

Committee:	Date(s):
Planning and Transportation	14 November 2017
Subject: Barbican and Golden Lane Estates: Proposed Conservation Area	Public
Report of: Carolyn Dwyer	For Decision

Summary

The Barbican and Golden Lane Estates Residents' Associations have requested that a new conservation area is designated by the City Corporation to include the Barbican and Golden Lane Estates and surrounding areas.

Committee approved the proposal to assess the area proposed and to consider the findings in May 2017.

An assessment of the proposed area has been undertaken in accordance with national criteria and guidance. This report sets out the results of the assessment which are that two parts of the proposed conservation area would meet the criteria for conservation area designation, i.e. the Barbican Estate and the Golden Lane Estate. The remainder of the proposed area does not meet the criteria, with the exception of Brewery Conservation Area (designated in 1994), where no changes are proposed, and it will remain a conservation area in its own right. If Committee agree that the areas have merit, it is proposed to carry out a public consultation.

Recommendation

Members are asked to:

- Note the report;
- Consider the results of the assessment; and
- Subject to Committee support for the proposals, authorise public consultation to be carried out on the proposals for two new conservation areas.

Main Report

Background

1. In April 2017 the Barbican and Golden Lane Residents' Associations approached the City 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 also 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 and a map is attached in Appendix 1. This would incorporate 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 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 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 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 looked at 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. SPDs are in place for 16 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 has enabled robust, justifiable proposals to be made. It is important that designation boundaries are precise and clear to avoid potential uncertainty.
7. The proposed area has been considered at this stage and a draft assessment undertaken in response to the request by the Barbican and Golden Lane Residents' Associations, supported by a petition.

Current Position

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 are set out in Appendices 1-6.
9. The assessment has taken into account the existing planning context, and valid planning permissions in the area.
10. The proposed area has been 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 table below summarises the assessment of the entire proposed conservation area against the criteria.

Zone	Recommended for designation?	Reason
Zone 1 – Golden Lane	Yes	Strongly defined and unified character already contains designated heritage assets within it.
Zone 2 – Fann Street and Bridgewater Square	No	Did not satisfy the criteria.
Zone 3 – Barbican Estate	Yes	Strongly defined and unified character already contains designated heritage assets within it.
Zone 4 – Brewery Conservation Area and other buildings	No	Brewery is a designated conservation area with its own distinct character.

		The remaining part of the area did not satisfy the criteria.
Zone 5 – Area to the south of Barbican Estate	No	Did not satisfy the criteria.

12. Two of five areas meet the criteria for conservation area designation. It is proposed that the Golden Lane Estate and Barbican Estate (zones 1 and 3) be taken forward for consultation as two new proposed conservation areas.
13. There would be an increase in the area of the City covered by conservation areas. At present conservation areas cover 35.8% of the total area of the City of London (including parts of the River Thames). The Barbican Estate occupies 3.76% and Golden Lane Estate occupies 1.44% of the total area of the City of London, raising the total area of conservation areas in the City to 41%.
14. Both the Barbican and Golden Lane Estates are listed in their entirety. For consistency, the boundaries of the proposed conservation areas would be identical to the listed building boundaries.
15. Having assessed the two areas in accordance with national criteria and guidance, it is considered that they are of sufficient significance to be proposed for designation as conservation areas, subject to consultation. Conservation area designation would be a material consideration within the planning process as is their listed status.
16. Zones 2 and 5 are not recommended for conservation area designation for the reasons given in the assessment's conclusion.
17. No changes are proposed to the Brewery Conservation Area which would remain a designated area. The remainder of zone 4 is not recommended for conservation area designation for the reasons given in the assessment's conclusion.

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'.
19. The assessment of the proposed area concludes that two zones satisfy the criteria for designation as conservation areas. If agreed, public consultation would be carried out proposing that Golden Lane Estate and Barbican Estate are designated as two separate conservation areas. The consultation period would follow Historic England Guidance and the City Corporation's Statement of Community Involvement. The assessment would form a part of the public consultation.

Corporate & Strategic Implications

20. The City of London Local Plan is undergoing review. It will set out the type of development that is considered appropriate within and affecting conservation areas and include boundaries on the policy map. Decisions on the designation and boundaries of conservation areas are separate from the Local Plan process.
21. An Equalities Impact Assessment and a Sustainability Appraisal would be undertaken if the proposed areas are designated.

Conclusion

22. The assessment has concluded that two out of five of the zones satisfy the criteria for designation as conservation areas.
23. It is recommended that public consultation, commencing in Autumn 2017, be carried out in relation to the proposal to designate the Golden Lane Estate and Barbican Estate as conservation areas.
24. The outcome of the public consultation and recommendations will be reported to Planning and Transportation Committee.

Appendices

- Appendix 1 – Maps
- Appendix 2 – Criteria for the assessment of the potential of the conservation area
- Appendix 3 – Characterisation of Zones
- Appendix 4 – Proposed conservation area assessment and recommendations.
- Appendix 5 – Background Information
- Appendix 6 – Policy Context

Background Papers:

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

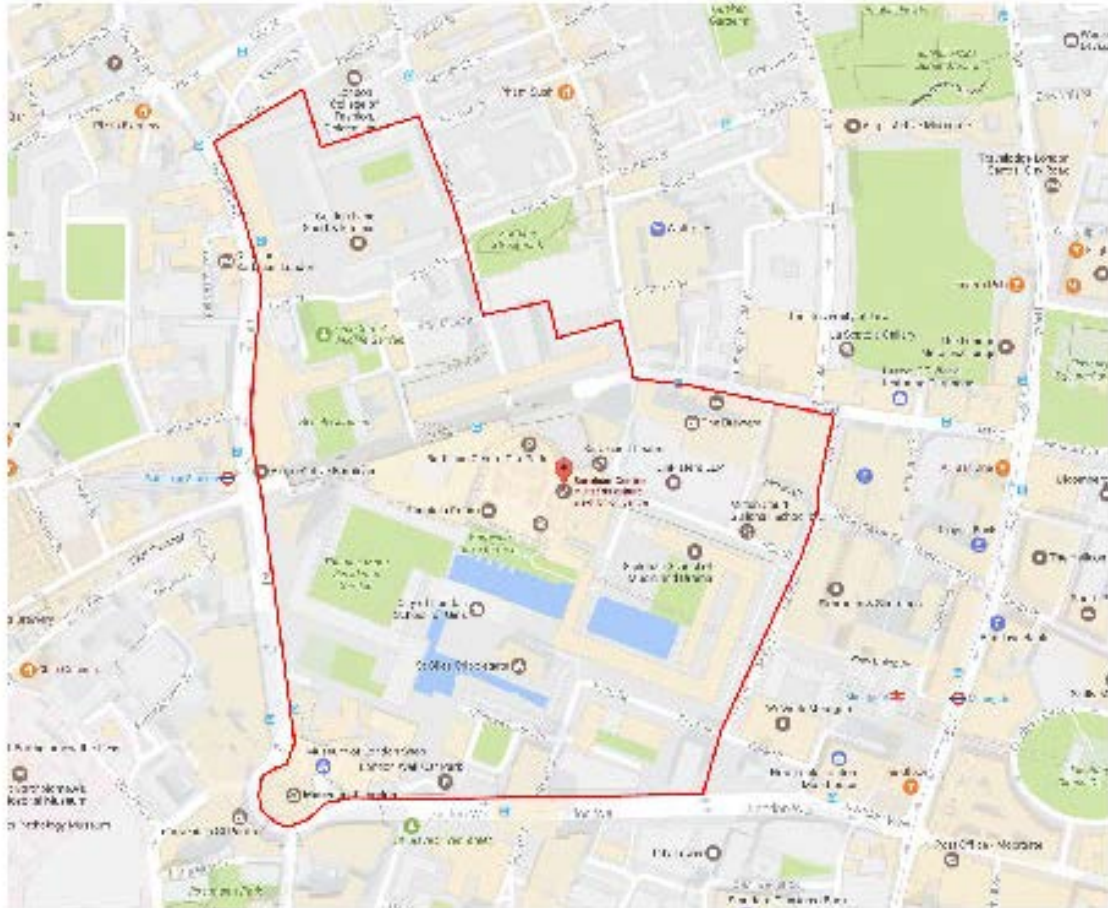
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Appendix 1. Maps

Map 1:

Map of area proposed by Barbican and Golden Lane Residents Associations as a conservation area

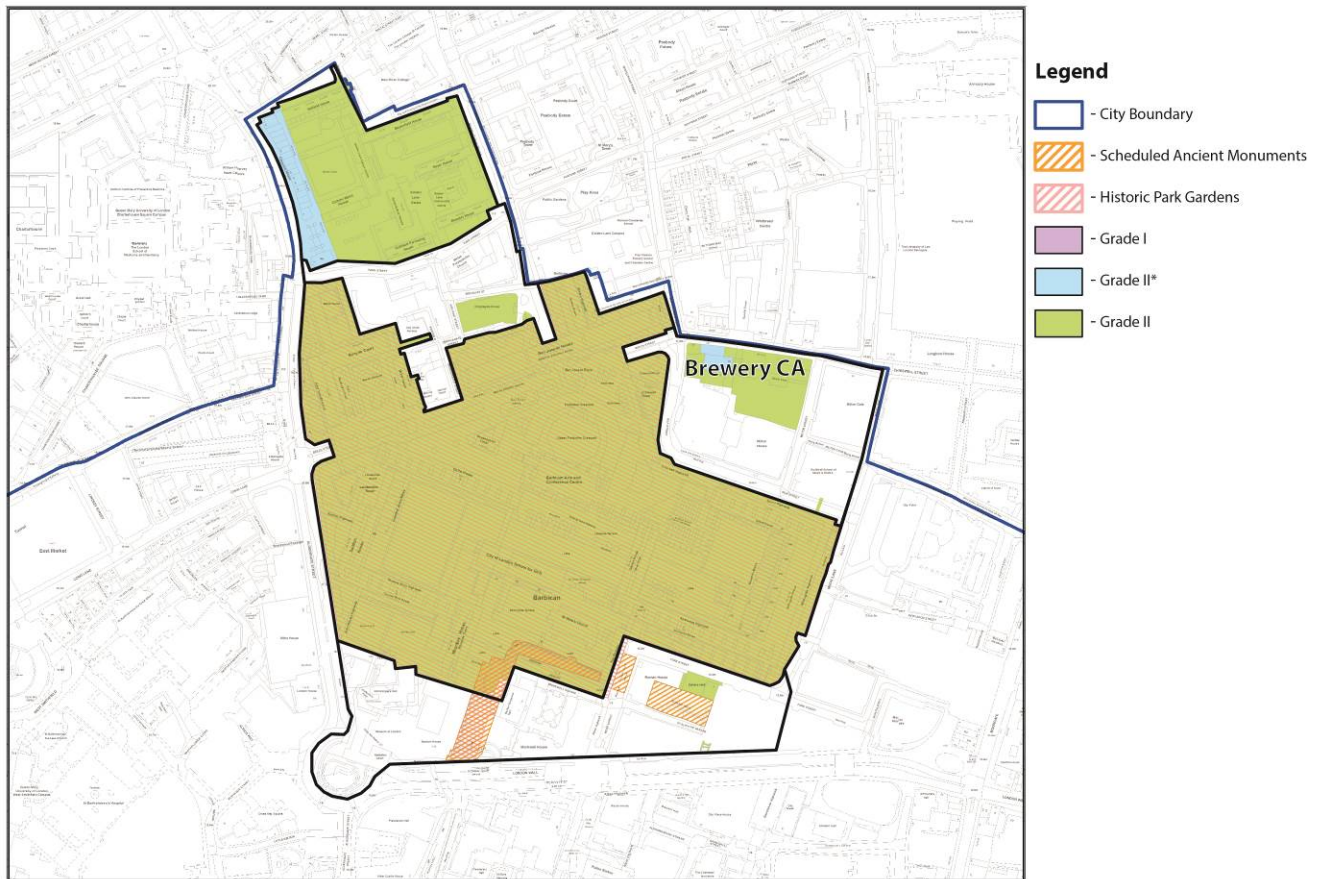


Map 2: Characterisation Zones

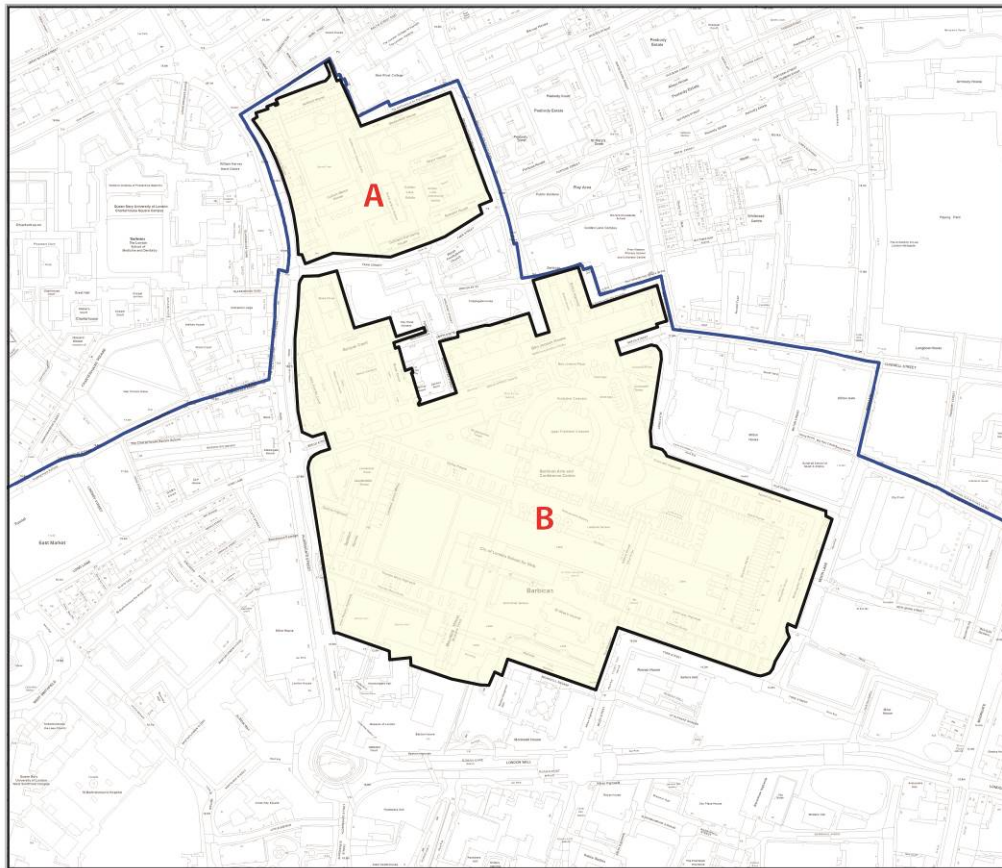


- Zone 1 - Golden Lane Estate
- Zone 2 - Fann Street and Bridgewater Square
- Zone 3 - Barbican Estate
- Zone 4 - Brewery Conservation Area and other buildings
- Zone 5 - Area to the south of Barbican Estate

Map 3: Designated Heritage Assets



Map 4: Proposed Conservation Areas



Legend

-  - City Boundary
-  - Proposed Conservation Area
- A** - Golden Lane
- B** - Barbican

Appendix 2. Characterisation of Zones

Historic England advises that ‘discernible character areas or zones are often evident in larger conservation areas.’

In the proposed area 5 separate character zones have been identified.

Zone 1 – Golden Lane Estate

Zone 2 – Fann Street, Bridgewater Square – the area between the two listed estates

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

Zone 1 – Golden Lane Estate –

The Historic England list entry states; *‘At the end of WW2 the area between St Paul’s and the City lay devastated. The County of London Plan decided on mixed commercial use with some housing for the small number of people who worked in the City. The brief was for 940 one, two, three or four room flats at the maximum possible density of 200 persons to the acre. To achieve this many of the smaller flats had to be in a high tower. Great Arthur House was built in 1953-7 from reinforced concrete. The 17 floor building was the first to break the London County Council’s 100 ft height restriction and was briefly the tallest inhabited building in England. The flats were designed for single people and couples such as nurses and policemen who had to live near their work. The architects for the estate were Chamberlin, Powell and Bon. They saw it as a purely urban scheme, formal in layout but creating a sense of place by using colour. Their philosophy was to use every inch of space and provide a wide range of facilities on the site, also to separate pedestrians from traffic. They based this vision on the work of Le Corbusier. The Golden Lane estate eventually contained 1400 flats and maisonettes, a swimming pool, badminton court, bowling green, nursery, playground, community centre, shops and a pub. The estate was popular with professionals such as doctors and is still a self-sufficient ‘urban village’. It is seen as the most successful of England’s housing developments from the early 1950s.’*

The original design intent is intact in the layout and form of the estate which remains largely as originally built. In general the blocks look inward to the landscaping and open spaces of the estate, giving the estate a semi-private feel. There have been minimal alterations to the external appearance of the estate, except for addition of ramps at the entries to residential blocks and a ramp to provide equal access to the Leisure Centre.

Zone 2 – Fann Street, Bridgewater Square area

The area between the 2 iconic post war listed estates, developed from 1688 after an early 16th century mansion owned by the Earl of Bridgewater burned down. Christopher Wren

was a partner in the development, and many of his colleagues and craftsmen (Hawksmoor, W.Emmett, E.Strong Sen, and H.Doogood) took building leases. The square and garden from the original estate survive, merged on the North side with a larger garden facing Fann Street (Fann Street Wildlife Garden).

The area now comprises a small network of streets and spaces, bounded on the north by Fann Street, Golden Lane on the East, and the Barbican Estate on the South and West.

Buildings of interest in this area are:

- Remains of the former **Cripplegate institute**, founded from parochial charities in 1891, and built 1893-6. The building is in red brick and stone in a free Jacobean style. 1987-92 an extension was constructed behind a retained façade. The original frontage is listed grade II, the new addition is not contextual in design. Now in commercial office use.
- **Jewin Welsh Church**, Fann Street, by Caroe and Partners, 1956-61. It is a solid brick rectangle with square south-west tower and a pitched copper-clad roof. On the tower a pyramidal copper roof with a big square-urn finial. There is a gothic west window with triangular head and tracery in diagonal lines. The building is an undesignated heritage asset.

The remaining buildings in this zone represent a mixture of office, residential and commercial uses.

- Bernard Morgan House has planning permission for redevelopment into a residential building.
- No 35 Fann Street rises to 5 stories on the corner of Viscount Street with a curving, balcony at the corner. The building references the nearby Golden Lane Estate through the use of colour, overhangs and pillars.
- 10-15 Bridgewater Square also occupies the Viscount Street frontage and rises to 7 stories on the Bridgewater Square side of the building. Construction is in brick above the ground floor, rising to 6 stories on Viscount Street.
- Bridgewater House, 6-9 Bridgewater Square – offices built originally in 1926, now residential with tall round headed windows and coloured brickwork by Prudential Architects c.1985.
- The Central Point building on Bridgewater Street comprises a six storey office building in Portland stone. A horizontal slab style block somewhat reminiscent of the Barbican residential slab blocks

Bridgewater Square itself remains an open space, with a children's nursery and playground using the Square. Buildings to the east and south represent recent office and residential developments that are not contextual with the Barbican Estate that rises to the west of the square.

Zone 3 – Barbican Estate

The Historic England List entry states; *'Estate of flats, maisonettes and terraced houses, hostel, girls' school, school of music and drama, and arts centre (with concert hall, theatre, studio theatre, cinemas, library, art gallery, conservatory, restaurants and offices), with underground car parking, pedestrian walks and canal. Designed 1955-59, arts centre element redesigned 1964-8; built with modifications in 1962-82 to the designs of Chamberlin, Powell and Bon (subsequently Chamberlin, Powell and Bon (Barbican)) for the Corporation of the City of London; engineers, Ove Arup and Partners.*

Poured in situ reinforced concrete with exposed surfaces largely pick hammered and with smaller areas bush hammered, exposing Pen Lee granite aggregate, with glazed engineering brick cladding to City of London School for Girls, the Guildhall School of Music and Drama, Wallside, the Postern and plinths to lakeside blocks and water features. Flat asphalted roofs, paved with concrete tiles in keeping with the wall finishes. The main blocks are supported by concrete columns forming an extension to the bored piles sunk up to 60ft deep. The tower blocks' main structure is formed by a central lift shaft and stairwells with a peripheral framework of beams and split piers rising from exposed columns; the structure of the terrace blocks is based in concrete cross-walls supported on columns with floor slabs spanning between the cross-walls and the balcony edge beams. Podium and the tower blocks have thick upswept concrete balustrades developed by Ove Arup and Partners in consultation with the architects in 1961.'

The Barbican Estate is the result of the planned redevelopment of a large 2nd World War bomb damaged site. The aim was to provide a mixture of uses on the same site. The podium and highwalk allowed the separation of pedestrians from traffic. The intention was that the highwalk would connect to others across the City of London, resulting in a more extensive network of pedestrian routes. This was never fully realised and the Barbican Highwalk remains the only surviving element of this design ambition. However, the estate's continued connection beyond its boundaries via bridges, stairs, ramps and lifts remains a vital element of the Barbican's continued success and special interest.

The strength of the design and the materials used form an important element of the significance of the Barbican Estate. The inward looking, semi-private nature of the estate as originally planned by the architects and the Brutalist architecture survives to a great degree. There have been some alterations, and repairs have been necessary in many places. Some later insertions have caused damage to the significance of the estate. However since listing, and the adoption of the Listed Building Management Guidelines (adopted 2005, revised 2012), stakeholders continue to ensure that repairs and alterations are carefully considered and do not cause harm to the significance of the estate.

Zone 4 – Brewery Conservation Area

Brewery Conservation Area was designated in 1994. This adjoins Chiswell Street Conservation Area in Islington. The character of the area has been summarised as; *'Important complex of buildings critical to the history of the brewing industry in and around the City of London'*.

The main roads of the area and overall pattern of streets remain largely unaltered since they were established in the medieval period. A brewery designed specifically for the mass production of porter was completed by 1750, and as the scale of operation increased, further development took place. By 1800 the brewery had extended to both sides of Chiswell Street and throughout the 19th century both sites continued to expand with further technological improvements being made. Brewing at Chiswell Street ceased in 1976 and two acres of brewery buildings to the south of the Porter Tun Room – including the malt store were demolished and redeveloped for office use. Parts of the retained buildings on the south side of Chiswell Street were modified as banqueting and reception rooms, exhibition space, conference facilities and offices for Whitbread's corporate activities.

Brewery Conservation Area is characterised by a close-grained townscape; a small number of modestly scaled, 18th century buildings is set around a paved court. These relatively simple buildings are of red and brown stock brick, with cornices and storey bands providing surface modelling and decoration and almost all have sash windows. The most elaborate facades are those containing the two public houses and the arched entrance to the yard itself.

The area now provides pleasant respite from the traffic along Chiswell Street. Although brewing no longer takes place at Chiswell Street, the character of the area is now enlivened by the variety of uses located here.

To the South of Brewery Conservation Area and to the North of the Barbican Estate lies a strip of modern buildings. These buildings line the north side of Silk Street and the west side of Moor Lane and include the recently completed Milton Court, Guildhall School of Music and Drama. Glass facades, with minimal modelling, and 1990s post-modern office buildings characterise this area. These buildings provide a buffer between the contrasting characters of Brewery Conservation Area and the Barbican Estate, keeping them firmly apart.

Zone 5 – Area to the south of the Barbican Estate, bounded on the south by London Wall

The west end of London Wall is the product of compulsory purchase and post-war re-planning. The present layout follows the LCC-City scheme announced in September 1955. A new main road (then called Route XI) was planned with an integrated sequence of 6 office towers. Bulk, heights and module of the new buildings were determined, though the final designs were by private architects. The scheme was important as it was the first in England to provide a pedestrian upper walkway throughout, with stairs to street level and bridges connecting the Barbican Estate with other areas of the City.

Of the planned 6 towers, only one remains. They were 18 to 20 storeys, similar but not identical, spaced equidistantly at an oblique angle to the street, 4 on the north and 2 on the south. These tall towers were to have smaller (8 storey) buildings dotted around them. Shops and the building entrances were located on the highwalk, with the ground floor reserved for vehicles and servicing. London Wall was a dual carriageway, with pavements, but almost exclusively used by vehicles. Beneath London Wall lies an underground car park. The plan was completed in the mid-1970s with the Museum of London with its Bastion,

roundabout and Bastion House. In the 28 acres of the plan there was generous provision for gardens and open spaces, and incorporating stretches of the Roman and Medieval City walls.

The intended use of the highwalks by pedestrians and its extension across the city was only partially realised. Since the inception of the London Wall development the majority of the buildings have been demolished and replaced with buildings that do not contribute to the original coherent design either in height, mass, design or oblique alignment.

A major alteration since the original redevelopment of the area is the large Alban Gate development (1988-92). The development forms a huge segmental arch over the top of London Wall bisecting the views along its length.

A further characteristic of the area has been the incorporation of several 20th century Livery Company Halls in amongst the post-war urban development. Salters' Hall, Barber Surgeons' Hall and Ironmongers' Hall are located at street level.

The London Wall Place development currently under construction incorporates new office and mixed use development with an extended open space at ground level and incorporating north-south and east-west highwalk links.

Appendix 3: Criteria for the assessment of the potential of the Conservation Area.

The proposed area has been assessed in accordance with current guidance as set out in the NPPF and by Historic England (Conservation Area Designation, Appraisal and Management, Historic England Advice Note 1).

Each zone has been assessed against the criteria below (1-12). A yes/no response has been recorded, with a brief justification for each.

1. Is it the work of a particular architect or designer of regional or local note?
2. Does it have landmark quality?
3. Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?
4. Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?
5. Does it contribute positively to the setting of adjacent designated heritage assets?
6. Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?
7. Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?
8. Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?
9. Does it have significant historic associations with features such as the historic road layout, burgage plots, a town park or a landscape feature?
10. Does it have historic associations with local people or past events?
11. Does it reflect the traditional functional character or former uses in the area?
12. Does its use contribute to the character or appearance of the area?

Other themes have also been taken into account in the assessment of the Zone.

- Areas with a high number of nationally designated heritage assets and a variety of architectural styles and historic associations
- Those linked to a particular industry or individual with a particular local interest.
- Where an earlier, historically significant, layout is visible in the modern street plan.
- Where a particular style of architecture or traditional building materials predominate.
- Areas designated because of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designated landscapes, including those on the Historic England Register of parks and gardens of special historic interest.

Conclusion - The analysis of each zone will be tabulated and a final assessment of the zones and the entire area will be made.

Appendix 4: Proposed Conservation Area Assessment and Recommendations

The zones have been assessed against the criteria, followed by a summary of the assessment for each zone.

A concluding section will draw together the findings and make a recommendation.

Zone 1 – Golden Lane Estate

#	Criteria	Yes/No	Notes
1.	Is it the work of a particular architect or designer of regional or local note?	Yes	The Estate is designed by Chamberlin, Powell and Bon
2.	Does it have landmark quality?	Yes	The estate is a highly designed group of buildings and open spaces.
3.	Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?	Yes	Golden Lane estate was designed as a whole, set-piece.
4.	Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?	Yes	It relates to the later Barbican Estate as it was designed by the same architects and has a strong relationship in design terms.
5.	Does it contribute positively to the setting of adjacent designated heritage assets?	Yes	It contributes to the setting of the Barbican Estate.
6.	Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?	Yes	Golden Lane incorporates within it large areas of designed open space.
7.	Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?	Yes	Large areas of open space are an integrated part of the design.
8.	Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?	Yes	Golden Lane represents a point in time of post-war redevelopment and design. Modern materials and design philosophy were used to provide much needed high density housing in a designed landscape. The mixed residential and amenity provision within the estate was an important aspect of the design.
9.	Does it have significant historic	No	Prior historic buildings and roads

	associations with features such as the historic road layout, burgage plots, a town park or a landscape feature?		were destroyed by second world war bombing and post-war clearance. The area was levelled to basement level, and the layout of Golden Lane does not make reference to previous features or road layouts.
10.	Does it have historic associations with local people or past events?	No	The 20 th century estate makes no reference to previous associations or events.
11.	Does it reflect the traditional functional character or former uses in the area?	Yes	The area was severely damaged by bombing and a wholly new estate built. However the sunken areas of the estate do make use of former basements.
12.	Does its use contribute to the character or appearance of the area?	Yes	The residential character of the estate with the leisure and community facilities interwoven into the design is of great benefit to the character of the area. The appearance of the area is enhanced by the coherence of the estate which was designed as a set-piece, with consistent design running through the building and landscape elements.

Zone 1 satisfies 10/12 of the criteria for designation as a conservation area.

Golden Lane Estate is a designated heritage asset Listed Grade II, with Crescent House Listed Grade II*. In the assessment it has been relevant to examine the additional protections that would be gained from designating it as a conservation area.

Listed below are the protections that are afforded to areas that have been designated as conservation areas (Historic England). Each point is followed by a comparison with listed building protection(italics).

- The requirement in legislation and national planning policies to preserve and/or enhance.
Listed building consent is required for alterations or extensions which would affect its character as a building of special architectural or historic interest. The more important the asset the greater weight should be given to its conservation. A listed building is a more significant heritage asset than a conservation area.
- Local planning policies which pay special attention to the desirability of preserving or enhancing the character or appearance of the area.

Listed buildings have protection in National Policy and legislation where alterations are proposed, and where harm or substantial harm to the significance of the heritage asset would be caused by the proposed works. This is afforded by the duty in s.66 LBA 1990. Setting of a heritage asset is a material consideration which applies to listed buildings and conservation areas.

- Control over demolition of unlisted buildings.
As the entire Golden Lane Estate is listed, this would not apply
- Control over works to any trees.
The City Corporation controls works to trees on the estate and seeks to retain or replace trees wherever possible. There are no TPOs in the area.
- Fewer types of advertisements which can be displayed with deemed consent
The effect that advertisements have on the appearance of the estate would be assessed against the harm or substantial harm that may be caused to the listed building.
- Restriction on the types of development which can be carried out without the need for planning permission (permitted development rights).
As a listed building, alterations, repairs and development on Golden Lane Estate is more strictly controlled than in conservation areas. All works on the estate are potentially subject to listed building consent requirements and controls.

Zone 1 Summary and Conclusions

Golden Lane Estate satisfies the criteria for designation as a conservation area.

The estate is listed, and the architectural and historic significance of the estate is protected by virtue of the statutory protections provided to listed buildings. As such, conservation area designation would not significantly alter the material considerations in the planning process. The criteria and assessment carried out indicate that the area is of sufficient significance to be considered for designation as a conservation area.

Zone 1 - Designation as a conservation area is recommended.

Zone 2 – Fann Street, Bridgewater Square – the area between the two listed estates

#	Criteria	Yes/No	Notes
1.	Is it the work of a particular architect or designer of regional or local note?	No	The buildings in this area represent a variety of architects, building ages and styles.
2.	Does it have landmark quality?	No	There is no coherent plan to the landscape that would give it landmark quality.
3.	Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?	No	There is no defined character for this area, whether through a group of buildings of similar age, or style.
4.	Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?	No	The development of Bridgewater Square pre-dates the adjacent Barbican and Golden Lane 20 th century estates. The ephemeral remains of the original plan form do not relate to adjacent designated heritage assets.
5.	Does it contribute positively to the setting of adjacent designated heritage asset?	No	The buildings of the area make a neutral contribution to adjacent designated heritage assets. They neither detract, nor do they contribute positively.
6.	Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?	No	Bridgewater Square is a recognisable open space in this zone, however there are no elements remaining that mark it out as significant, and the surrounding buildings do not contribute to its character as an open space.
7.	Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?	No	Whilst Bridgewater Square and Fann Street garden are both historic elements of the landscape, their current layout, boundary and quality of materials do not qualify them as designed landscapes.
8.	Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?	Yes	The buildings in this zone chart the development of the area from the first world war onwards, based on a historic plan form.
9.	Does it have significant historic	Yes	Some of the original plan form of

	associations with features such as the historic road layout, burgage plots, a town park or a landscape feature?		the Bridgewater estate survives in the form of the square and the garden.
10.	Does it have historic associations with local people or past events?	Yes	There is an association with the Bridgewater estate.
11.	Does it reflect the traditional functional character or former uses in the area?	No	The area has significantly altered over the past century and no longer reflects the original estate.
12.	Does its use contribute to the character or appearance of the area?	No	The area is now of mixed residential and commercial use, without buildings of standout merit to contribute to the character or appearance of the area.

Zone 2 satisfies 3/12 of the criteria for designation as a conservation area.

Zone 2: Summary and Conclusions

Fann Street/ Bridgewater Square area has developed over the last century into a network of streets and open spaces with a variety of building types. It is an area with historical associations from the 18th century; however the evidence that survives in the plan form is not of sufficiently high quality and defined character. Buildings of merit in the area are the Welsh Church and the Cripplegate Institute. Other buildings in the zone do not contribute sufficiently to the character of the area.

Zone 2 - Designation as a conservation area is NOT recommended.

Zone 3 – Barbican Estate

#	Criteria	Yes/No	Notes
1.	Is it the work of a particular architect or designer of regional or local note?	Yes	The Estate was designed by the architects Chamberlin, Powell and Bon
2.	Does it have landmark quality?	Yes	The Barbican is a high quality estate with high quality designed spaces. It is a tourist destination in its own right, by virtue of its design and use of materials.
3.	Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?	Yes	The estate is a set-piece design that was fully realised as intended and with minimal alterations since completion. Material, design and scale are consistent throughout the estate reinforcing its character and quality. It has successfully incorporated heritage assets within its boundaries.
4.	Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?	Yes	It relates to the adjacent Golden Lane Estate, designed by the same architects. Barbican and Golden Lane show the progression of technology and design by these architects through the post-war period.
5.	Does it contribute positively to the setting of adjacent designated heritage assets?	Yes	The Barbican estate accommodates St Giles Church (Grade I) and the Fort Wall (SAM) within its boundaries. These have been included and celebrated by the landscaping and whilst they are of contrasting styles they provide for a complex of multi-period heritage assets.
6.	Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?	Yes	The Barbican Estate is a complex of buildings and open spaces. The open spaces play an important part in the design, use and enjoyment of the estate by residents and members of the public.
7.	Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?	Yes	The Scheduled Ancient Monument lies within the boundary of the estate.
8.	Does it individually, or as part of a	Yes	Barbican Estate is a nationally

	group, illustrate the development of the settlement in which it stands?		significant example of post-war planning and design. Modern materials and design philosophy were used to provide much needed high density housing in a designed landscape. The mixed residential and education and arts provision was an important aspect of the design.
9.	Does it have significant historic associations with features such as the historic road layout, burgage plots, a town park or a landscape feature?	Yes	The design has utilised below ground levels that were the basements buildings destroyed during the 2 nd world war. Frobisher crescent reflects a previous road layout.
10.	Does it have historic associations with local people or past events?	Yes	The establishment and long history of St Giles' Church has played an important part in local history.
11.	Does it reflect the traditional functional character or former uses in the area?	No	The area has altered significantly from the pre-war use which was crossed by the railway, roads, some residential but mostly commercial uses
12.	Does its use contribute to the character or appearance of the area?	Yes	Mixed use – residential, amenity and education enlivens the area in a variety of ways

Zone 1 satisfies 11/12 of the criteria for designation as a conservation area.

Barbican Estate is a designated heritage asset Listed at Grade II. In the assessment it has been relevant to examine the additional protections that would be gained from designating it as a conservation area.

See above (Zone 1 – Golden Lane) for the relevant protections, which are the same for the Barbican Estate.

Zone 3 Summary and Conclusions

The estate is listed, and the architectural and historic significance of the estate is protected by virtue of the statutory protections provided to listed buildings. As such, conservation area designation would not significantly alter the material considerations in the planning process. The criteria and assessment carried out indicate that the area is of sufficient significance to be considered for designation as a conservation area.

Zone 3 - Designation as a conservation area is recommended.

Zone 4 – Brewery Conservation Area

#	Criteria	Yes/No	Notes
1.	Is it the work of a particular architect or designer of regional or local note?	No	Whilst the majority of buildings were constructed for one particular purpose and a specific company (Whitbread), they developed as a complex of buildings over time. The remaining modern buildings are not representative of a particular architect.
2.	Does it have landmark quality?	Yes	The Brewery part of the area has landmark quality; the modern buildings on Silk Street and Milton Street do not.
3.	Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?	No	There is a distinctive split in the character of this zone. The Brewery buildings represent a particular function and character. The remaining office/residential buildings reflect the era of modern developments.
4.	Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?	Yes	The Brewery buildings relate strongly to one another as a complex of buildings designed and constructed for one purpose. The modern buildings do not relate to adjacent designated heritage assets.
5.	Does it contribute positively to the setting of adjacent designated heritage assets?	Yes	The Brewery buildings form a strong group with a positive character.
6.	Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?	Yes	The Brewery buildings are grouped around an open yard which contributes positively to the area.
7.	Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?	No	The area is distinctly urban in character with little planned open space except hard surfaces and yard areas.
8.	Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?	Yes	The Brewery buildings reflect the past use of the area. Brewing was a significant element of the area's historic character.
9.	Does it have significant historic associations with features such as	Yes	The Brewery buildings retain the original street layout of the area

	the historic road layout, burgage plots, a town park or a landscape feature?		
10.	Does it have historic associations with local people or past events?	Yes	The Brewery buildings are associated with the brewing industry in the City of London, and particularly the Whitbread Brewery
11.	Does it reflect the traditional functional character or former uses in the area?	Yes	It reflects the traditional brewing function of the area
12.	Does its use contribute to the character or appearance of the area?	No	The use of the Brewery buildings does not contribute to the character or appearance of the area, as the buildings are no longer in their traditional use.

Zone 4 satisfies 8/12 of the criteria for designation as a conservation area.

The Brewery complex of buildings is already a conservation area, designated by the City of London Corporation. Many of the buildings are also listed. Brewery Conservation Area has its own distinctive character which does not sit comfortably with the adjacent new buildings on Silk Street and Milton Street, also in Zone 4.

The adjacent Zone 3 (Barbican Estate) has a strong 20th century character of its own, which is different from Brewery Conservation Area.

Zone 4 Summary and Conclusions

The Brewery complex of buildings satisfies the criteria for designation as a conservation area by virtue of the contribution of the historic brewery buildings. The character of the Brewery Conservation Area is such that it should remain a conservation area in its own right, and not be merged with a new larger area, which would dilute the strength of the area's character.

The 4 new buildings on Silk Street and Milton Street would not, alone, satisfy the criteria for designation as a conservation area.

Zone 4 - Brewery Conservation Area re-designation as a new larger conservation area to include the Barbican and Golden Lane Estates and other areas is NOT recommended.

Zone 4 – Modern buildings on Silk Street and Milton Street designation as a conservation area is NOT recommended.

Zone 5 – Area to the south of the Barbican Estate, bounded on the south by London Wall

Criteria	Yes/No	Notes
Is it the work of a particular architect or designer of regional or local note?	No	The existing buildings are by different architects and no longer sufficiently reflect the original town planning intent of the area.
Does it have landmark quality?	No	The landmark quality of the original design has been extensively altered to its detriment.
Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form or other characteristics?	No	The buildings are of different styles and periods
Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?	No	The design of the area has allowed space for the designated heritage assets, but does not refer to them in design or choice of materials.
Does it contribute positively to the setting of adjacent designated heritage assets?	No	The designated heritage assets in this zone all sit at ground level, with much of the remaining element above at highwalk level
Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?	Yes	The designed highwalk that was an extension of the Barbican podium level walkways, creates a series of important routes and spaces separated from vehicle level routes.
Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?	Yes	Scheduled Ancient Monuments in St Alphage Gardens and adjacent to the Barber Surgeons' Hall.
Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?	Yes	The long history of the area is reflected in the surviving designated heritage assets of the Scheduled Ancient Monuments, St Alphage Tower and the more recent Salters' Hall. The conscious design of the area in the post-war era also reflects an important period in the development of the City of London.
Does it have significant historic associations with features such as the historic road layout, burgage plots, a town park or a landscape feature?	Yes	London Wall marks the location of the Roman and medieval city wall. This survives as a Scheduled Ancient Monument in the car park beneath London Wall, and as buried archaeological remains beneath the road
Does it have historic associations with local	No	The Post war planning and re-development of the area makes not reference to previous plan

people or past events?		form except in the accommodation of the Scheduled Ancient Monuments and Livery Halls which reflect previous land uses.
Does it reflect the traditional functional character or former uses in the area?	No	The large buildings and highwalk have largely removed all physical references to previous uses and functions.
Does its use contribute to the character or appearance of the area?	No	The use is largely commercial, with some amenity facilities (Museum of London). However the design of the buildings does not contribute positively to the character or appearance of the area.

Zone 5 satisfies 4/12 of the criteria for designation as a conservation area.

Zone 5 Summary and Conclusions

The area to the south of the Barbican Estate, bounded on the south by London Wall does not sufficiently satisfy the criteria for designation as a conservation area. Whilst the area has significant designated heritage assets within it, the original design intent of this commercial fringe has been dramatically altered over time, and has lost much of its original character.

Zone 5 - The area to the south of the Barbican Estate, bounded on the south by London Wall designation as a conservation area is NOT recommended.

Conclusion

The table below summarises the assessment of the proposed conservation area against the agreed criteria.

Zone	Recommended for designation?	Reason
Zone 1 – Golden Lane Estate	Yes	Strongly defined and unified character already contains designated heritage assets within it.
Zone 2 – Fann Street and Bridgewater Square	No	Did not satisfy the criteria.
Zone 3 – Barbican Estate	Yes	Strongly defined and unified character already contains designated heritage assets within it.
Zone 4 – Brewery Conservation Area and other buildings	No	Part is already a conservation area with its own character. Part did not satisfy the criteria.
Zone 5 – Area to the south of Barbican Estate	No	Did not satisfy the criteria.

Two of the five areas meet the criteria for conservation area designation. The majority of the areas (3 out of 5 zones) do not meet the criteria for designation as a conservation area. Therefore, the proposed area as a whole is not recommended for conservation area designation.

Two zones do satisfy the criteria for conservation area designation. It is proposed that the Barbican Estate and Golden Lane Estate be taken forward as 2 new proposed conservation areas.

Zone 4 is partly an existing conservation area (Brewery Conservation Area) and partly undesignated. Brewery Conservation Area will remain a conservation area as currently designated. The remaining buildings in Zone 4 are not recommended for designation as a conservation area.

The remaining zones 2 and 5 are not recommended for conservation area designation.

Appendix 5. Background Information

Existing controls and guidance are in place for some of the buildings or groups of buildings in the proposed area. These are identified below, and relevant issues are summarised as background information for the assessment of the potential significance of the proposed conservation area.

Designated Heritage Asset	Designation/Guidance
Golden Lane Estate	Listed – Grade II & II*
	Listed Building Management Guidelines
Barbican Estate	Listed – Grade II
	Register of Historic Parks and Gardens of special historic interest in England
	Listed Building Management Guidelines – Vols I, II, IV and Volume III in partial preparation
St Giles' Church	Listed – Grade I
Brewery	Conservation Area
Whitbread's Brewery, Room Number 1	Listed – Grade II
Partner's House, Whitbread's Brewery and attached railings	Listed – Grade II*
Entrance Wing, Whitbread's Brewery (South Side)	Listed - Grade II
Sugar Room, Whitbread's Brewery (South Side)	Listed – Grade II
Bridge over the yard, Whitbread's Brewery (South Side)	Listed – Grade II
Thirteen Bollards in the yard, Whitbread's Brewery (South Side)	Listed – Grade II
Whitbread's Brewery Building, next to the King's Head Public House	Listed – Grade II
Salters' Hall, Fore Street	Listed – Grade II
Cripplegate Institute	Listed – Grade II (Façade retention)
London Wall: section of Roman and medieval wall and bastions, west and north of Monkwell Square.	Scheduled Ancient Monument
London Wall: site of the Roman and medieval	Scheduled Ancient Monument

gateway of Cripple Gate.	
London Wall: section of Roman and medieval wall at St Alphage Garden, incorporating the remains of St Alphage Church.	Scheduled Ancient Monument
Remains of Tower to former Church of St Alphage	Listed - Grade II.
56 Chiswell Street	Listed - Grade II.
53, 54 and 55 Chiswell Street	Listed - Grade II.
The King's Head Public House	Listed - Grade II.
Museum of London	A Certificate of Immunity was issued under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended, as the Secretary of State does not intend to list this building. The certificate was issued on 22nd July 2015 and will expire on 21st July 2020.
Bastion House	A Certificate of Immunity was issued under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended, as the Secretary of State does not intend to list this building. The certificate was issued on 22nd July 2015 and will expire on 21st July 2020.
Bernard Morgan House	The building was assessed for listed, but not listed. Planning permission for re-development has been granted.
Ironmongers' Hall	Undesignated Heritage Asset
Brewery	Conservation Area

Appendix 6: Policy Context

Conservation areas are designated heritage assets protected by legislation.

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 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 1990 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’.

National Legislation, Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990.

Sections 69 – 76 control the designation, assessment and control of development within conservation areas.

NPPF

Section 12, paragraphs 126 – 141 provides guidance on the treatment of Heritage Assets and the Historic Environment within the planning framework.

Historic England Guidance

Historic England provides guidance to local authorities regarding their responsibilities to designate and manage conservation areas in their document ‘Conservation Area Designation Appraisal and Management’, published 25th February 2016

London Plan

The London Plan sets out broader strategies and expectations as regards the Historic Environment.

City of London Local Plan

The City of London Local Plan, paragraph 3.12.1, sets out the City Corporation’s commitment to managing and enhancing the historic environment. It says:

‘The City’s unique townscape of historic buildings, streets and open spaces juxtaposed with contemporary modern buildings creates a varied, attractive and lively environment which attracts companies and visitors who support the services which contribute to its cultural vibrancy. The City contains a large number of heritage assets which include over 600 listed buildings, 26 conservation areas, 48 scheduled ancient monuments and 4 historic parks and gardens. There are many

protected trees in conservation areas and with Tree Preservation Orders. Historic buildings characteristic of the City include notable buildings such as Mansion House, Guildhall and St Paul's Cathedral, livery company halls and a large number of places of worship. In addition, the Tower of London, which lies just outside the City boundary, is inscribed by UNESCO as a World Heritage Site of outstanding universal value and its protection includes a defined local setting which is partly within the City. The Mayor's Supplementary Planning Guidance 'World Heritage Sites – Guidance on Settings' provides guidance on how the setting of the World Heritage Site can be positively managed, protecting heritage while encouraging change, in accordance with the NPPF.'

The Local Plan Policy DM12.2 states:

1. Development in conservation areas will only be permitted if it preserves and enhances the character or appearance of the conservation area.
2. The loss of heritage assets that make a positive contribution to the character or appearance of a conservation area will be resisted.
3. Where permission is granted for the demolition of a building in a conservation area, conditions will be imposed preventing demolition commencing prior to the approval of detailed plans of any replacement building, and ensuring that the developer has secured the implementation of the construction of the replacement building.

The designation of a conservation area carries with it the statutory duty to consider how an area or areas can be preserved and enhanced. Conservation areas are defined as designated heritage assets within the NPPF and therefore the settings and significance of conservation areas should be sustained and enhanced. The City Corporation will take the opportunity presented by development proposals within a conservation area to strengthen the special character of that conservation area and its setting.

Planning permission is required to demolish unlisted buildings in a conservation area. A significant number of buildings in conservation areas, whilst not being listed, contribute positively to the character of these areas. Any application to demolish a building in a conservation area will be considered in terms of the contribution the building makes to the character or appearance of the area concerned.

The boundaries of the City's conservation areas will be kept under review.'