: Former Anglican Chapel
- St Pancras Hospital: Former Roman Catholic Chapel
- St Pancras Hospital: East Wing
- St Pancras Hospital: North Wing
- St Pancras Hospital: North East Building
- St Pancras Hospital: South Wing and stretch of contemporary boundary wall
- St Pancras Hospital: West Wing
- St Pancras Hospital: Boiler Room, Water Tower and Chimney
- St Pancras Hospital: Estates and Facilities Building
- St Pancras Hospital: Gatehouse and stretch of contemporary boundary wall
- St Pancras Hospital: The Huntley Centre
- St Pancras Hospital: Kitchen Building
- St Pancras Hospital: Mortuary and Post Room

⁶⁸ Certificate of Immunity Number: 1428003, 1428011, 1428014, 1428017, 1428020, 1428024, 1428025, 1428027, 1428028, 1428041, 1428042, 1428047, 1428048, 1428101 1428103, 1428111, 1428115.

- St Pancras Hospital: Residence Building
- St Pancras Hospital: Bloomsbury Day Hospital
- St Pancras Hospital: Jules Thorn Day Hospital
- St Pancras Hospital: New Ward (Ash House)

Registered landscape

- 3.14 St Pancras Gardens is registered at Grade II within the Register of Historic Parks and Gardens by Historic England for its special historic interest.
- 3.15 The c. 2 hectare gardens were laid out in their present form in 1890-1 by the Vestry, in conjunction with the Midlands Railway Company and features a range of interesting and listed monuments and mature trees. The gardens incorporate the churchyard of St Pancras Old Church and the former burial ground of St Giles-in-the-Fields. These were closed for burials in 1850 and, in 1865, partially destroyed by the railway cutting driven through by the Midland Railway as part of the construction of St Pancras Station. The grandest tombs survived but others were removed. The ground was levelled and the headstones placed in mounds or around the walls. In 1875 the remaining land was acquired by the St Pancras Vestry for use as public space, and the gardens were opened to the public in June 1877. St Pancras Public Mortuary and Coroners Court (GII) was erected in the north eastern corner in 1886.

Local list

- 3.16 A locally listed heritage asset is a building, structure or designed space which is deemed to be of local architectural or historic interest. The following buildings and gardens within c.250m of the site are on the Camden Local List⁶⁹:
- Camley Street: Camley Street Natural Park;
 - Crowndale Road: No. 26 Former Old St Pancras Church House, 1896-7, a mission house and hall;

⁶⁹ London Borough of Camden (2015) Camden's Local List (January 2015).

Townscape character

- 3.17 The site lies within Conservation Area Sub Area 1: St Pancras Gardens. This sub area is centred upon St Pancras Gardens and comprises a mix of residential and institutional uses, including clusters of hospital and educational buildings in the northern part. The dense tree cover of the 2 ha. gardens centered upon the old church of St Pancras, combined with the Goldington Crescent Gardens opposite, provide a refreshing contrast to the intensive urban nature of its wider surroundings. Goldington Crescent Gardens, an elongated oval shaped green space at the junction between Pancras Road, Crowndale Road, Royal College Street and St Pancras Way is overlooked by Goldington Crescent (1849-50) a terrace of five storey stock brick houses (G II).
- 3.18 The main St Pancras hospital building fronts Pancras Road. This imposing 5-story edifice is the original Infirmary building (1880-1895) and is a substantial example of those erected in London under the Metropolitan Poor Act of 1867. The long, imposing façade is subdivided into eight bays, which are surmounted by tall gables with simple gothic detailing. The central brick tower rises to a height of approximately four storeys above the main body of the building.
- 3.19 Traveling north, towards along St Pancras Way, the tall, red brick tenement, Goldington Buildings (1903), marks the junction of Pancras Road and St Pancras Way and is the earliest municipal housing built in the borough. St Pancras Way is narrow and at its southern end its streetscape retains echoes of its Victorian character in the shape of rare vestiges of the Midland Railway's goods yard, granary and ale stores complex at Agar Town, namely the former Midland Railway stables buildings (1860s) at No.7 and adjacent at No. 9, a large three-storey double fronted dwelling plus basement dating to the 1860s, probably intended for a Midlands Railway manager. Opposite lies the site with its former workhouse buildings looming large. The tallest of these take up the

southern part of the site and can be seen rising above a stock brick boundary wall. Within the site are a number of separate buildings of various functions, forms and dates in arranged around a grid-like plan of access roads. This gives the site a disjointed feel and the car parking and hard surfaces contrast starkly with the adjacent St Pancras Gardens.

- 3.20 At the Conservation Area's western boundary, Charrington Street, Penryn Street, Goldington Street and Medburn Street form a grid of streets lined with uniform residential terraces dating from the mid-19th Century. Several of these are grade II listed. The post-war red brick housing estate comprising Cecil Rhodes House and The Chenies is a prominent feature in views along Pancras Road. The blocks are locally listed by LB Camden.
- 3.21 Towards the north of the sub-area, the three large blocks of the Royal Veterinary College (1924, 1937) form a consistent street elevation on the eastern side of Royal College Street. The similar style buildings to its north were built for the Beaumont Animals' Hospital (1920s).
- 3.22 Interspersed between these buildings of interest are 20th century and later residential developments of varying scale, including many post-war council estates and later private blocks. There is little by way of commercial street frontage in the shape of shops, restaurants or public houses.

Heritage significance

Concepts and terminology

- 3.23 Listed buildings and conservation areas are 'designated heritage assets', as defined by the National Planning Policy Framework (NPPF).
- 3.24 'Significance' is defined in the NPPF as 'the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also

from its setting'. 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (English Heritage, April 2008) describes a number of 'heritage values' that may be present in a 'significant place'. These are evidential, historical, aesthetic and communal value.

The significance of the site and its context

- 3.25 The listed buildings in the vicinity of the site, the Kings Cross St Pancras Conservation Area and Grand Union Canal Conservation Area have evident special architectural and historic interest. Any proposals for the site must have regard for the preservation of that special interest. This is discussed further below.

'Evidential value' 'Historic interest' or 'Historical value'

- 3.26 In terms of Historic England's 'Conservation Principles', the site and its surroundings provide us with 'evidence about past human activity'. The site, the listed and unlisted structures of merit in its vicinity, and their relationship to one another and the Kings Cross St Pancras Conservation Area, collectively illustrate the development of this part of London over an extended period. The surrounding building stock by means of fabric, design and appearance are a record of social and economic change and lifestyles in this part of London.
- 3.27 Alteration, demolition and redevelopment has not entirely removed the ability of the historic buildings in the vicinity to communicate these values, and they and the Kings Cross St Pancras Conservation Area retain sufficient historic character and appearance to convey their historical ethos.

'Architectural interest', 'artistic interest' or 'aesthetic value'

- 3.28 The site has some 'architectural' and 'artistic interest' (NPPF) or 'aesthetic value' ('Conservation Principles') in varying degrees.
- 3.29 In respect of design, 'Conservation Principles' says that 'design value... embraces composition (form, proportions,

massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship’.

- 3.30 Despite their settings having been considerably altered in the immediate post-war period and more recently under the Kings Cross Opportunity Area schemes, the heritage assets described above retain a considerable degree of significance and the ability of the older townscape and its intact historic buildings to contribute to townscape character and convey the area’s historical ethos has not been removed.

Townscape significance

- 3.31 The townscape of the site – as opposed to the broader surrounding townscape character – is discussed here.
- 3.32 The site can be divided into three zones: southern, central, and northern with individual buildings adjudged to make either a positive, negative, or neutral contribution to the character and appearance of the Kings Cross St Pancras Conservation Area (Figure 14).



Figure 14: The buildings of the site and their contribution to townscape character. The redline indicates the boundary of the former hospital site. See text and Appendix B for distinctions in positive contribution. See Appendix D for the Oriel development zone boundary

Key to Figure 14

Positive contributors to the conservation area

- 3. North Wing 1937
- 4a. Kitchen building
- 4b. Boiler room, water tower and chimney c.1938
- 5. Estates and Facilities buildings (Camley Centre; former laundry) c.1890 (A&C Harston)
- 7a. Anglican Chapel (former) 1899, (A&C Harston)
- 7b. Roman Catholic Chapel (former) 1899 (A&C Harston)
- 8a. West Wing. C.1890, (A&C Harston)
- 8b. East Wing, c. 1890 (A&C Harston)

- 9. Residence building c. 1890 (A&C Harston)
- G. Gatehouse c. 1890 (A&C Harston)
- SW. South Wing (Cooks' terrace/ St Pancras South Hospital) 1884-5, H. Bridgman

Negative contributor to the conservation area

- 1. Bloomsbury Day Hospital 1972

Neutral contributors to the conservation area

- 2. North Ward/Ash House c.1990
- 6. Jules Thorn Day Centre c.1975
- 10. Huntley Centre (former Hospital for Tropical Diseases) c.1937
- 11. North East building c.1972
- 12. Mortuary (former) and post room c.1890

The buildings

- 3.33 Eleven buildings on site were considered, in the 2004 Kings Cross Conservation Area Appraisal, to make a positive contribution to the character and appearance of the Kings Cross conservation area. This work has since been augmented by further analysis in the London Borough of Camden's 'St. Pancras Hospital: Issues and Options Report' (2017). This concludes that the unlisted buildings that make the highest contribution to the conservation area - gatehouse, chapels and four workhouse blocks erected in the 1890s - are located on the southern side of the site and on St Pancras Road (Infirmary). The value of these buildings derives from both their architecture and their value as a cohesive group of late Victorian hospital/workhouse buildings, which provide an atmospheric and attractive backdrop to the setting and views from St Pancras Gardens. The majority of significant trees are also grouped around the south section of site.
- 3.34 Within the southern section, to the east of these early buildings, are the post-war Huntley Centre and North East buildings which are judged to make a neutral contribution.
- 3.35 The central section of the site hosts three smaller blocks which are contemporaneous to the main workhouse buildings but presenting a mixed typology that contrasts

in scale and form. This group comprises of 1, 2 and 3 storey buildings in yellow stock brick with red dressings. Slight variations in roof forms (slate roofs either hipped or with gables), window details (round or square headed) and the presence of simple decoration such as projecting brick courses at eaves level makes the group attractive and varied yet retaining a strong consistency of form and materials. The chimney and water tower, visible in views from Granary Street, act as a local landmark. All are judged to make a positive contribution – the Boiler Room and water tower is judged as making a lower positive contribution, and the former laundry and kitchen buildings as making a medium positive contribution. The westernmost building of the central section is a 2-storey brown brick building built in 1975 judged as neutral.

- 3.36 The northern section of the site is entirely modern, comprising of three blocks which replaced 1890s workhouse buildings. Of this group, the 1937 North Wing is considered to make a lower positive contribution to the conservation area, North Ward/Ash House is considered to be neutral and the Bloomsbury Day Hospital at the junction of St Pancras Way and Granary Street is the only building on the site identified as making a negative contribution.
- 3.37 Within the group of buildings seen as making a positive contribution, there is a hierarchy of historical and visual interest. The Kitchen Building can perhaps be ascribed to Bridgman and the mid-1880s but 'is of a much more utilitarian appearance and was altered when two stories of the tower were removed and replaced with a pitched roof in the 1950s'⁷⁰ and is identified as making a medium positive contribution. The former laundry building, to the west of the Kitchen Building is also considered as making a medium positive contribution, though 'Although listed as making a positive contribution the northern single storey part is a modern extension of no heritage merit and

⁷⁰ *St. Pancras Hospital: Issues and Options Report*, London Borough of Camden (2017)

offers the potential for redevelopment. The Victorian part of the building survives largely intact and whilst it demonstrates the evolution of the site it is not considered to be of the same architectural quality of the other buildings to the south'⁷¹.

- 3.38 However, the West Wing, East Wing and Residence Building, and perhaps the gatehouse, all possess a scale and robustness of character that chimes (albeit more austere and less decoratively) with Bridgman's South Wing of 1884–5. Similarly, the two chapels are survivors of workhouse places of worship, albeit much altered.
- 3.39 Across the site, buildings 2, 6, 10, the North East Building and mortuary are considered as making a neutral contribution. In terms of scale, age and architecture they are distinct from the late Victorian buildings which form a more cohesive group. Although they demonstrate part of the evolution of St Pancras Hospital, there is no evidence which demonstrates any great innovation or excellence in their designs therefore there is no strong reason for placing the same value on them as the Victorian structures.
- 3.40 It is clear, therefore, that heritage significance varies across the site. Overall, the townscape quality of the site is poor, with poor connectivity and permeability and the positive townscape potential of the positive heritage contributors is compromised by the condition of the rest of the site.
- 3.41 Taking these assessments into account there is a reasonable case to be made that some of the currently identified positive contributors on the site are of lesser interest, in particular the later buildings constructed as part of the hospital rather than the original workhouse. This is the guidance set out in London Borough of Camden's 'St. Pancras Hospital: Issues and Options Report' (2017), and the following categorisations reflect that guidance.

⁷¹ *ibid*

Positive contributors (highest contribution)

- 3.42 **Boundary wall.** The site is surrounded by a continuous stock brick boundary wall which contributes towards the sense of containment and unique character. The wall is of several phases with the parts along Granary Street, possibly belonging to 1890.
- 3.43 **SW. South Wing (Cooks' terrace/ St Pancras South Hospital) (1884-5, H. Bridgman).** The original Infirmary, fronts Pancras Road South. It is five storeys in height, plus a central attic level and is constructed of stock brick with red brick detailing. It is a substantial example of the workhouse infirmary buildings that were erected in London under the Metropolitan Poor Act of 1867. The long, imposing Pancras Road façade is subdivided into eight bays, which are surmounted by tall gables with gothic detailing, and a flat central section. The building is surmounted by a central brick tower with pitched slated roof, which rises to a height of approximately four storeys above the main body of the building and is visible in views from the west beyond the Conservation Area boundary. Smaller towers are arranged symmetrically at each end of the building.
- 3.44 **G. Gate House (c.1890, A&C Harston).** Fronting St Pancras Way, this three-storey range in yellow stock brick with red brick detailing is the southern half of what was originally pair of gatehouses.

Positive contributors (medium contribution)

- 3.45 **4a. Kitchen building (c.1885, poss H. Bridgman).** Was altered when two storeys of its tower were removed and replaced with a pitched roof in the 1950s. It contributes to the conservation area by virtue of demonstrating the development of the site, but this is to a lesser degree than other buildings from the same period.
- 3.46 **5. Estates and Facilities buildings (The Camley Centre) (c.1890, A&C Harston).** The Victorian former laundry survives largely intact. It is not considered to be of the same architectural quality of the other buildings to the

south. The northern single storey part is a modern extension of no heritage merit.

- 3.47 **7a & 7b. Chapels (1899, A&C Harston).** Increasingly rare survivors of workhouse places of worship, albeit much altered. The former Anglican chapel is a simple form with a nave and single storey aisles on either side. It is in yellow stock brick with red brick dressings to match the adjacent buildings. To the rear is the smaller Roman Catholic Chapel (7b), in matching materials with lancet windows. Both buildings are now used as offices known as Rivers Crisis House and The Well respectively.
- 3.48 **8a & 8b. West Wing & East Wing (c.1890, A&C Harston).** These two interconnected blocks are of five storeys, in yellow stock brick with red brick to ground floor and detailing above and have tall narrow timber sash windows and pitched slate roofs. Their height and tall narrow form is an imposing element within the site and in views from St Pancras Road.
- 3.49 **9. Residence building (c.1890, A&C Harston).** This block is of 3 storeys in similar materials as 8a & 8 but has a less imposing appearance. It has chimney flues expressed on the flank elevations, slated gables above the rear wings and its southern façade incorporates a large, recessed arch.

Positive contributors (lower contribution)

- 3.50 **3. North Wing (The Royal Fee) (1937).** A two storey block, in yellow and stock brick with brown brick dressings, a pitched tiled roof and timber sash windows, it replaced an 1890s building. Of simple neo-Georgian style, it has a domestic scale and appearance. It has been altered by an extension and some façade alterations as well as the replacement of some of its windows.
- 3.51 **4b. Boiler room, water tower and chimney (c.1938).** The building shares the same materials as the Victorian workhouse buildings, but architecturally it is not considered particularly remarkable. It does contribute to the group value of the other buildings and demonstrates

a phase of the hospital's development, but it is not of the same significance as the former workhouse buildings.

Negative buildings

- 3.52 **1. Bloomsbury Day Hospital (1972).** A two storey prefabricated building, which respects the prevailing scale and layout, but its design and materials visually detract from the character and appearance of the whole site. The building is judged to make a negative contribution to the conservation area.

Neutral buildings

- 3.53 **2. North Ward (Ash House) (c.1990).** An 'H' shaped building comprising interconnecting blocks. Yellow brick with shallow pitched tiled roofs and metal windows. These respect the scale, form and building line of the neighbour to the east but are poorly detailed.
- 3.54 **6. Jules Thorn Day Centre (c.1975).** A 2 storey brown brick building with timber cladding at first floor and tiled roofs pitched towards a central courtyard. This sits at a lower level on the site and causes a visual gap and a marked change in scale between it and the tall buildings to the south.
- 3.55 **10. Huntley Centre (former Hospital for Tropical Diseases) (c.1937).** This building respects the scale, bulk and building line of its neighbours, but is otherwise architecturally undistinguished. It is constructed of brown brick with a flat roof, small projecting porch to the main entrance and an external cranked staircase in rendered concrete on the east elevation.
- 3.56 **11. North East Building (1972).** This is a boxy, flat roofed, three storey engineered brick building with Modernist strip windows and a curved stair tower at rear.
- 3.57 **12. Mortuary (former) and post room (c.1890).** The mortuary is a small, one storey brick building and flat roofed structure against the west boundary wall. Adjacent are a range of small, one storey modern buildings with single pitch or flat roofs.

4 The legislative, policy and guidance context

Introduction

- 4.1 This section of the report briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment.
- 4.2 Section 6 demonstrates how the proposed development complies with statute, policy and guidance. Not all the guidance set out in this section is analysed in this manner in Section 6: some of the guidance set out below has served as a means of analysing or assessing the existing site and its surrounding, and in reaching conclusions about the effect of the proposed development.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.3 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Section 66(1) of the Act requires decision makers to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' when determining applications which affect a listed building or its setting. Section 72(1) of the Act requires decision makers with respect to any buildings or other land in a conservation area to pay 'special attention... to the desirability of preserving or enhancing the character or appearance of that area'.

The National Planning Policy Framework

- 4.4 The revised version of the National Planning Policy Framework (NPPF) was published on 19 February 2019 and updated on 19 June 2019 ⁷².

Design

- 4.5 Chapter 12. of the National Planning Policy Framework deals with design: Achieving well-designed places. It begins:

'The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process' (paragraph 124).'

- 4.6 Paragraph 127 sets out a series of expectations regarding design quality:

'Planning policies and decisions should ensure that developments:

'a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging

⁷² Ministry of Housing, Communities & Local Government (2019). Available at: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.'

- 4.7 Paragraph 131 says that 'In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings'.

Proposals affecting heritage assets

- 4.8 Chapter 16 of the National Planning Policy Framework: 'Conserving and enhancing the historic environment' deals with Heritage Assets describing them as 'an irreplaceable resource' that 'should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'.⁷³

⁷³ The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

4.9 Paragraph 189 brings the NPPF in line with statute and case law on listed buildings and conservation areas. It says that:

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

4.10 In terms of the local authority, paragraph 190 requires that they

'identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.'

4.11 Paragraph 192 says that

'In 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.'

Considering potential impacts

4.12 Paragraph 193 advises local planning authorities that
'When considering the impact of a proposed development on the significance of a designated heritage

asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'

4.13 Paragraph 195 says:

'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; and*
- *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *the harm or loss is outweighed by the benefit of bringing the site back into use.'*

4.14 Paragraph 196 says that

'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, where appropriate, securing its optimum viable use'.

4.15 In taking into account the effect of an application on the significance of a non-designated heritage asset the local authority should employ a *'a balanced judgement'* in regard to the scale of any harm or loss and the significance of the heritage asset (paragraph 197).

4.16 The NPPF introduces the requirement that 'Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to

ensure the new development will proceed after the loss has occurred' (paragraph 198).

- 4.17 Where a heritage asset is to be lost, the developer will be required to 'record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible' (paragraph 199).⁷⁴
- 4.18 In terms of enhancing the setting of heritage assets the NPPF states that 'local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably' (paragraph 200).
- 4.19 It goes on however that 'Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage site as a whole' (paragraph 201).
- 4.20 Finally, paragraph 202 requires that the onus will be on local planning authorities to 'assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies'.

⁷⁴ Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.

Planning Practice Guidance

4.21 Planning Practice Guidance⁷⁵ provides streamlined guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled 'Conserving and Enhancing the Historic Environment'. It is subdivided into sections giving specific advice in the following areas:

- Overview: historic environment
- Plan making: historic environment
- Decision-taking: historic environment
- Designated heritage assets
- Non-designated heritage assets
- Heritage Consent Processes and
- Consultation and notification requirements for heritage related applications.

4.22 The Government published an updated Historic Environment section of PPG on 23 July 2019 to reflect the changes made to the National Planning Policy Framework (NPPF) since the 2012 edition.

Historic England's Good Practice Advice in Planning Notes

4.23 Historic England provide guidance regarding the setting of heritage assets and how to assess the effect of change on that setting. They provide 'information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the national Planning Practice Guide (PPG)'.

4.24 These notes are:

⁷⁵ Ministry of Housing, Communities and Local Government, Online: www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment

- GPA 1: The Historic Environment in Local Plans (2015);
- GPA 2: Managing Significance in Decision-Taking in the Historic Environment (2015);
- GPA 3: The Setting of Heritage Assets (2nd ed., 2017);
- GPA 4: Enabling development and heritage assets (2020).

4.25 GPA 3 is addressed separately below.

4.26 Historic England's 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' is referred to in Section 2 of this report.

Historic England guidance on the setting of heritage assets (GPA 3)

4.27 Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets provides guidance regarding the setting of heritage assets and how to assess the effect of change on that setting. The document provides 'information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the National Planning Practice Guide (PPG)'.

4.28 The guidance echoes the definition of 'setting' in the NPPF as 'the surroundings in which [the asset] is experienced' and continues: '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'.

4.29 The guidance provides, at Paragraph 12, a step-by-step methodology for identifying setting, its contribution to the significance of a heritage asset, and the assessment of the effect of proposed development on that significance:

- Step 1: identify which heritage assets and their settings are affected;
 - Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);
 - Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance;
 - Step 4: explore the way to maximise enhancement and avoid or minimise harm;
 - Step 5: make and document the decision and monitor outcomes.
- 4.30 The document then sets out how the step-by-step methodology is used and considers each step in more detail.

The London Plan

- 4.31 The London Plan 2016 (March 2016, consolidated with alterations since 2011) is the spatial development strategy for London. It contains various policies relating to architecture, urban design and the historic built environment.
- 4.32 Policy 7.4 deals with ‘Local character’ and says that a development should allow ‘buildings and structures that make a positive contribution to the character of a place, to influence the future character of the area’ and be ‘informed by the surrounding historic environment’.
- 4.33 Policy 7.8 deals with ‘Heritage assets and archaeology’, and says:

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.

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.

4.34 Policy 7.9 deals with 'Heritage-led regeneration', and says:

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.

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.

The London Plan: Intend to Publish London Plan 2019

- 4.35 A draft new London Plan was published by the Mayor for consultation in December 2017. The Examination in Public was held between 15th January and 22nd May 2019 and the Panel of Inspectors appointed by the Secretary of State issued their report and recommendations to the Mayor on 8th October 2019. The Mayor published the 'Intend to publish' version of the new London Plan on 9th December 2019.⁷⁶ The plan was laid before the London Assembly on 6 February 2020. Further guidance is scheduled to be consulted upon mid / late September – December 2020 (as of August 2020) (see below). The current London Plan (2016) is still the adopted development Plan, but the new London Plan is a material consideration in planning decisions.
- 4.36 Chapter 3 deals with 'Design' and provides a range of policies concerning the design of new development in London. These include:
- Policy D1 London's form, character and capacity for growth;
 - Policy D2 Infrastructure requirements for sustainable densities;
 - Policy D3 Optimising site capacity through the design-led approach;
 - Policy D4 Delivering good design;
 - Policy D5 Inclusive design;
 - Policy D6 Housing quality and standards;
 - Policy D8 Public realm;
 - Policy D9 Tall buildings;
 - Policy D10 Basement development.
- 4.37 In March 2020, the Secretary of State for Housing, Communities and Local Government wrote to the Mayor of London 'on the need for an improved London Plan'

⁷⁶ Mayor of London (2019) London Plan: Intend to Publish London Plan 2019, December 2019.

and to exercise his powers under section 337 of the Greater London Authority Act 1999. He has directed that the Mayor cannot publish the London Plan until it incorporates the Directions the Secretary of State sets out. These Directions are contained in an Annexe to the Secretary of State's letter. They cover a range of matters. The sole design policy that the Secretary of State seeks to amend is Policy D3. He directs that the policy should be amended to include the following text:

A The design of the development must optimise site capacity. Optimising site capacity means ensuring that development takes the most appropriate form for the site. Higher density developments should be promoted in areas that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.

B Where there are existing clusters of high density buildings, expansion of the clusters should be positively considered by Boroughs. This could also include expanding Opportunity Area boundaries where appropriate.

D Gentle densification should be actively encouraged by Boroughs in low- and mid- density locations to achieve a change in densities in the most appropriate way. This should be interpreted in the context of Policy H2.

4.38 Chapter 7 'Heritage and Culture' of the 'intend to publish' version of the new London Plan expands upon the policies of the 2016 plan. It defines 'Heritage significance' (para 7.1.7) as:

'the archaeological, architectural, artistic or historic interest of a heritage asset. This may can be represented in many ways, in an asset's visual attributes, such as - form, scale, materials, and architectural detail, design and setting, as well as through historic associations between people and a place, and, where relevant, the historic relationships between heritage assets.'

4.39 Policy HC1 'Heritage conservation and growth', says that:

'Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings, should also be actively managed. Development proposals should seek to avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.'

4.40 Policy HC3 'Strategic and Local Views' and Policy HC4 'London View Management Framework' describe how The Mayor has designated a list of Strategic Views that will be kept under review and requires that development proposals must be assessed for their impact on a designated view if they fall within the foreground, middle ground or background of that view.

Camden Local Plan

4.41 The London Borough of Camden adopted its Local Plan in July 2017. The Plan sets out the Council's planning policies. It replaces Camden's Core Strategy and Development Policies planning documents (adopted in 2010).

4.42 Section 7 of the Plan deals with Design and Heritage saying that 'the Council places great importance on preserving the historic environment'.

4.43 Policy D1 Design says 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.'

4.44 Policy D1 also addresses Tall Buildings, Public Art and Excellence in Design.

4.45 Policy D2 Heritage deals with Camden's heritage assets. The policy says 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.'

4.46 In relation to designated heritage assets generally the policy says:

'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.'

4.47 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'.

4.48 In relation to Conservation Areas the policy says:

'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:

e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;

f. resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;

g. resist development outside of a conservation area that causes harm to the character or appearance of that conservation area; and

h. 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.'

4.49 In relation to Listed Buildings the policy says:

'To preserve or enhance the borough's listed buildings, the Council will:

i. resist the total or substantial demolition of a listed building;

j. 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

k. resist development that would cause harm to significance of a listed building through an effect on its setting.'

4.50 In relation to 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.'

- 4.51 In relation to other heritage assets and non-designated heritage assets including those on and off the local list, Registered Parks and Gardens and London Squares the policy states:

'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.'

- 4.52 The Council has recently consulted (July-October 2020) on updated Camden Planning Guidance (CPG) relating to 'Design'. Design CPG has been amended in relation to telephone kiosks. Otherwise guidance concerning 'Design Excellence', 'Heritage' and other topics remains as previously.

Draft Canalside to Camley Street Supplementary Planning Document (SPD)

- 4.53 Public consultation on the draft Canalside to Camley Street Supplementary Planning Document took place between 16th July to 25th September 2020. The draft SPD outlines some of the key issues and opportunities for the area that should be addressed, in the context of significant change and with several development proposals likely to come forward in the near future.
- 4.54 It states that:

The historic assets of the area should be preserved, enhanced and, where necessary, be sensitively and positively adapted so they will continue to add value and a sense of continuity to an otherwise rapidly changing area. The potential impacts of new development, such as on important views, setting of heritage assets and

*through overshadowing, will be carefully scrutinised.
Significant change must respect and positively work with
and utilise the assets of the area.*

- 4.55 The draft SPD provides specific advice about individual sites, including the St Pancras Hospital site.

5 The proposed development and its effect

Introduction

- 5.1 This section of the report assesses the proposed development and its effect on the heritage and townscape significance described earlier in this report. The proposed development is illustrated in the drawings and Design & Access Statement prepared by Penoyre & Prasad Architects.
- 5.2 A detailed assessment of the townscape and heritage effects of the proposed development in a series of twenty one townscape views is provided in Section 6 of this report.
- 5.3 The proposed development has been the subject of detailed pre-application discussions with the London Borough of Camden in respect of the proposals, and the design of the proposal has evolved accordingly; this is set out in Section 5 of the Design & Access Statement.
- 5.4 In this section the approach to the masterplan for the rest of the former St Pancras Hospital (as described in Section 1) is taken when considering heritage and townscape effects. It considers the masterplan as it is drafted at the time of writing, assumes that its design will remain consistent with the Council's assessment of the heritage significance and contribution made to the conservation area by buildings, and assumes that it will be the subject of a planning application in the foreseeable future. We consider the Oriel proposals as a standalone project in the existing context of the Oriel site, and also in the context of the masterplan.

Background

- 5.5 Moorfields Eye Hospital NHS Foundation Partners (Moorfields) is a world leading provider of eye health services. Oriel is a partnership consists of Moorfields Eye Hospital NHS Foundation Trust (MEH), UCL's Institute of Ophthalmology (IoO) and Moorfields Eye Charity (MEC).

- 5.6 UCL, through its Institute of Ophthalmology, enjoys a reputation for outstanding research in vision science and eye disease with key strengths in central visual processing, the psychology of vision, molecular and cellular basis of eye disease, translational ophthalmology and, with Moorfields, clinical studies.
- 5.7 Education and training are also crucial aspects of the work of both UCL and Moorfields with many of the current key figures in eye research and ophthalmology having spent time at one or both organisations.
- 5.8 Moorfields and UCL are world leaders in the field of ophthalmology, providing globally recognised research, excellent education and outstanding clinical care. As a partnership, they have been assessed as the most productive and effective single partnership for research and eye care in the world (Boston Consulting Group, 2012). Jointly their aim is to continue to be world-leading in eye-disorder prevention and treatment using a translational model of research and care.
- 5.9 The present Moorfields site on City Road near Old Street Station, developed over the last 120 years and is formed of a range of buildings of varying date. That development has been ad-hoc and incremental. Many of the site's constituent buildings date from previous eras with very different medical practices. Over the years, the hospital has been expanded at City Road by means of piecemeal modifications, refurbishments and upgrading works. UCL IoO operates from a more recent building to the west of the City Road site, dating from the 1990s, but is physically separate from the hospital, hindering effective collaboration and integration. Despite these physical restrictions and overcrowded conditions, together Moorfields at City Road and the IoO deliver some of the best research, education and clinical services in the world, and have achieved celebrated breakthroughs in eye care.
- 5.10 KMHeritage has separately undertaken a detailed heritage analysis of the City Road site.

Oriel

- 5.11 The key objective of the Oriel project is to deliver a purpose-built facility for MEH and UCL on an alternative site that will help to protect the existing patient services and foster pioneering research, thereby preserving the world-class status of this important institution.
- 5.12 For the reasons given above, MEH and UCL have identified that the accommodation provided in their existing premises in Islington are no longer fit for purpose and the intention is to re-invest the proceeds from the disposal of the City Road site into the construction of new state-of-the-art facilities. The Partnership have identified the St Pancras Hospital site as their preferred site for re-location.
- 5.13 The purpose of the proposed development is therefore to provide a new flexible and modern facility, suitable for 21st Century research, clinical and educational needs, which will enable the partners to widen their research portfolio and better include patient engagement and participation in that research. It will be focused on patients whilst attracting and retaining the best ophthalmic scientists, educators and clinicians. The new facility will bring together world leading clinical care, research and education expertise in a single, fully integrated building.
- 5.14 The existing C&I Trust facilities displaced by Oriel are being reprovided primarily in a new facility next to the existing Highgate Mental Health Centre and the Whittington Hospital.

The site and its relationship to the overall St Pancras Hospital site

- 5.15 The St Pancras Hospital site is currently occupied by the Camden and Islington Foundation NHS Trust (C&I Trust). Part of the site - its north western corner - will be occupied by Oriel. Where presently Moorfields and UCL IoO are dispersed across several sites and in multiple

buildings, the two institutions and MEC will be brought together onto a single site and in a single building.

- 5.16 The remainder of the St Pancras Hospital site is expected to be developed by C&I Trust's preferred development partners King's Cross Central Limited Partnership (KCCLP). The development of the wider masterplan, and its buildings, is still in progress. The Oriel team will continue to engage with KCCLP to ensure the Oriel proposals are integrated and coordinated with the emerging masterplan intentions.

The proposed development

- 5.17 The proposed development removes the buildings shown on Figure 14 in Section 3 as 1 (Bloomsbury Day Hospital), 2 (North Ward/Ash House), 4a (Kitchen building), 5 (Camley Centre/former laundry), 6 (Jules Thorn Day Centre) and 12 (the former mortuary and post room). These buildings occupy what is approximately the north western quadrant of the St Pancras Hospital site, at the junction of St Pancras Way and Granary Street.
- 5.18 The proposed accommodation comprises:
- Lower ground/ ground floor – A&E, education, public facing functions including café, retail and patient support services.
 - Lower ground - third floor - health-oriented facilities.
 - Fourth floor - interstitial plant/tech hub and administration.
 - Fifth floor - research/private patients unit.
 - Sixth floor - research/education/staff roof terrace.
 - Seventh floor - research/administration.
 - Eighth floor - research.

- 5.19 The proposed building consists of two linked L-shaped wings of accommodation around a central atrium. One of the wings aligns with St Pancras Way and Granary Street, the other, southern, wing mirrors the northern wing within the hospital site. The main entrance will be at the south-eastern corner of the proposed building, in the position of the long-established gate to the St Pancras Hospital site.
- 5.20 The outer edge of the northern wing thus addresses the street, maximising the amount of pedestrianised public realm within the masterplan site, and allows for direct access to patient drop off and pick up along St Pancras Way and deliveries directly into the building off Granary Street. The outer edge of the south wing will front two new pedestrian streets bisecting the site and will be shared with the adjoining mixed use development.
- 5.21 A new entrance space is created for the building and the rest of the masterplan at this point, bounded to the south by the existing Gatehouse and the two former chapels. This space is matched by another at the north-eastern corner of the building, leading to the upper entrance one storey higher. This new square forms a crossroads with Granary Street and has routes leading south from the permitted Ted Baker development ('Ugly Brown Building') as well as connecting through to and over the canal to Camley Street, via a new footbridge, leading through to the redeveloped King's Cross area to the east.
- 5.22 The proposed height of the building ranges from 7 storeys in the southwest to 10 storeys to the northeast. This mediates between the scale of St Pancras Way and the new scale created by the permitted Ted Baker development and the emerging St Pancras Hospital masterplan. In addition, two further measures are used to address issues of scale and mass. Firstly, as illustrated in Section 6 of the Design & Access Statement, above the partially colonnaded base the building is composed of three parts: two wings embrace a central atrium which is conceived as an internal public room. Set back at the

upper levels, a third element wraps around the north and east. This creates a substantially modelled and articulated upper appearance to the scheme. Secondly, a 'cornice' line is set at the sixth floor along the south and east elevations, above which the building facade is treated differently and set back along the east and south flanks.

- 5.23 The elevations will be formed of a unitised cladding system comprising profiled ceramic panelling, glazing with shadow boxes, and bronze aluminium framing. Large areas of glazing are provided at ground and lower ground floors. Aluminium louvred panels occur at ground floor along Granary Street. There is a set-back louvred plant screen at roof level.

Effect on heritage and townscape significance

Townscape effects and the contribution of the scheme to the emerging context

- 5.24 The Oriel project has the potential to be the catalyst for unlocking the opportunity of the St Pancras Hospital site to become meaningful part of this emerging urban quarter, and to help complete the 'jigsaw' of schemes that have already been permitted – notably the Ted Baker development.
- 5.25 The proposed development forms part of an emerging context for this part of Camden. The area in and around the St Pancras Hospital has changed in recent years with significant new development and will continue to do so in the future. The area will form part of the ongoing regeneration of the borough to complement that of the Kings Cross area to the east of the Regent's Canal, with former industrial and healthcare sites redeveloped to provide a wide range of new commercial and residential uses. Such development on Camley Street is either completed or far advanced. To the west of the canal, the permitted Ted Baker development (or 'Ugly Brown Building') will transform the zone to the north of Granary Street, and other development is coming forward to the north, west of St Pancras Way.

- 5.26 The proposed development has therefore been considered with the developing St Pancras Hospital masterplan in mind, creating opportunities for new routes, linkages and permeability across the overall St Pancras Hospital site and connecting the former hospital site into its broader urban context, both historic and emerging. These routes will extend from north to south, but also east to west, including a covered internal route through the atrium of the building itself.
- 5.27 However, the scheme has also been considered as occurring without the implementation of the masterplan. The connectivity described – through and around the proposed building – is created with the remaining part of the former hospital site in place, and the massing of the proposed development has, as described here and in the Design & Access Statement, been designed to respect the location and scale of the highly contributing buildings in the southern part of the former hospital site.
- 5.28 At the same time, the proposed development creates height and presence at a key location in the emerging character and appearance of the area – at the junction of St Pancras Way and Granary Street. Granary Street will form, with the proposed bridge across the Regent’s Canal, a principal east-west route from Kings Cross to the southern part of Camden Town, and the landmark scale of the development at this junction is wholly appropriate.

Heritage effects

- 5.29 The Oriel project, in combination with the emerging masterplan but also in the event that the masterplan does not immediately come forward, creates a significant opportunity to integrate heritage assets within and outside the St Pancras Hospital site into a meaningful new context, thus helping to secure their future, enhance their settings and permitting greater and more accessible appreciation of their heritage significance.
- 5.30 For instance, the better connectivity created between St Pancras Gardens and the former hospital will offer users of

the gardens the opportunity to visit both sites but also users of the Oriel and the Ted Baker development to visit the gardens without needing to use St Pancras Way or Pancras Road. In crossing the former hospital site, the highly contributing buildings in the southern part of the former hospital site will thus become more appreciable. We consider therefore that the setting of St Pancras Gardens and its structures, including the setting of the Soane tomb and Old Church of St Pancras, will be preserved and enhanced.

- 5.31 Notwithstanding the landmark role of the proposed development at the junction of St Pancras Way and Granary Street, the scheme will be screened from St Pancras Gardens by the highly contributing buildings in the southern part of the former hospital site and the significant tree cover within the gardens. St Pancras Gardens and its listed structures are arguably the most significant and sensitive heritage assets in the vicinity of the site, and they will remain bounded to the north by the most significant of the 19th century hospital buildings. This is expected to be the case both with and without the implementation of the masterplan.
- 5.32 The Oriel proposals require the demolition of all buildings on the application site. Of these buildings, two are considered to be medium positive contributors to the Kings Cross St Pancras Conservation Area. These are the former kitchen building and the Camley Centre/former laundry, much of which was rebuilt after the war. A full archaeological and heritage recording exercise will be carried out in accordance with Historic England recording guidance, prior to demolition.
- 5.33 The loss of the medium positive contributors represents a modest degree of harm to the character and appearance of the Kings Cross St Pancras Conservation Area. However, as the *St. Pancras Hospital: Issues and Options Report*, (London Borough of Camden, 2017) makes clear and as reflected in this report, an objective measure of the significance of these buildings - even in the absence of a

proposed development – shows that these buildings do not make such a contribution to the conservation area that their removal causes a level of harm to heritage significance that cannot be compensated for by new development. This is confirmed by the commentary and indicative diagram for ‘St Pancras Way Sites (East)’ in the Canalside to Camley Street Draft SPD.

- 5.34 Apart from the effect on St Pancras Gardens and its structures, we have assessed the effect on the setting of other heritage assets and the contribution made by the Oriel site to that setting and their heritage significance. We conclude that the proposed development will preserve the setting of these assets.

Conclusion

- 5.35 This section should now be read with the next section so that commentary provided here is understood in relation to the actual physical relationship of the site, the Oriel proposals, other schemes and the emerging masterplan.
- 5.36 A general conclusion regarding heritage and townscape effects is provided at the end of the next section.

6 Townscape, heritage and visual impact assessment

Introduction

- 6.1 This section of the report assesses twenty one townscape views of the site, analysing the as-existing situation and what is proposed.
- 6.2 The photography and visualisation work was undertaken by AECOM. An explanation of the methodology for the production of an Accurate Visual Representation (AVR) is provided with the application, along with larger-scale images. The photographs included here are at a small scale; this section of the report should be read with the larger images that accompany the application. These are contained in Appendix E to this report, a separate A3 format document, containing large scale versions of the imagery along with information concerning the visualisation methodology.

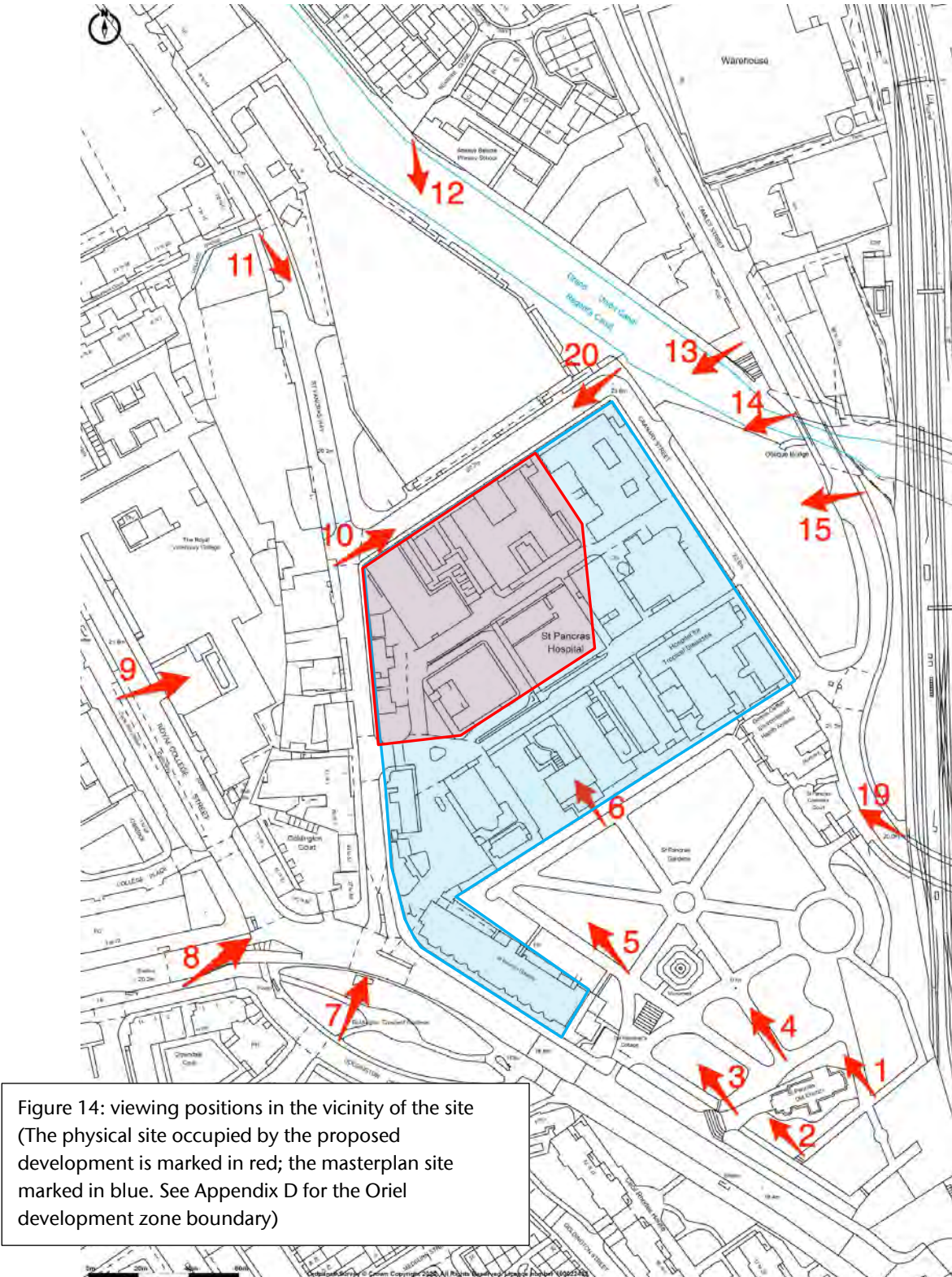
The townscape views

- 6.3 A combination of desktop study and fieldwork has been used to determine the significant views of the proposed development. These views have been discussed and agreed with the London Borough of Camden.
- 6.4 Twenty one townscape views have been identified in which the effect of the development will be tested, as listed in Table 1 and illustrated in Figures 14 and 15. One London View Management Framework (LVMF) view will be considered; otherwise views are in or near the vicinity of the site. LVMF View 2A.1 from Parliament Hill looking toward St Paul's Cathedral does not cross the Project Oriel or masterplan (the rest of the former hospital) sites and the Wider Setting Consultation Area (WASC) of the Designated View crosses only a very small part of the masterplan site on its eastern edge, but is tested nonetheless. Figure 14 shows the view point locations.

View number	Location	Type
1	Adjacent to St Pancras Church looking NW	AVR 1
2	Adjacent to St Pancras Church looking NE	AVR 1
3	Gate entrance to St Pancras Gardens from Pancras Road looking N	AVR 1
4	St Pancras Gardens looking N along central avenue	AVR 1
5	St Pancras Gardens looking N along Western avenue	AVR 3
6	St Pancras Gardens looking N across hospital site near to gate	AVR 1
7	From Goldington Crescent at gate into central gardens	AVR 3
8	Crowndale Road looking E from southern pavement	AVR 1
9	View across lower section/courtyard of Royal Veterinary College	AVR 1
10	Looking E along Granary Street towards canal	AVR 3
11	View from pavement on St Pancras Way from Travis Perkins site looking SE	AVR 3
12	View from northern canal tow path looking S	AVR 1
13	View from top of Camley Street steps looking W across canal	AVR 3
14	View from tow path looking W across canal, just beneath Camley Street bridge	AVR 1
15	View from route through 101 Camley St development looking W	AVR 1
16	View across railway bridge / St Pancras lock from tow path	AVR 1
17	View from Camley St bridge across St Pancras lock and listed pump house	AVR 1
18	View from upper walkway of Coal Drop across pump house and canal	AVR 3
19	View from pavement on Camley St looking NW up the hill	AVR 1
20	View from new footbridge linking Camley Street and Granary Street	AVR 3
21	LVMF View 2A.1 from Parliament Hill looking toward St Paul's Cathedral	AVR 1

Table 1

Key: AVR 1 - wire line;
AVR 3 - photorealistic rendering.



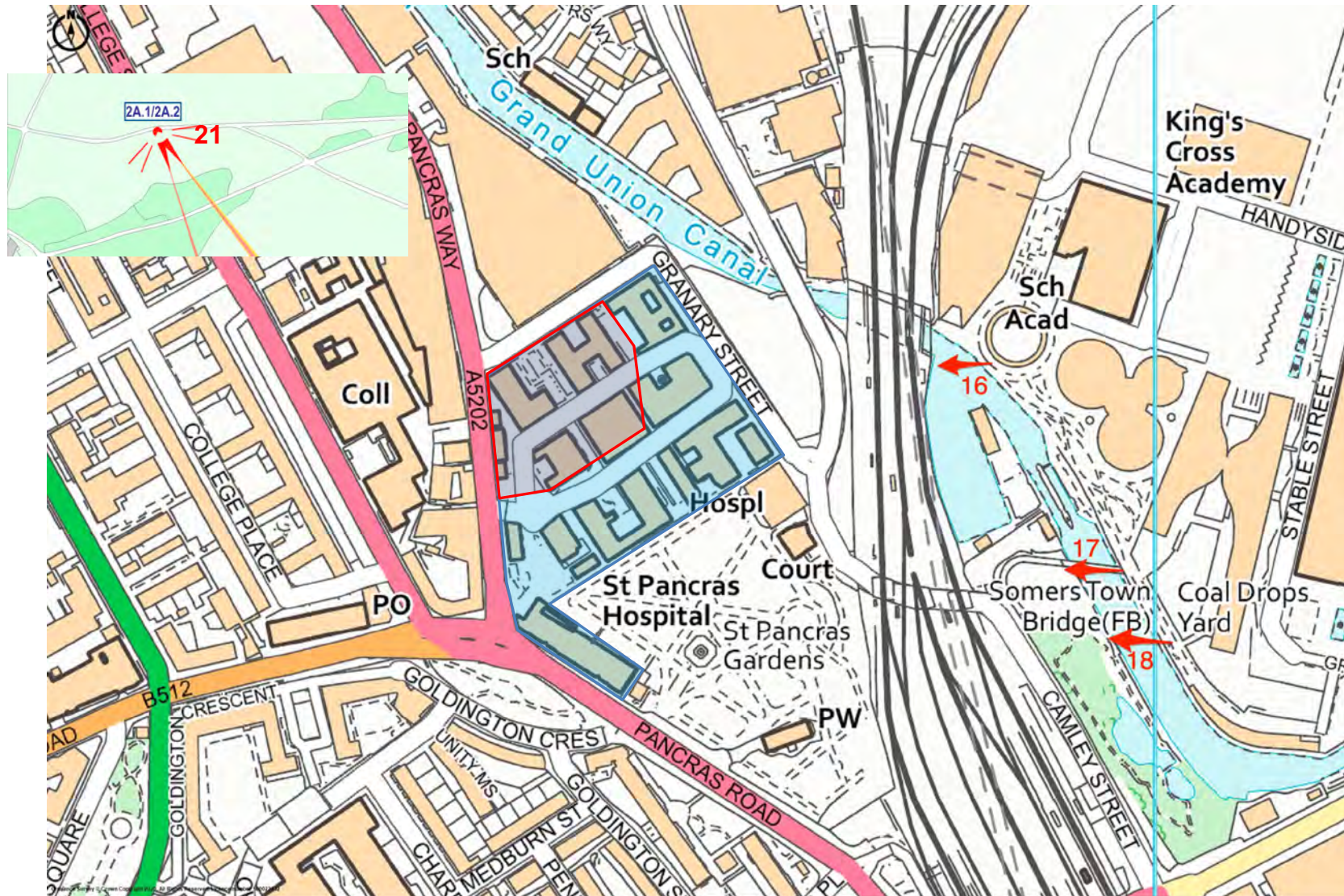


Figure 15: viewing positions further afield from the site (The physical site occupied by the proposed development is marked in red; the masterplan site marked in blue. See Appendix D for the Oriel development zone boundary)

- 6.5 These key representative viewpoints have been subject to verified photomontage simulations to enable an accurate assessment of the visual impact of the buildings on an existing view. In this report, the assessment of the impact of the proposals on townscape and heritage significance is focussed principally on an assessment of CGIs.
- 6.6 For each view, the existing situation is described and the proposed and cumulative effect of the development is then shown and assessed. A fourth condition, showing proposed and cumulative developments with the emerging masterplan is also illustrated.
- 6.7 In the views, development is indicated as follows:
- The Oriel proposal: blue shading
 - The Ted Baker/'Ugly Brown Building' development bounded St Pancras Way, Granary Street and the Regent's Canal: red shading
 - Other cumulative developments: pink shading
 - The St Pancras Hospital masterplan scheme: green shading
- 6.8 The text below should be read in conjunction with the analysis contained in the previous and succeeding sections of this report.
- 6.9 The commentary should be read as a whole. Certain descriptions are not repeated where the same townscape or heritage characteristics or features appear more than once in the views, and the text cross-refers to other views.

Cumulative developments

- 6.10 Please see Appendix C for a list of the cumulative developments considered in relation to the Project Oriel scheme and the emerging masterplan scheme.

Emerging proposals for the remainder of the St Pancras Hospital site

- 6.11 In order to consider the potential cumulative effect of the emerging masterplan scheme, we have made use of material submitted by KCCLP in support of a pre-application meeting held with the London Borough of Camden. The date of the pre-app meeting was 15th July 2020. This information was used by Penoyre & Prasad Architects to prepare a Revit massing model of the emerging scheme for the purposes of the Oriel assessments, which was received by AECOM on 5th October for the purposes of inclusion in the visualisation imagery. Our assessments here are based on that information. Further information regarding the masterplan, in the form of a set of indicative parameter plans prepared by Bennetts Associates dated 15th October, has been issued since receipt of the pre-application material used in the visualisations. Our conclusions regarding potential cumulative effects remain unaltered in light of the parameter plans. We are aware that the masterplan scheme is at an early stage in its development, and we anticipate that further changes to its design will occur before it is submitted as a planning application.

Assessment methodology

- 6.12 An analysis of the area around the site has been undertaken to understand the impact the development is likely to have on key townscape features and heritage assets. This includes: urban form, character and architectural quality, the presence of heritage assets, scale and massing, public realm, permeability and linkages, continuity and enclosure.
- 6.13 This assessment has taken into account the existing physical fabric of the area, the character and settings of conservation areas and listed buildings in the vicinity, the appropriateness of the site for the proposed development, and the character of the proposed design. The assessment

of townscape and visual impacts describes how the proposed development will affect the elements that make up the townscape, the aesthetic and perceptual aspects of the townscape and its distinctive character and describes how the content and character of views may be affected.

- 6.14 Structured, informed and reasoned professional judgement has been used to take account of quantitative and qualitative factors. This is widely accepted as best practice and is based on an analysis of desk research and field assessment. It is recognised that the character of London is one of contrasts, of historic and modern buildings, and that modern buildings of high design quality do not necessarily harm the settings of historic assets.
- 6.15 The available guidance for assessing the impacts on townscape, heritage assets and visual amenity of a development is as follows:
- Guidelines for Landscape and Visual Impact Assessment (GLVIA) Third Edition (2013) produced jointly by the Landscape Institute and the Institute of Environmental Management and Assessment;
 - London View Management Framework Supplementary Planning Guidance (LVMF SPG) (2012); and
 - Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (2015) produced by Historic England.
- 6.16 The GLVIA provides advice on good practice and is equally applicable to all forms of 'landscape', including urban townscape. The methodology employed for this assessment is based on approaches recommended in the GLVIA. However, the guidance states that its methodology is not prescriptive in that it does not provide a detailed universal methodology that can be followed in every situation (Paragraph 1.20); the assessment should be tailored to the particular circumstances in each case

with an approach that is in proportion to the scale of the project that is being assessed and the nature of its likely impacts. The guidance recognises that much of the assessment must rely on professional judgement (Paragraph 2.23-2.26). The GLVIA states that an assessment should in most cases clearly address both how the proposal will affect the elements that make up the aesthetic and perceptual aspects of the townscape and its distinctive character, and the content and character of views. In a dense urban setting the landscape and visual assessments are intrinsically linked and impacts are primarily direct and visual; the modelling of representative verified views demonstrates the likely impacts on the local townscape character as well as on the composition and character of specific views. In this assessment the representative views have been used to consider:

- The impacts of the proposed development on the quality and character of the local townscape; and
- The visual impacts of the proposed development on the content and character of representative views.

Sensitivity criteria

6.17 Existing townscape and heritage sensitivity is measured as follows:

Value	Criteria	Sensitivity to change
Exceptional	Strong townscape or landscape structure with distinctive features, exhibiting unity, richness and harmony, no detracting features, and a strong sense of place. Likely to be internationally or nationally recognised, e.g. a World Heritage Site, a group of Grade I	Very high

Value	Criteria	Sensitivity to change
	listed buildings or a Grade I registered historic park or garden.	
High	Strong townscape structure with distinctive features, strong sense of place, only occasional detracting features. The townscape is likely to be of importance at the county, borough or district level and contain features of national importance, e.g. a Grade II* or Grade II Registered historic park or garden, a conservation area containing a high proportion of listed buildings.	High
Good	Recognisable townscape structure, some positive features, some detracting features, recognisable sense of place. May be a locally valued townscape, conservation area or contain groups of Grade II listed or locally listed buildings.	Medium
Average	Distinguishable townscape structure, some positive features, prominent detracting features.	Low
Low	Weak or disjointed townscape structure, frequent discordant and detracting features.	Very low

Table 2

Effect criteria

- 6.18 The magnitude of change to townscape and heritage receptors is measured as follows:

None	No effect
Negligible	Imperceptible effect
Minor	Changes that only make a small difference to the ability to understand and appreciate the historic context or townscape setting. A minor impact may also be defined as involving receptors of low sensitivity exposed to intrusion, obstruction or change of a low to medium magnitudes for short periods of time.
Moderate	A change that makes an appreciable difference to the ability to understand the historic context or townscape setting. A moderate impact may also be defined as the result of moderately sensitive receptors exposed to intrusion, obstruction or change of a medium magnitude, or highly sensitive receptors exposed to intrusion or change of a low magnitude.
Major	A fundamental change in the appreciation of the resource and historic context or townscape setting. A substantial impact may also be defined as the result of highly sensitive receptors exposed to intrusion, obstruction or change of a high or medium magnitude for prolonged periods

Table 3

6.19 The quality of the effect of proposals on townscape and heritage receptors is measured as follows:

Neutral	There is negligible or no impact
Beneficial	The impact of the development is to improve the condition or circumstances of the townscape receptor
Adverse	The impact of the development is to harm the condition or circumstances of the townscape receptor

Table 4

View 1

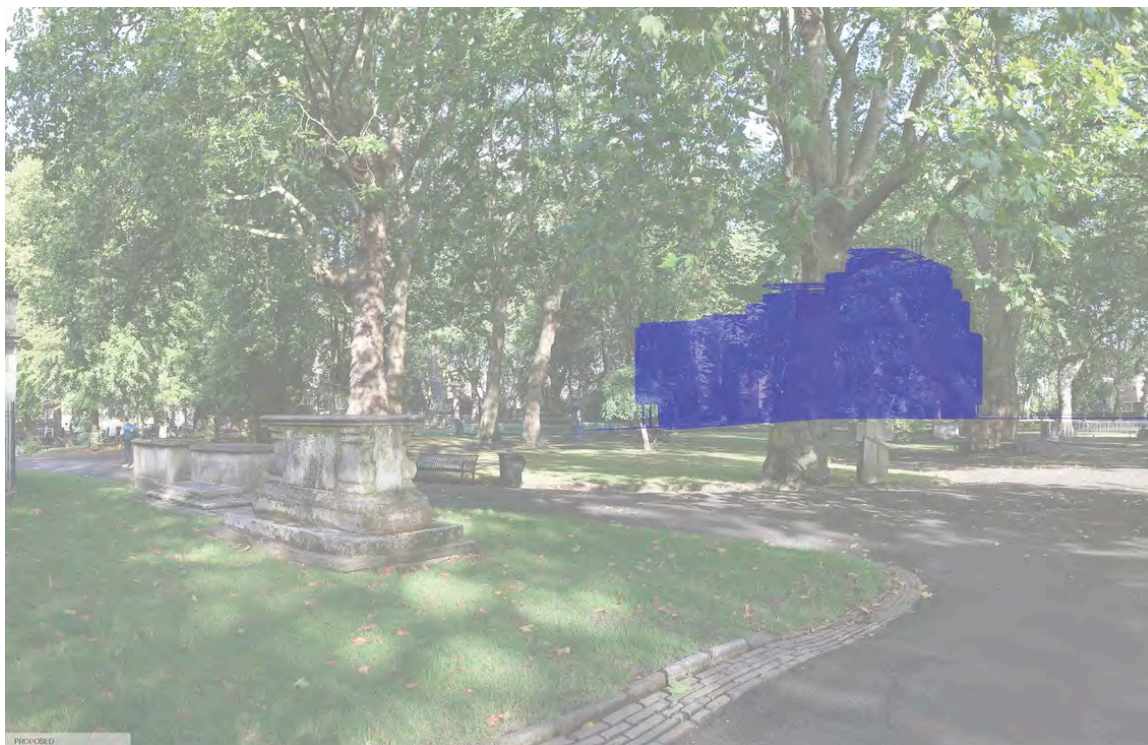
Existing



- 6.20 This viewing position is within the St Pancras Gardens registered landscape and the Kings Cross St Pancras Conservation Area, looking northwest from a position immediately adjacent to the eastern end of the Grade II* Old Church of St Pancras. The view is of the late 19th century public gardens, laid out in medieval churchyard of Old St Pancras Church and the burial ground of St Giles-in-the-Field. It contains a large number of mature trees, beyond which is the former St Pancras Hospital site. The gardens contain a number of listed monuments, including the Grade II 'Unidentified Tomb' in the left foreground. The circular railing enclosure to the Grade I Tomb Of Sir John Soane is visible on the right, with St Pancras Coroner's Court beyond.
- 6.21 Townscape sensitivity in the view is assessed to be High, with a High sensitivity to change. It is likely that a winter condition would demonstrate that the mature trees would provide significant visual screening of the site

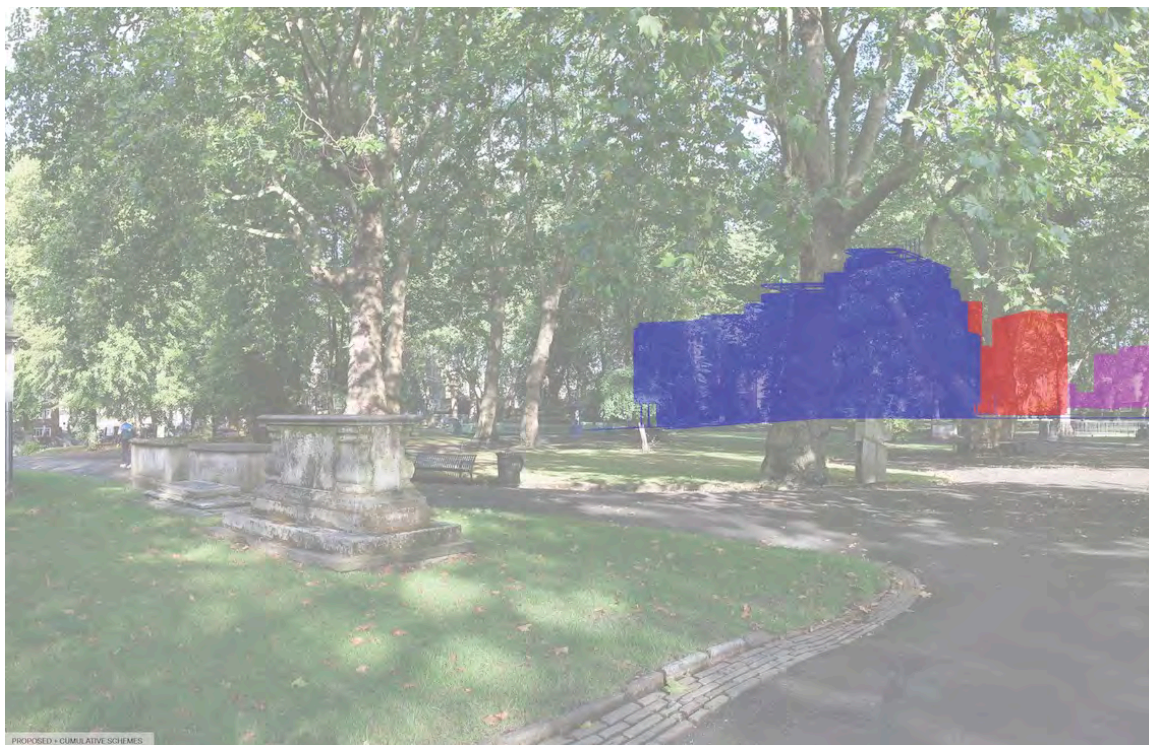
beyond the gardens, though clearly it would be more visible.

Proposed



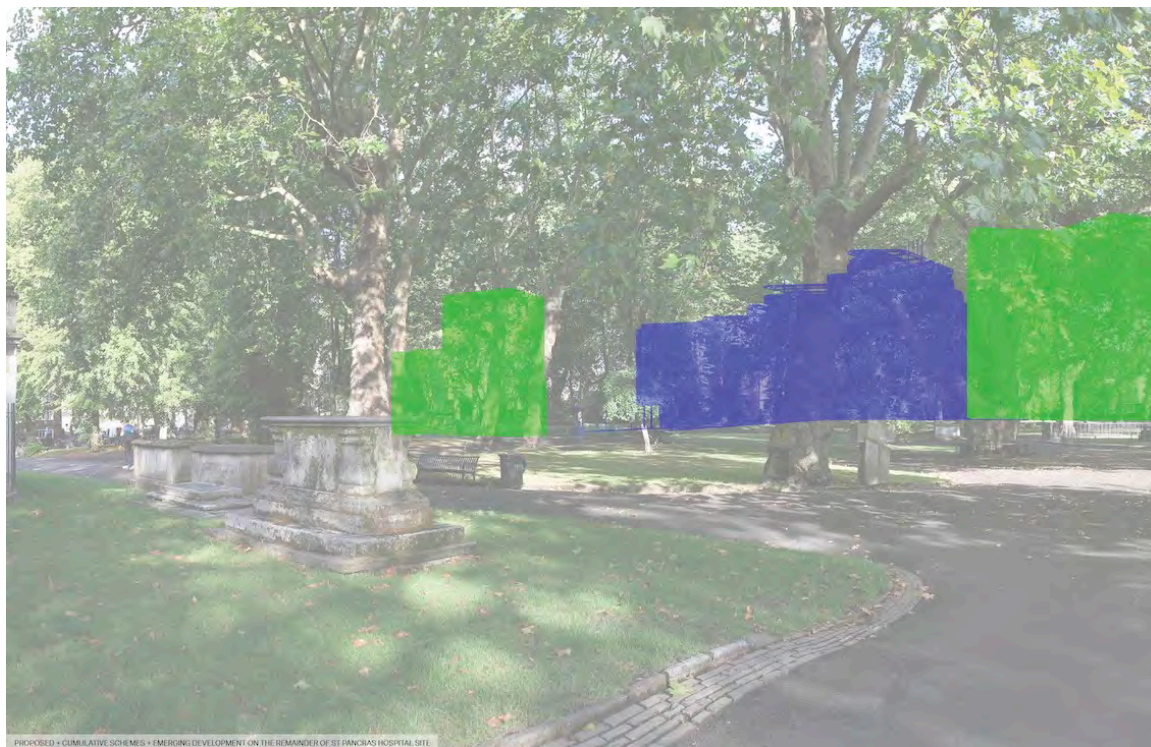
- 6.22 The proposed development (blue shading) will be heavily screened from this viewing position firstly by the significant screening provided by the existing dense mature tree growth within St Pancras Gardens, and secondly by the intervening existing buildings within the hospital site. These include the highest contribution positive contributors on the site to the Kings Cross St Pancras Conservation Area (East Wing, West Wing and Residence building).
- 6.23 The magnitude of change to townscape and heritage receptors is assessed as Minor and the effect is assessed as Neutral.

Cumulative



- 6.24 The Ted Baker/'Ugly Brown Building' development (red) would be screened, as with the Oriel proposal itself, by intervening built form (the Huntley Centre and the North East building on the hospital site) and tree cover but also by the Oriel proposal – it will effectively not be seen with the proposed development. The pink shading indicates the Agar Grove Estate and it will also be screened by foliage by the Coroners Court building and by other intervening built form.
- 6.25 The magnitude of the cumulative effect of the proposed development with other permitted schemes is thus Negligible and the effect Neutral.

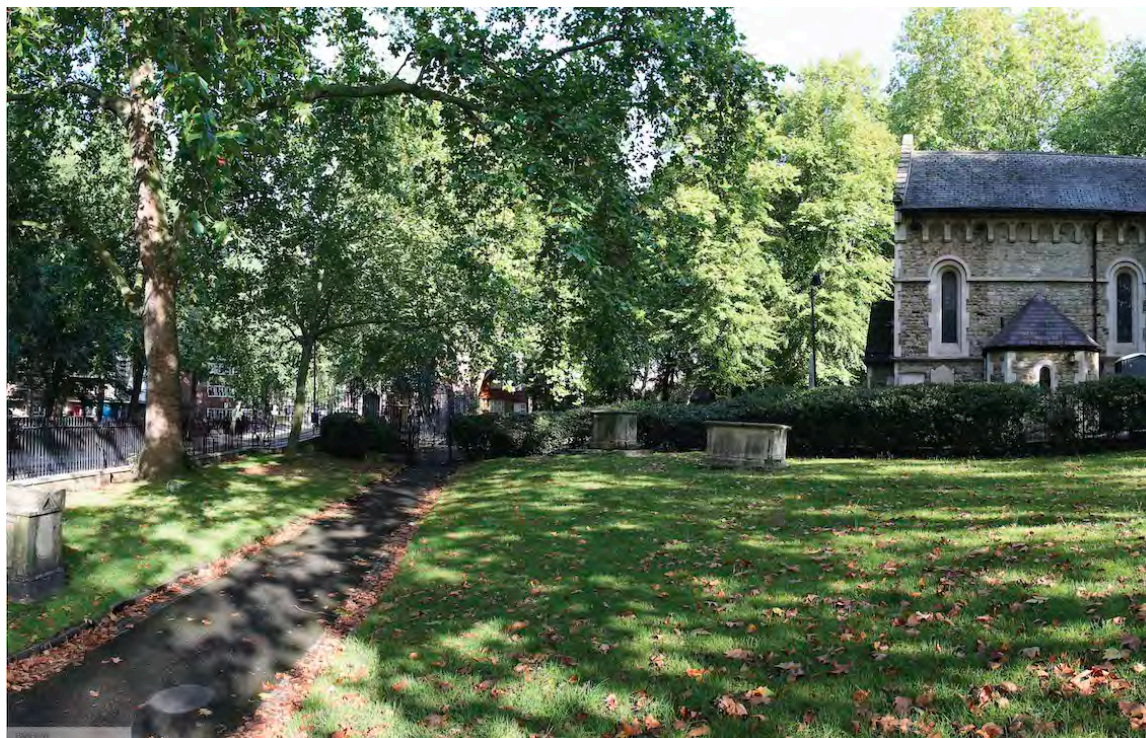
Emerging



- 6.26 The emerging masterplan scheme (green shading) will replace the Huntley Centre and the North East building on the hospital site and screen the Ted Baker/'Ugly Brown Building' development and the Agar Grove Estate development. The magnitude of its cumulative effect with the Oriel scheme (bearing in mind the limited visibility of that scheme as described earlier) will be Major but the effect, for the reasons given earlier in this report, will be Beneficial.

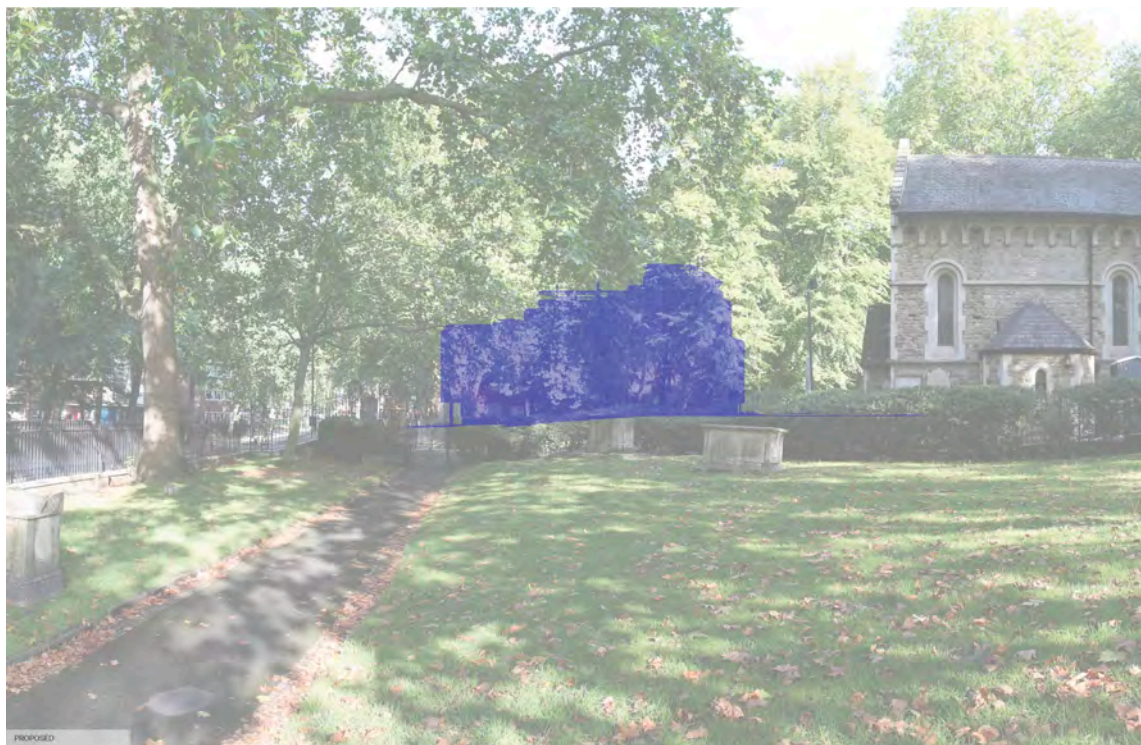
View 2

Existing



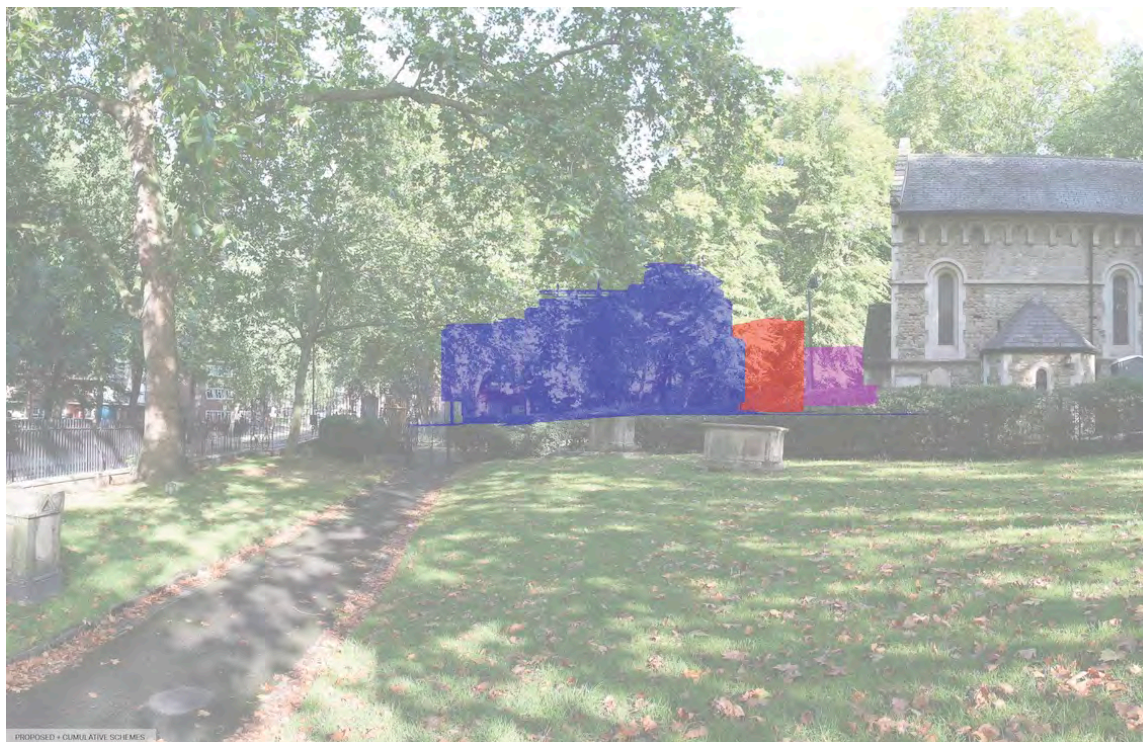
- 6.27 This viewing position is within the St Pancras Gardens registered landscape and the Kings Cross St Pancras Conservation Area, looking northwest from a position to the west of the Grade II* Old Church of St Pancras within the Grade II landscape. The church dominates the right hand side of the view. Pancras Road is visible on the left, and the Gardener's Cottage is glimpsed through the mature trees that occupy the left hand side of the view. The Tomb Of Mary Basnett, directly ahead of the viewing position, is listed Grade II.
- 6.28 Townscape sensitivity in the view is assessed to be High, with a High sensitivity to change. It is likely that a winter condition would demonstrate that the mature trees would provide significant visual screening of the site beyond the gardens, though clearly it would be more visible, particularly the South Wing.

Proposed



- 6.29 The commentary for the proposed Oriel scheme is as for View 1, and additional intervening screening (South Wing, the chapels) on the hospital site will further reduce the visual effect of the proposal.
- 6.30 The magnitude of change to townscape and heritage receptors is assessed as Minor and the effect is assessed as Neutral.

Cumulative



- 6.31 It is considered that there will be no cumulative effect in this view; apart from the screening provide by the foliage of St Pancras Gardens, the Ted Baker/’Ugly Brown Building’ development (red) and the Agar Grove Estate (pink) would be screened by the intervening existing buildings within the hospital site including East Wing, West Wing, the Residence building and the Huntley Centre.
- 6.32 The magnitude of the cumulative effect of the proposed development with other permitted schemes is thus Negligible and the effect Neutral.

Emerging



- 6.33 The emerging masterplan scheme (green shading) will replace the Huntley Centre and the North East building on the hospital site and screen the Ted Baker/'Ugly Brown Building'. The green shading on the left indicates that the South Wing of the St Pancras Hospital site would also provide partial screening to the proposed C&I building of the masterplan. The magnitude of its cumulative effect with the Oriol scheme (bearing in mind the limited visibility of that scheme as described earlier) will be Major but the effect, for the reasons given earlier in this report, will be Beneficial.