

<b>Committee(s):</b>	<b>Date(s):</b>
Planning and Transportation Committee	08/10/2018
<b>Subject:</b> Barbican and Golden Lane Estates: Proposed Conservation Area	<b>Public</b>
<b>Report of:</b> Carolyn Dwyer	<b>For Decision</b>

### **Summary**

In May 2017 Committee approved a proposal to assess an area including the Barbican and Golden Lane Estates which was proposed as a new conservation area and to report on the findings.

An assessment of the proposed area was undertaken in accordance with national criteria and guidance following which it was reported to Committee in November 2017 that two areas (the Barbican Estate and Golden Lane Estate) meet the criteria for designation as conservation areas.

Committee authorised that public consultation be carried out on the proposals for designation of the two new conservation areas, with the results and recommendations to be reported to Committee.

The public consultation was carried out from December 2017 to February 2018. 163 comments were received in total.

Following consultation, it is proposed that one conservation area be designated to include an area which would comprise the Barbican and Golden Lane Estates, the Barbican Registered Park and Garden, the Barbican Wildlife Garden, Bridgewater Square and the London Wall Scheduled Ancient Monument west and north of Monkwell Square.

### **Recommendation(s)**

Members are asked to:

- Consider the results of the public consultation, analysis and conclusions.
- Resolve to designate the area identified on the map in Appendix 1 as the Barbican and Golden Lane Conservation Area.

## **Main Report**

### **Background**

1. In April 2017 the Barbican and Golden Lane Residents' Associations approached the City of London Corporation with a proposal for a new conservation area. They were concerned that 'there are an increasing number of new developments that are due to affect the setting of the area's listed buildings and a conservation area would help control the massing and appearance of those developments and allow more consideration of proposed demolition of buildings within the area'. The boundary suggested for the conservation area was London Wall, Aldersgate Street, Baltic Street, Golden Lane, Chiswell Street and Moor Lane. This would have incorporated the existing Brewery Conservation Area. They initiated a public campaign in support of this proposal with a petition of 730 signatures.
2. The City Corporation has a statutory duty under section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to consider whether it should designate conservation areas which are defined as 'areas of special architectural or historic interest, the character of which it is desirable to preserve or enhance'. There are currently 26 conservation areas in the City which cover 35.8% of the area. Section 69(2) of the Planning (Listed Buildings and Conservation Areas) Act states that 'It shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or further parts of their area shall be designated as conservation areas; and if they so determine, they shall designate those parts accordingly'.
3. In the exercise of its planning functions, the City Corporation is required to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas and to prepare proposals for their preservation and enhancement. Relevant policy is contained in the City of London Local Plan 2015 and the National Planning Policy Framework (NPPF).
4. The designation of a conservation area brings the demolition of buildings within the area under the control of the local planning authority, in the absence of a planning permission for redevelopment. Permitted development rights are more restricted and there is greater control over work to trees. The Mayor of London's powers are unchanged whether the development is within or outside a conservation area.
5. A review of the City's conservation areas was last carried out in 2007. This principally assessed boundaries of existing conservation areas to rationalise and eliminate boundary anomalies, for example, where a boundary ran through a building. It is anticipated that the next full review will be undertaken following completion of the current programme of Conservation Area Character Summary and Management Guidelines SPDs, which is likely to be in 2-3 years' time. SPDs are in place for 18 conservation areas.
6. The City Corporation has previously carried out reviews of conservation area designation on a comprehensive basis. This has been beneficial as the City is a tight geographical area with a range of areas of different and varying character and this has enabled robust, justifiable proposals to be made to ensure designation boundaries are precise and clear.

7. Committee approval for the consideration and draft assessment of the suitability of the proposed area was granted in May 2017.
8. The assessment of the significance of the area and its eligibility for designation as a conservation area has been carried out in accordance with the NPPF, Historic England guidance and City of London policy. The policy context, background information, map of the proposed area and assessment criteria and conclusions were presented to committee on 14 November 2017. That report and appendices are attached as background papers to this report.
9. The assessment took account of the existing planning context and planning permissions in the area.
10. The proposed area was divided into five-character zones for the purposes of the assessment. The zones are:
  - Zone 1 – Golden Lane Estate
  - Zone 2 – Fann Street, Bridgewater Square
  - Zone 3 – Barbican Estate
  - Zone 4 – Brewery Conservation Area and other buildings
  - Zone 5 – Area to the south of the Barbican Estate, bounded by London Wall and Aldersgate Street.
11. The analysis of the five zones led to the recommendation that the Golden Lane Estate and Barbican Estate (zones 1 and 3) should be taken forward for consultation as two new proposed conservation areas. This was agreed by Committee on 14 November 2017.

### **Responses to the Consultation on the 2 Conservation Areas Proposed**

12. Between December 2017 and February 2018 an 8-week public consultation was carried out. 2 public drop-in sessions were held, when officers were available to answer questions. These were well attended by approximately 40 members of the public at each session. Leaflets and posters were distributed, displayed on noticeboards and around the areas concerned.
13. 163 responses to the public consultation were received including from statutory bodies, residents' associations, individuals and local bodies. The comments and responses to the issues raised are summarised in Appendix 2. Notably, there was considerable support for the inclusion of the Barbican Wildlife Garden within the proposed conservation area boundary.
14. The responses included those from the following bodies:
15. Historic England responded to the consultation and was supportive of the proposal to designate new conservation areas and the methods of assessment utilised. 'Historic England considers the proposals to be clearly evidenced against NPPF Policy 127 and in accordance with Section 69 of the Planning (Listed Building and Conservation Areas) Act 1990 which sets out a duty for local authorities to designate and publish a list of those conservation areas

which demonstrate “special architectural or historic interest, the character of which it is desirable to preserve or enhance”. In the event of the conservation areas being formally designated we look forward to commenting on any appraisals and management guidelines in due course.’

16. Comments from the 20<sup>th</sup> Century Society included disappointment that the extent of the proposed designation exactly conformed to the existing listed building curtilage, they were unclear why Bridgewater Square and the Barbican Wildlife Garden were excluded and provided additional information about buildings and history of zones 2 and 5. These comments have been addressed in Appendix 2.

The City of London Conservation Area Advisory Committee expressed its full support for the assessment by City of London Officers and would welcome the designation of the proposed conservation area.

17. Details of the public consultation and analysis is included in Appendix 2. Redacted, printed copies of the responses are available in the Members’ reading room.

### **Proposals**

18. It is the statutory duty of the City Corporation to consider whether it should designate conservation areas which are defined as ‘areas of special architectural or historic interest, the character of which it is desirable to preserve or enhance’.

Following the public consultation and considering the comments made, it is now proposed that a single conservation area should be designated. It would comprise Barbican Estate, Golden Lane Estate, the Barbican Registered Park & Garden, the Barbican Wildlife Garden, Bridgewater Square and the London Wall Scheduled Ancient Monument west and north of Monkwell Square.

19. A map of the proposed area and the designated heritage assets is included in Appendix 1.
20. Notice of designation, with particulars of its effect, must be published in the London Gazette and at least one newspaper circulating in the local planning authority’s area. Notice of designation must be given to the Secretary of State and Historic England and the designation of the area must be registered as a local land charge.
21. Following designation, a Conservation Area Character Summary and Management Strategy would be prepared.

### **Corporate & Strategic Implications**

22. The City of London Local Plan is undergoing review. The Local Plan provides the strategy and policies for shaping the City. Conservation Area boundaries are set out on the Policies Map. Decisions on the designation and boundaries of conservation areas are separate from the Local Plan process.

23. An Equalities Impact Assessment has been undertaken and the designation will not alter access to the area or any of the group's ability to appreciate the area in the same way they are currently able to.

### **Conclusion**

24. Following the assessment of the area and consultation responses it is recommended that your Committee resolves that Barbican and Golden Lane Estates, the Barbican Registered Park and Garden, the Barbican Wildlife Garden, Bridgewater Square and the London Wall Scheduled Ancient Monument west and north of Monkwell Square are designated as a new conservation area called 'Barbican and Golden Lane Conservation Area'.
25. The proposed boundary is identified on the map in Appendix 1.

### **Appendices**

- Appendix 1 – Map of Proposed Conservation Area
- Appendix 2 – Analysis of public consultation responses

### **Background Papers**

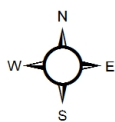
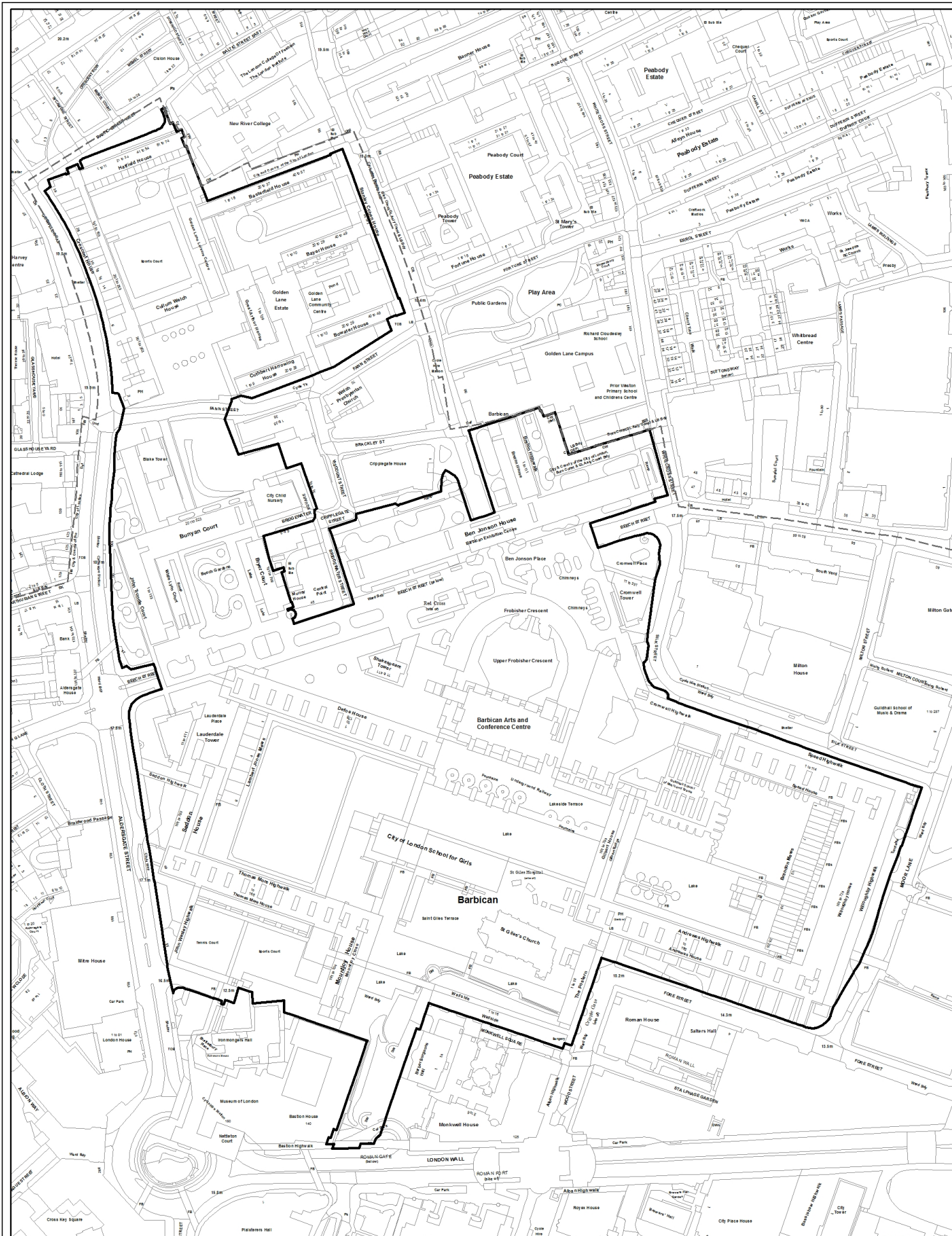
Planning and Transportation Committee, 23<sup>rd</sup> May 2017 – Barbican and Golden Lane Estates: Proposed Conservation Area.

Planning and Transportation Committee, 14<sup>th</sup> November 2017 – Barbican and Golden Lane Conservation Area.

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**Barbican and  
Golden Lane  
Conservation Area**



**Proposed Conservation  
Area Boundary**  
**City of London Boundary**

Created by:  
Corporate GIS Team  
Date Created:  
25 Sep 2018

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## Appendix 2

Proposed Barbican & Golden Lane Conservation Area

Public Consultation – Responses and Analysis

September 2018

## Summary of Responses

There were 163 responses to the consultation, including 5 Amenity Societies, 7 residents' associations and 4 consultee responses. Of the respondents 106 were Barbican residents, 8 Golden Lane residents, 1 resident of Zone 5 and 32 respondents did not state an address.

Many of the responses to the consultation concerned more than one issue. These are noted and are listed below:

Issue	No. of comments
The Barbican Wildlife Garden should be included within the boundary.	124
Zone 2 of the proposed area <b><u>should not</u></b> be included in the conservation area	36
Zone 2 of the proposed area <b><u>should</u></b> be included in the conservation area	35
Bridgewater Square should be included in the conservation area	11
In favour of designation of the proposed conservation areas.	11 in favour of the Barbican CA. 3 in support of Golden Lane CA. 20 in favour of both CAs
Would like the whole original area to be designated as a conservation area	8
Would like Zone 5 to be included	7
Would like Monkwell Square and Barber Surgeons included	4
Would like the Barbican and Golden Lane Estates to be one Conservation Area	3
Would like Basterfield Garages and Hatfield Lawn to be included	2
Would like the Welsh Church to be specifically included	2
Bridgewater House, 45 Beech Street and Cripplegate Institute should be included in the conservation area.	2



## Analysis of Issues Raised

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### ▪ Barbican Wildlife Garden

124 respondents requested that the Barbican Wildlife Garden be included within the boundary of the proposed conservation area. Much of the justification was the biodiversity of the space, its importance to wildlife and its vulnerability to development should it not be included within the conservation area.

**CoL Response** - The Barbican Wildlife Garden is designated as an open space and the City of London Local Plan contains policies which protect open spaces. As such, the Barbican Wildlife Garden is already protected from potential development. It is an important and valuable area for amenity, greenery and biodiversity. It is in the North Barbican area where the planned post-war development included open space.

Historic evidence, some of which was submitted by respondents to the public consultation, confirms the history of this area as part of the sixteenth century Bridgewater House and garden. It lies within the administrative boundary of Barbican Estate, agreed by the Barbican Committee in 1960.

**Conclusion** - The proposed boundary has been amended to include the Barbican Wildlife Garden.

### ▪ Zone 2 (excluding Barbican Wildlife Garden and Bridgewater Square)

35 respondents requested that Zone 2 be included within the proposed conservation area boundary. 2 respondents were against its inclusion (one of these responses represented 35 residents).

Many of the responses in favour of the inclusion of Zone 2 submitted material providing historical information regarding the buildings, layout and character of the area. These comments assert that Zone 2 comprises an area with a surviving pre-war street pattern and post-war rebuilding.

**Analysis** - Zone 2 is an area characterised by communal public spaces, late 19<sup>th</sup> and early-mid-20<sup>th</sup> century architecture which can be said to create a quiet transition zone between the two 20<sup>th</sup> century estates.

Specific buildings in the area are:

1. **Bridgewater House, 6-9 Bridgewater Square** – built in 1926, it was one of the few buildings to survive the bombing of the area and subsequent redevelopment. The tall round headed windows appear to be an original feature, (corrected from original assessment) and the 1985 alterations and repairs were carried out with sensitivity – however the extension of the 6<sup>th</sup> storey, addition of a 7<sup>th</sup>, alteration of ground floor windows and moving the position of the entrance has significantly altered the building.
2. **45 Beech Street** – a mid-1950s building which shaped the Barbican Estate, as the plot was not acquired at the time. The building can be said to have defined the edge of the estate but is not intrinsically significant.
3. **10 – 15 Bridgewater Square, the Cobalt Building** – built in 1997, a 7- storey building which faces both onto Bridgewater Square and Viscount Street. Generally quiet in the use of materials, but punctuated by ‘busy’ fenestration and balustrades, which do make a positive contribution to the area.

4. **Former Cripplegate Institute** – built in the 1890s, on the west side of Golden Lane with its original frontage (listed Grade II). The building was later altered, and an unsympathetic extension added behind the original façade.
5. The **Jewin Welsh Church**, designed by Caroe & Partners in the post-war period, has been identified as a non-designated heritage. There has been a church for the London Welsh on, or in the vicinity of, the site for about 250 years. Whilst the building has merit, conservation area designation should consider the character and appearance of an area and not protect a particular building.
6. **Tudor Rose Court** – designed by Avanti Architects to reflect the height, mass and bulk of the Golden Lane Estate. Whilst it may be considered contextual, there is a clear separation between the age, style and material of Tudor Rose Court vs the Barbican and Golden Lane Estates.

More general comments concerning Zone 2 have stated;

- a. We consider that the buildings in Bridgewater Square hold a certain coherence, which is already threatened by the proposed Denizen building. Increases in permitted building heights of several developments in Zone 2 have severely compromised sightlines between the 2 estates.
- b. Conservation areas are not just buildings but the relation of those buildings to their surrounding streets and buildings.
- c. Including it would prevent the creation of an 'island' of poor, speculative architecture – illustrated by the loss of Bernard Morgan House and its replacement with The Denizen.
- d. Agree that some of the buildings in the Fann Street Area lack character.
- e. Excluding Zone 2 risks the steady erosion of important visual links between the 2 listed estates and increases the very real threat of insensitive over development.

**CoL Response** - The comments have been carefully assessed. Zone 2, excluding the Barbican Wildlife Garden and Bridgewater Square has elements of interest, but is variable and not of sufficient character to warrant inclusion in the conservation area. The buildings vary widely in age and quality and do not provide a cohesive pattern of development and are separate and distinct from both the Barbican and Golden Lane Estates.

**Conclusion** - This area differs fundamentally in character from both the Barbican Estate and the Golden Lane Estate and is not proposed for inclusion in the conservation area.

▪ **Bridgewater Square**

11 responses request Bridgewater Square be included within the conservation area.

**CoL Response** - Additional material has been submitted and further research undertaken. It was part of the sixteenth century Bridgewater House and garden. Bridgewater Square has associations with the Barbican and the development of the Estate and is important as a survival of the pre-war street plan. It is protected under the London Squares Preservation Act 1931 (amended 1961).

**Conclusion** - The proposed boundary has been amended to include Bridgewater Square.

▪ **In Support of Designation**

11 comments explicitly support the Barbican Conservation Area, 3 specifically support Golden Lane Conservation Area, and 20 comments support the designation of both conservation areas. There are no responses which are completely against the designation of the 2 conservation areas

**CoL Response** – No response required.

**Conclusion** – No action necessary.

- **In favour of designation of a single conservation area incorporating all 5 zones, as originally proposed**

8 responses requested that the entire area as originally proposed, be designated.

**CoL Response** - The method of assessment of the proposed conservation area, was carried out with reference to national guidance and in accordance with appropriate methods as developed by the City. The assessment has shown that the entire area is varied in nature, coherence and quality of architecture and environment, making it inappropriate to designate the entire area. The assessment demonstrated that parts of the originally proposed area do not meet the criteria for designation as a conservation area. Designating areas that are 'weak' in significance would have the effect of 'diluting' the designated conservation areas of the City. The entire original area suggested by the Barbican Association and Golden Lane Residents Association is not proposed for designation. However, the area proposed to be designated has been extended in response to additional research and comments received. See the map in Appendix 1.

**Conclusion** - Parts of the area are proposed for designation.

- **Zone 5 - Barber Surgeons garden and Monkswell Square**

7 responses would wish to see Zone 5 included and 4 would like Barber Surgeons and Monkswell Square included in the conservation area.

**CoL Response** – The area is formerly the Barbican commercial fringe on the south side of the residential Barbican Estate, defined by the scheme for Route XI (now London Wall). In general, the area is highly varied with little coherence of character. It is a significantly altered environment from the original design intent and many buildings have since been developed or altered. It includes a range of buildings including the twentieth century livery halls of Ironmongers, Barber-Surgeons and Salters Companies, post war and modern developments including Roman House, Museum of London, Bastion House, Alban Gate and London Wall Place. The area includes heritage assets and open spaces, including the scheduled ancient monuments of the Roman and medieval London Wall, the listed remains of St Alphage Church Tower, St Alphage Gardens and Barber-Surgeons Garden. The assessment of Zone 5 does not satisfy the criteria for designation due to its varied character and appearance which now differs markedly from the original post war design.

However, the garden and stretch of London Wall to the south of the Barbican Estate which is within the boundary of the designated assets, that is, the Barbican Registered Park and Garden and the Scheduled Ancient Monument, London Wall west and north of Monkswell Square is recommended to be included within the conservation boundary.

**Conclusion** – Monkswell Square and Barber Surgeons garden are not proposed to be included in the proposed conservation area.

The area of the Barbican Registered Park and Garden that is within Zone 5 and the London Wall Scheduled Ancient Monument west and north of Monkswell Square are proposed to be included in the conservation area.

- **Zone 4**

Most responses agree that Zone 4, which includes the Brewery Conservation Area, should be excluded from the proposed conservation area. There was 1 response which suggested that the inclusion of Zone 4 should be reconsidered.

**CoL Response** - Brewery Conservation Area is significant, with a distinctive character that does not relate to the Barbican Estate. The modern buildings between these two contrasting areas are of little architectural merit.

**Conclusion** - Zone 4 should not be included in the proposed conservation area but remain a separate conservation area.

- **Designate one conservation area**

3 comments expressed a desire for the Barbican and Golden Lane to be designated as a single conservation area. It has been demonstrated that the area represents 'arguably the boldest and most concerted effort of post-war regeneration carried out in the UK'.

**CoL Response** - The relationship between the design, and development of these 2 estates, designed by the same architects, is clear. The inclusion of the Barbican Wildlife Garden and Bridgewater Square will strengthen the visual and physical relationship between the two estates.

**Conclusion** - A single conservation area is proposed for designation, to be called 'The Barbican and Golden Lane Conservation Area'.

- **Basterfield Garages and Hatfield Lawn**

2 respondents requested these elements be included.

**CoL Response:** Part of the area known as Basterfield Garages lies outside the City of London boundary and it is not possible to designate a conservation outside the City. It is a service road outside the listed building boundary. The service road to the north of Hatfield House is part of and has a physical relationship with the Golden Lane Estate and is within the listed building boundary.

- **The Jewin Welsh Church**

1 comment specifically requests the Welsh Church to be included, and another asks for the inclusion of Bridgewater House, 45 Beech Street and Cripplegate Institute.

**CoL Response:** These comments have been addressed in the assessment of Zone 2 (please see above).

- **Other comments**

1 comment expressed a desire to see improvements to Beech Street. 1 comment identified a need to address leakages on the Podium.

**CoL Response:** Though not directly relevant to the conservation area proposal, these comments have been noted and will be addressed through other workstreams.

## General Issues

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### **Assessment method**

Some responses questioned the City's methodology to carry out the assessment of the proposed conservation area and suggest that an independent historical assessment should be carried out.

**CoL Response** - The method of assessment and the criteria for designation were set out in the November 2017 committee report (see background papers) and agreed by Committee. Consideration of conservation areas is a duty of the local planning authority. The Planning (Listed Buildings and Conservation Areas) Act 1990, and sector guidance from Historic England were used in the assessment. This method was supported by the comments received from Historic England and has proved an effective means of analysing a large and complex area. The City's assessment of the area against the agreed criteria has been carried out internally by officers as agreed by committee in November 2017.

### **Mapping**

The original mapping provided did not identify all the relevant areas, particularly at the edges of the two estates. An updated map has been prepared (Appendix 1) which resolves these inaccuracies. In general, the boundary of the area has been drawn to follow the boundaries of existing statutory designations to ensure consistency.