



Regents Wharf, N1
Heritage and Townscape Statement
v3

28.11.16

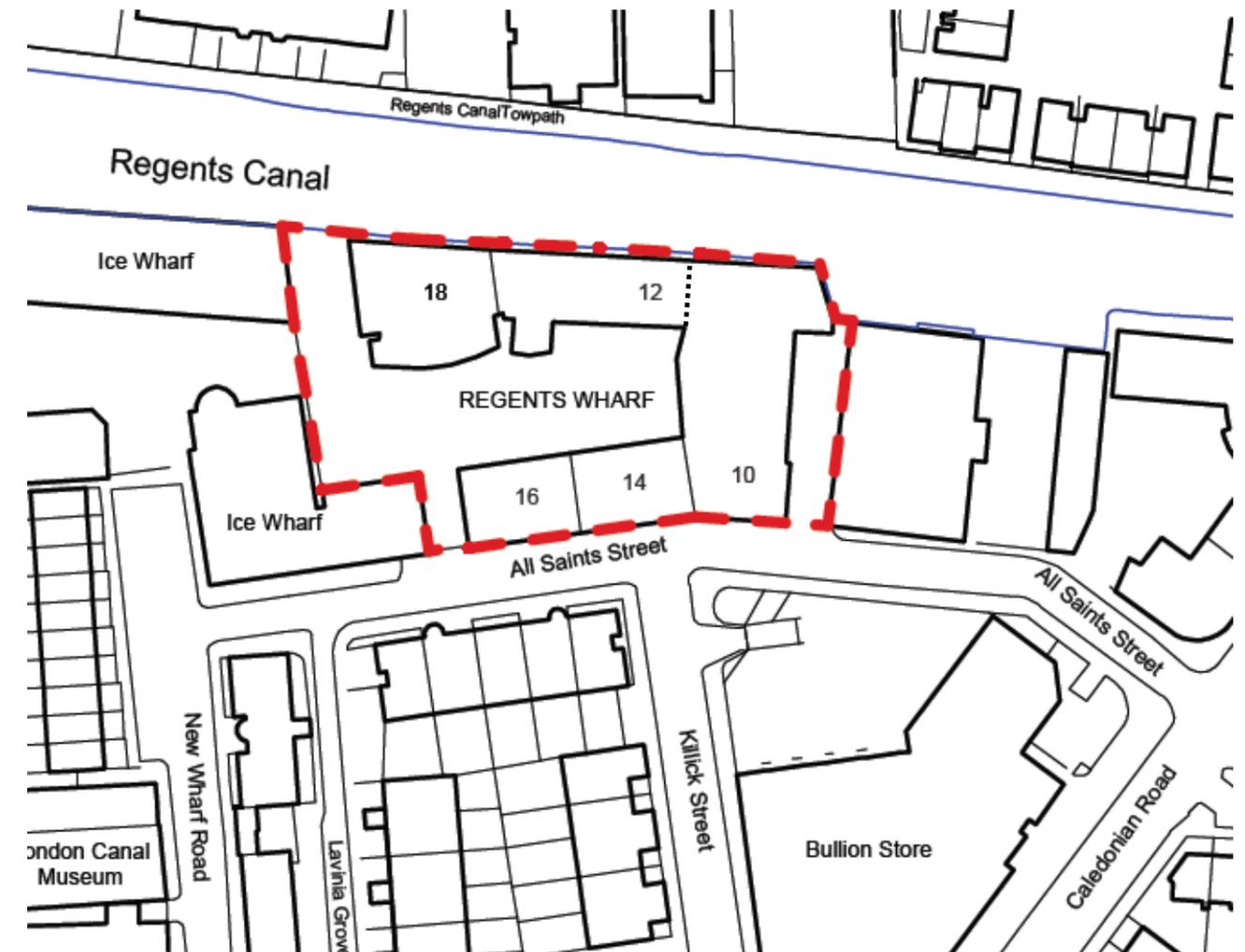
HeritageCollective

1. This statement has been prepared to support a full, detailed planning application for redevelopment of the site at Regent's Wharf, All Saints Street, N1 9RL, London Borough of Islington. The report is prepared on behalf of Regent's Wharf Unit Trust.
2. Regent's Wharf forms an extant building group together with the open spaces between them on a parcel of land fronting All Saints Street, to the south and Regent's Canal, to the north.
3. The Site is partially within the Regents Canal West Conservation Area, a heritage asset designated by the London Borough of Islington in 1981 and referred to as Conservation Area 17. As a linear transport feature, other sections of the canal and frontages to it are designated as conservation areas by the London Borough of Hackney and the London Borough of Camden.
4. The Site includes No.10 Regent's Wharf, a non designated heritage asset identified on the Local List by the London Borough of Islington. It includes three distinct and formerly separate buildings which for the purpose of assessment are described here as 10, 10b and 10c. The definition between 10 and 12 Regents Wharf is not clearly defined and for the purposes of this assessment No.12 is the later warehouse extension to the west of 10c.
5. Regents Wharf comprises the following buildings. Further information on each is set out within this report.

Methodology

6. Buildings within the site have been inspected to assess their heritage significance and define interests, in accordance with the requirements of paragraph 128 of the National Planning Policy Framework (NPPF).
7. To support this, Heritage Collective have undertaken documentary, cartographic and pictorial research to understand the development and evolution of the site and buildings. A list of sources and bibliography is included in this report.
8. Contextual analysis has been carried out to understand the capacity for the site, the streetscape, locality and conservation area to absorb change and to define the townscape value of the existing buildings. Understanding what is desirable to preserve or change has been key to informing design development.
9. Understanding the past as well as the present is important in shaping the future for the site and sustaining or developing a sense of place.
10. Heritage findings have been presented to officers as part of on-going pre-application discussions.
11. Designs have developed in consultation with Heritage Collective.

Building	Year of construction	Non statutory designation	Statutory designation	Proposal
10 (a, b & c) Regent's Wharf	1891 (remodelled 1991)	Locally listed	Conservation Area	Refurbish and extend
12 Regents Wharf	Part 1891 & part C.1900 (remodelled 1991)	Locally listed	Conservation Area	Refurbish and extend
14 Regent's Wharf	1991	None	None	Demolish and redevelop
16 Regent's Wharf	1991	None	None	Demolish and redevelop
18 Regent's Wharf	1991	None	None	Demolish and redevelop



Proposal

12. The development proposals appraised within this heritage statement are described as:

Redevelopment of the site at Regent's Wharf including the demolition of 14, 16 and 18 Regent's Wharf; construction of a seven storey building providing Class B1 office floorspace and Class A1/A3/B1/D1/D2 floorspace at ground floor; refurbishment and extension of 10-12 Regent's Wharf to provide additional Class B1 floorspace with ancillary Class A1/A3 restaurant and Class A1/B1/D1 floorspace at ground floor and associated hard and soft landscaping.

13. Full details of the proposals and a design rationale are set out in the Design and Access Statement prepared by the project architects, Hawkins Brown. Plans, elevations and sections showing the existing arrangements, the extent of proposed demolition and proposed redevelopment are submitted as part of the application and form the basis of the heritage impact assessment presented in this report.

14. The proposal includes demolition of the three existing contemporary buildings, refurbishment of the wharf buildings and redevelopment of the site to provide a high quality office campus with ancillary restaurant and supporting uses within buildings of part 5, part 7 storeys fronting All Saints Street and part 6, part 7 storeys along Regent's Canal. The proposals will provide a new publicly accessible courtyard and pedestrian entrance from All Saints Street to encourage visual access and interaction with the canal.

Key heritage Issues

15. Key heritage issues arising from the proposed redevelopment include:

- Effects on significance on the Regent's Canal West Conservation Area as a designated heritage asset;
- Effects on significance of adjacent conservation areas;
- Effects on significance of non-designated heritage assets (locally listed buildings 10 & 12 Regent's Wharf); and
- Potential effects on the setting of listed buildings.

Pre-application Process

16. The design proposals submitted conclude an iterative process based on consultations with Islington Borough Council officers, Islington's Design review Panel and the Greater London Authority.

17. Full details of the pre-application process are presented in the Design and Access Statement. Select commentary and opinions raised in the consultation process are discussed in this report.

18. Of key importance, the retention of the locally listed buildings has been welcomed and the design of the proposed new buildings together with their spatial relationship has been supported.



All Saints Road frontage



Regent's Canal West conservation area (green tone) with site boundary edged in red



Canal frontage



Application site viewed from south. Arrow shows location of views on previous page.



Application site viewed from north. Arrow shows location of views on previous page.

Regent's Canal

19. Regent's Canal (also called the North Metropolitan Canal) was begun in 1812; the section from Paddington to Camden opened in 1816 and the remainder opened in 1820^[1]. It linked the Grand Junction Canal (which in turn ran to the Midlands) with the West India Docks on the Thames ^[2].
20. After the opening of the London & Birmingham Railway in 1837, Midlands traffic primarily used rail instead of canal traffic. Regent's Canal continued to be used to transport coal for the gas works, and timber. However, its trade decreased^[3].
21. Regent's Canal was last used by commercial traffic in the late 1960s. ^[4]

Regent's Wharf

22. Description of Regent's Wharf in *The Buildings of England*:

'REGENT'S WHARF, on the N side of All Saints Street, is a mixture of a boldly reconstructed C19 grain-milling complex and new offices in warehouse style, picturesquely grouped around a yard between the street and the canal. By Rock Townsend, 1991. Less domineering and more elegant than their contemporary work at the Angel [...] The new build consists of simple rectangular yellow brick blocks with attics and curious blind or part-blind oriels of copper sheeting. The older cattle-food mill and grain silo (c. 1890) have been partially opened up by glazed areas. An undulating timber-clad staircase wall and a block in striped red and yellow brick provide an additional texture within the yard; along the street a lively red brick 1890s office block with Baroque doorway is also included. To the E a narrow building reproducing the form of a granary of c. 1860.' ^[5]

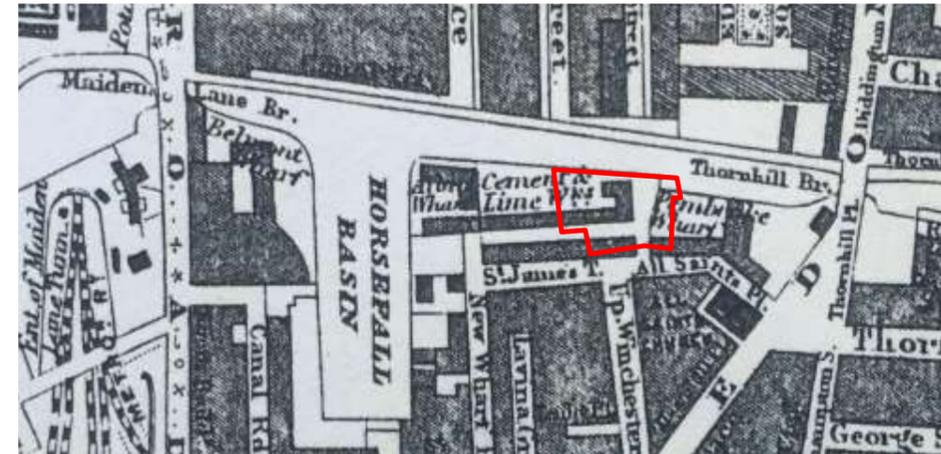
23. A map of ca. 1824-7 (below) marks the basin to the west of the current Regent's Wharf as Horsfall Basin. It marks a tapering-shaped plot in the vicinity of Regent's Wharf but suggests the area was not heavily developed by this time.^[6] Horsfall Basin was completed in 1825; it was privately owned.^[7] By 1835 there appears to have been a rectangular plot running parallel to the east side of the basin. ^[8]



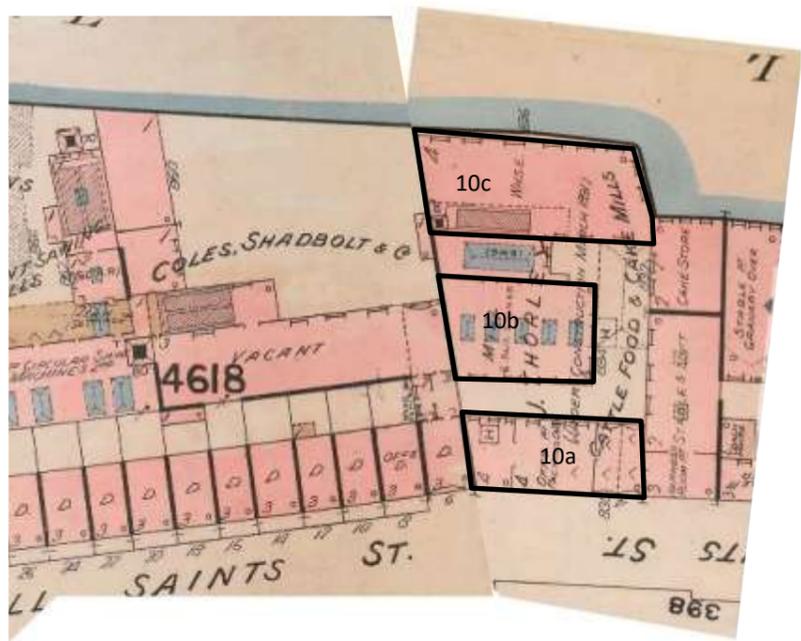
Left: 1824 C & J Greenwood map

Above: 1835 Cross's New Plan of London

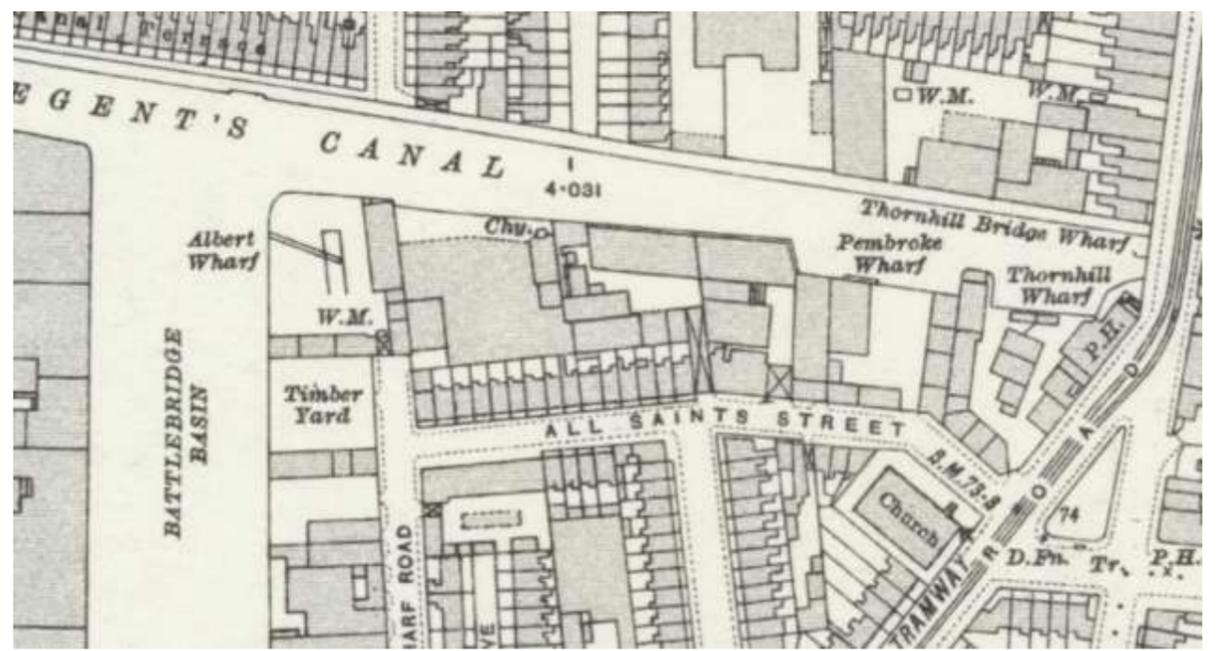
24. According to Willats, the road now known as All Saints Street was laid out in 1849. It was known as St James's Terrace from 1855 to 1884 before being renamed All Saints Street after the former church of All Saints, Caledonian Road.^[9]
25. A map of 1862 suggests that at this time the site was occupied by a cement and lime works, with an L-shaped range of buildings running parallel to St James's Terrace (now All Saints Street).^[10] The more detailed first edition OS map likewise suggests a range parallel to All Saints Street. Buildings grouped around three yards appear to have occupied the north and east parts of Regent's Wharf, the westernmost being marked Timber Yard and the central one labelled Limekilns.^[11]



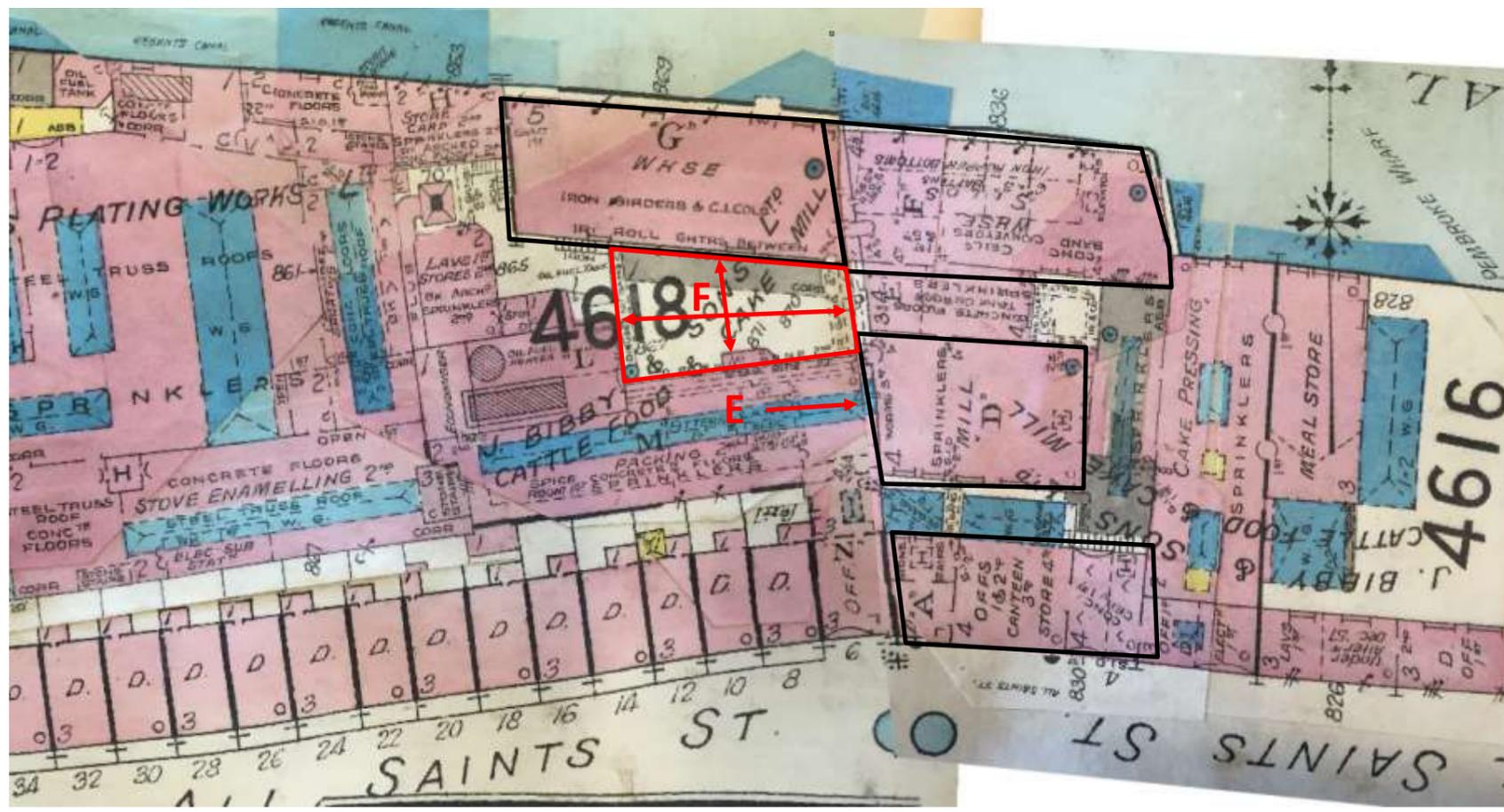
26. In 1891 the westernmost yard and buildings appears to have been occupied by Haggis & Sons The Caledonian Patent Sawing & Planing Mills; the central yard and buildings appears to have been owned or occupied by Coles, Shadbolt & Co (though one of the buildings in this area is marked 'vacant'); whilst the eastern end of the site was described as J. Thorley (under construction March 1891) Cattle Food & Cake Mills.^[12]
27. Key changes by 1914-16 seem to have included the addition of a large structure at the north end of the central yard or area.^[13] By ca. 1939 this central area, as well as the east end of the site, appear to have been in use by J. Thorley Cattle Food & Cake Mill. Meanwhile, the western end of the site appears to have been redeveloped by ca. 1939, filling almost all of the available space; it was used by the London General Cab Co. Ltd and incorporated a garage.^[14]
28. The area is shown on the LCC bomb damage maps as having been undamaged during WWII, with the exception of two houses on All Saints Street and perhaps a structure towards the east end of the site. ^[15]
29. By perhaps 1957 the Cattle Food and Cake Mill was run by a firm called J. Bibby & Sons Ltd, and had expanded eastwards to occupy at least part of Pembroke Wharf. To the west, the London General Cab Co. Ltd had been replaced by Harris Plating Works, and some alterations or rebuilding appears to have taken place.^[16]
30. The layout of the site was altered around between ca. 1976 and the early 1990s. A photograph from 1981 shows a house on All Saints Street as boarded up, and by ca. 1991 the terraced houses on the north side of the street appear to have been demolished. Mapping suggests that a number of the buildings to their north and east were likewise altered or replaced.^[17]



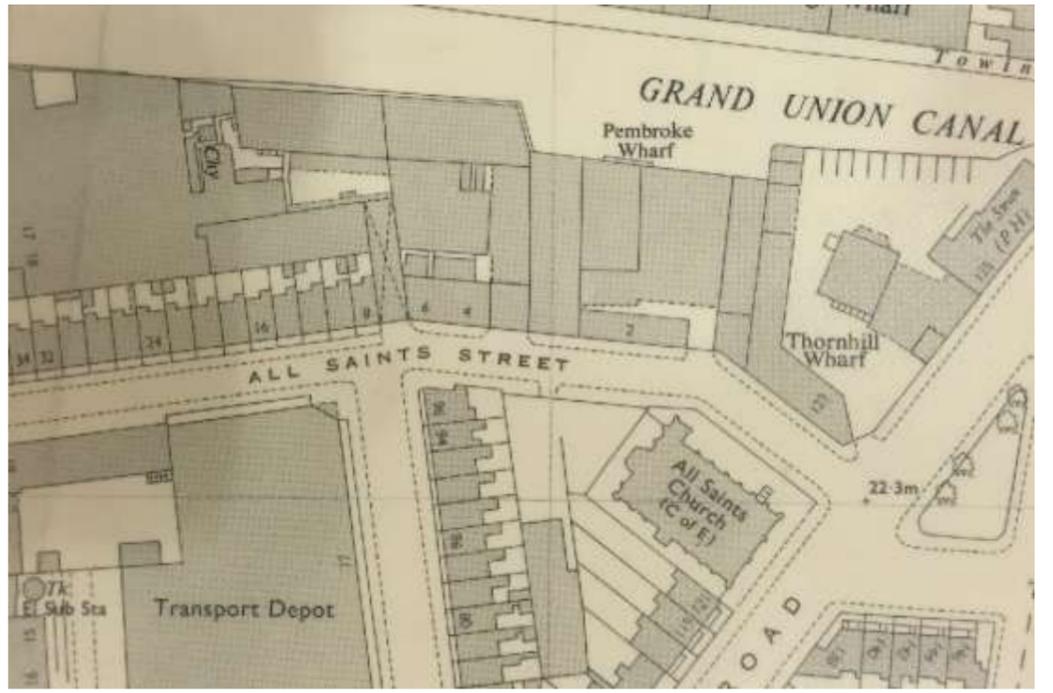
1891 GOAD Fire Insurance Plan
 This shows the new mill “under construction” and comprising of:
 10a - Offices (ground floor), Packing (first floor and over)
 10b - Mill (with 6 pairs of stones) (Note: this building was built up against an existing building to the west) - Engine House (now demolished) to north.
 10c - Warehouse with ground floor boiler and chimney (Note: there was no sight through to the canal from the yard)



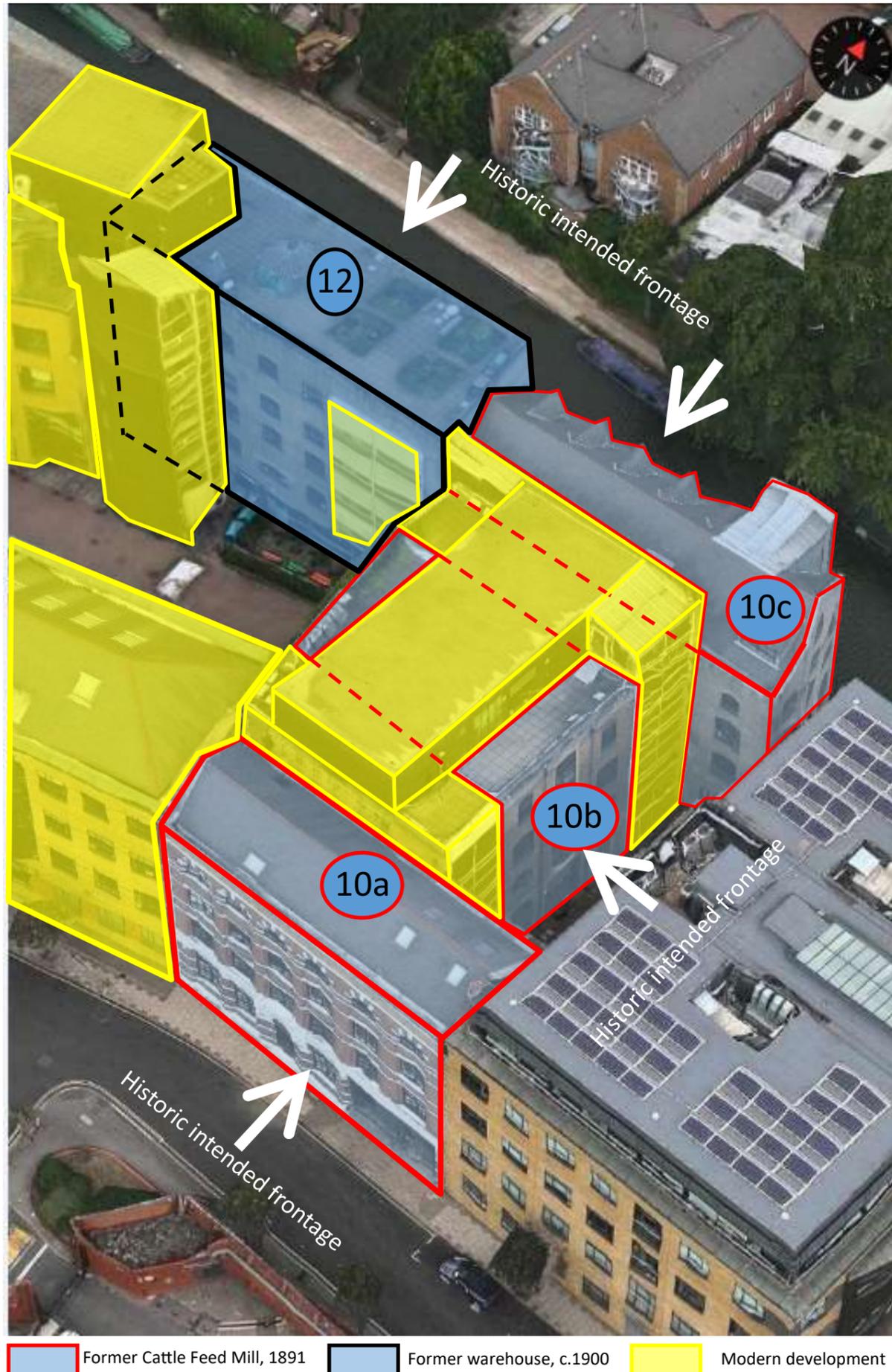
1905 Ordnance Survey Plan
 Note the Terraced housing lining Killick Street and All Saints Street and the distinct buildings within the site.



1957 GOAD Fire Insurance Map
 Note the extent of building abutting the west side of the locally listed building (E) and the size of the former yard (F)



1969 Ordnance Survey Plan
 Note the density of development at the site, the presence of the All Saints Street terraced housing and the development of the Transport Depot



Building 10a—All Saints Road frontage

- **Date:** Built 1891 for 'J.Thorley Cattle Food & Cake Mills'
- **Architect:** unknown
- **Original function:** offices and carriageway at ground floor and three upper storeys of warehouse for packing.
- **Status:** Non-designated heritage asset (local list)
- **Designations:** Regent's Canal West Conservation Area
- **Note:** Detached at rear until 1980s
- **Note:** Formerly the tallest road fronting building in a road characterised by 19th century terraced housing

Building 10b

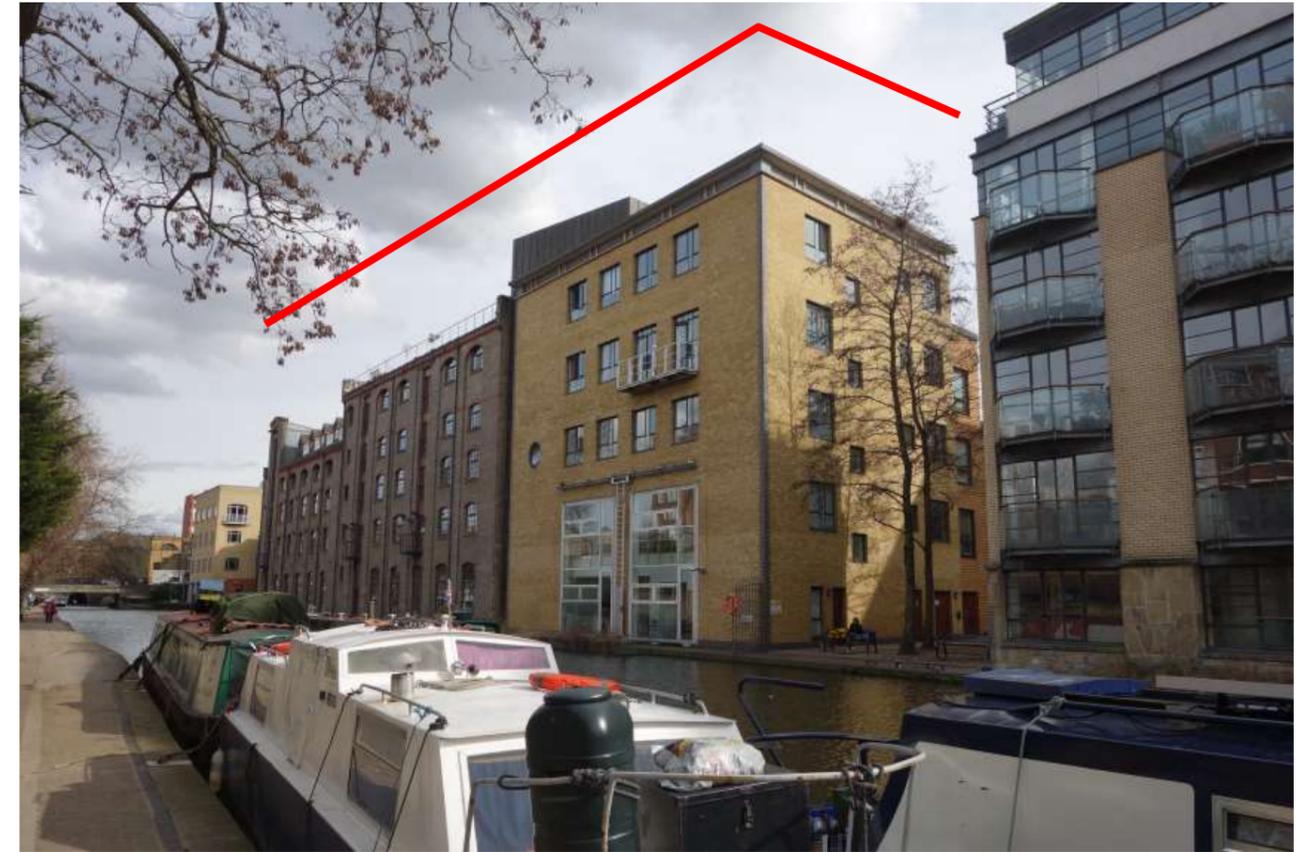
- **Date:** 1891 for 'J.Thorley Cattle Food & Cake Mills'
- **Architect:** unknown
- **Original Function:** Mill comprising 6 pairs of stones with storage and external lift to frontage.
- **Status:** Non-designated heritage asset
- **Designations:** Regent's Canal West Conservation Area
- **Note:** The east elevation (shown in picture) was the building's frontage as when built the west/rear elevation was a windowless party wall abutted by a tall 2 storey industrial building with pitched roof.
- **Note:** Roof formerly featured central line of glass lanterns
- **Note:** Until 1980s had the mill's engine house was positioned to the north between Buildings 2 & 3

Building 10c

- **Date:** 1891 for 'J.Thorley Cattle Food & Cake Mills'
- **Architect:** unknown
- **Original Function:** Warehouse with boiler at ground floor
- **Status:** Non-designated heritage asset
- **Designations:** Regent's Canal West Conservation Area
- **Note:** Windows added in 1980s conversion

Building 12

- **Date:** Post 1894, Pre 1914
- **Architect:** Unknown
- **Original Function:** Warehouse
- **Status:** Non-designated heritage asset
- **Designations:** Regent's Canal West Conservation Area
- **Note:** Remodelled and extended in the 1980s



View from Caledonian Road bridge. Extent of frontage indicated by red line.

View from tow path looking south east. Extent of frontage indicated by red line.



View from tow path looking south west. Extent of frontage indicated by red line.

View from tow path looking south west. Extent of frontage indicated by red line.



All Saints Street Frontage looking west. Extent of frontage indicated by red line.



All Saints Street Frontage looking north east. Extent of frontage indicated by red line.



Locally listed frontage to All Saints Street. Note later parapet.



Modern development fronting All Saints Street.



Courtyard view looking east.



Courtyard view looking north east.



Terminus to view into courtyard from All Saints Street, looking north.



View within courtyard looking north to canal.

Planning (Listed Buildings and Conservation Areas) Act, 1990

31. The decision maker is required by Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving a listed building or its setting (or any features of special architectural or historic interest which it possesses).
32. Section 72 of the Act imposes a duty on the decision maker in respect of conservation areas, requiring planning decisions to have paid special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

National Planning Policy Framework (NPPF), 2012

33. The NPPF constitutes policy for local planning authorities and decision-makers, and it is a material consideration in planning decisions. Applications for planning permission must be determined in accordance with the local development plan, unless material considerations indicate otherwise.
34. Section 12 of the NPPF, paragraphs 126-141, deals with conserving and enhancing the historic environment. The NPPF places much emphasis on heritage "significance", defined in Annex 2 of 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."
35. Paragraph 128 of the NPPF requires applicants to describe the significance of any heritage assets affected by a proposal to a proportionate level of detail. The effects of any development on a heritage asset therefore need to be assessed against the four components of its heritage significance: its archaeological, architectural artistic or historic interest.
36. Paragraph 129 states that it is "the particular significance of any heritage asset" that should be taken into account when considering the impact of a proposal on a heritage asset.
37. The setting of a heritage asset can also contribute to its significance. Setting is defined in the NPPF as follows:

"The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral."

38. Paragraph 132 applies specifically to designated heritage assets. It states that great weight should be given to their conservation and it requires a proportionate approach (i.e. the more important the asset, the greater the weight attached to its conservation).
39. Conservation (for heritage policy) is defined in Annex 2 of the NPPF:

"The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance."
40. The importance and relevance of this definition is that it does not suggest conservation to be the same as preservation. Indeed, what sets conservation apart is that there is an emphasis on proactively maintaining and managing change, not a reactive approach to resisting it. In its simplest interpretation conservation could amount to a change that at least sustains the significance of a heritage asset. The reason for refusal states that the as built building fails to conserve the conservation area.
41. Paragraphs 133-135 deal with harm to the significance of heritage assets. Harm is defined by Historic England as change which erodes the significance of a heritage asset.
42. Paragraph 133 deals with substantial harm to, or total loss of, significance of a designated heritage asset. In cases of substantial harm or total loss of significance, applications should be refused unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefit that outweighs that harm or loss.
43. Paragraph 134 deals with cases of less than substantial harm and notes that any such harm should be weighed against the public benefits of the proposal. Heritage protection and the conservation of heritage assets are recognised as being beneficial to the public.
44. Paragraph 215 of the NPPF requires that due weight be given to relevant policies in existing plans according to their degree of consistency with the NPPF, noting that the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).

National Planning Practice Guidance (NPPG) 2014

45. The National Planning Practice Guidance (2014) provides advice on enhancing and conserving the historic environment in accordance with the NPPF (2012).
46. In relation to harm the guidance states:

"Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting."

47. The NPPG also provides guidance on viable uses for heritage assets. The guidance notes that viable uses for heritage assets are likely to lead to the investment in their maintenance necessary for their long-term conservation. It is also desirable to avoid successive harmful changes carried out in the interests of repeated speculative and failed uses.
48. The document notes that:
 - If there is only one viable use, that use is the optimum viable use. If there is a range of alternative viable uses, the optimum use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes.
 - The optimum viable use may not necessarily be the most profitable one. It might be the original use, but that may no longer be economically viable or even the most compatible with the long-term conservation of the asset. However, if from a conservation point of view there is no real difference between viable uses, then the choice of use is a decision for the owner."
49. The document also notes that on occasion harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused provided the harm is minimised.
50. Paragraph 020 of the document notes that public benefits can be heritage based and can include:

- Sustaining or enhancing the significance of a heritage asset and the contribution of its setting;
- Reducing or removing risks to a heritage asset; and
- Securing the optimum viable use of a heritage asset in support of its long term conservation.

Local Planning Policy Framework

51. The London Borough of Islington's Local Plan comprises the Core Strategy (2011), Development Management Policies (2013) and the London Plan 2015. Policies relevant to this report include:
52. Core Strategy Policy CS9 Protecting and enhancing Islington's built and historic environment: This policy requires the borough's historic urban fabric to be preserved and new development to be of high quality and sympathetic to local identity.
53. DMP Policy DM2.1 Design: This policy requires development to be of high quality and make a positive contribution to local character and distinctiveness and provides a series of criteria to be met in order to achieve this.
54. DMP Policy DM2.3 Heritage: Generally, this policy requires that all heritage assets (including listed buildings and conservation areas) be conserved and enhanced in a manner appropriate to their significance.
55. London Plan Policy 7.4: This policy notes that development should have regard to local character and distinctiveness while being informed by the historic environment.
56. London Plan Policy 7.8: In accordance with this policy development should be sympathetic to the form, scale, materials and architectural details of heritage assets, and should, where appropriate conserve, restore and re-use heritage assets. The policy requires historic environments such as conservation areas to be preserved and enhanced and development affecting heritage assets and their settings to conserve their significance in a sympathetic manner.
57. London Plan Policy 7.9: This policy requires the significance of heritage assets to be assessed and schemes designed so that the heritage significance is recognized, and where possible assets are repaired, restored and put to a suitable and viable use that is consistent with their conservation.

Significance: Locally listed building

58. Local listing is a non-statutory designation to identify buildings of local importance for their architectural, historical or environmental significance. Islington consider locally listed buildings as:

"irreplaceable historic assets which contribute to the quality of the local environment by enhancing the street scene and sustaining a sense of distinctiveness. Groups of buildings that contribute significantly to the appearance of a street are also eligible for inclusion on the local list."

59. No.10 All Saints Road is identified as a locally listed building and its extents therefore is assumed here to include 10, 10b and 10c in totality, together with the modern extensions and alterations. No.10 (a, b and c) constitute a group of former cattle feed mill buildings with primary frontage to All Saints Road and Regent's Canal. Historically this privately owned group had included a fourth building to its east, since demolished and replaced, and were arranged around the existing courtyard on the east side of No.10b. The north side of the courtyard was closed and without views or access to the canal.

60. Pre-application discussions made clear that No.12 Regents Wharf is included as part of the locally listed building. It forms a later but connected distinct architectural element and represents the expansion of the cattle feed business and part of what ostensibly reads as a late 19th and early 20th century warehouse group fronting the canal.

61. The four elements, namely Nos 10, 10b, 10c and No.12 are distinct and have individual characteristics or features. However, unification and redevelopment of these buildings as part of a late 20th century office scheme has been to the detriment of the legibility of the individual purpose/function specific elements. Accordingly, the identity of the individual buildings has been somewhat eroded. Particularly distinct elements, such as the frontage to 10a, with its brick and stone frontage behind which were the company's office and packaging department. As it was the public fronting part of the building group it displays a greater degree of architectural treatment.

Building 10a

62. The evident and appreciable architectural interests of this building are limited to the street frontage. It is of architectural interest and historic value as a representative of the industrial vernacular of the period and as design response to the introduction of large scale industrial buildings within a residential and low-rise townscape. Beyond the facade the inherent values or characteristics of the building have been diminished. The façade alone justifies its non-statutory designation and serves as the primary element that contributes positively the conservation area.

Building 10b

63. This former mill was detached from 10a and 10c but it had abutted a large pre-existing gabled industrial range to the west. It had its frontage to the east and subservient rear to the west and the surviving architectural treatments reflect this. Both the east and west elevations are subservient and of a simpler, more robust industrial aesthetic than the frontage of 10a and

Road fronting —Polite industrial character



Building 10a—Later incongruous parapet

Courtyard fronting —Industrial character



Building 10b—subsumed and partially rebuilt/planted where previously abutted. Large rooftop extension with little recognition of historic footprint.



Building 10b & c—historic elevation dominated by protrusions and extension. Lack of clear identity and disproportionately large open yard setting.

Canal fronting—Industrial character



Building 10c—Inserted windows. Robust and solid industrial aesthetic



Building 12—Simple hierarchy and canal edge building line.

Building 12

69. This later purpose-built warehouse has a strong industrial aesthetic and presence on the canal frontage. It's architectural form is not exceptional but it makes a positive contribution to the character appearance conservation area and the wider group value of industrial buildings experienced along the Regents Canal generally. The canal side is better preserved than the courtyard side which has undergone unsympathetic later alterations and interventions that have not added to the architectural interest the building overall. The simple robust form and character forms its key architectural interest and illustrates historic use associations as part of the locally listed building group. The building does not have particular or individual associations of historic note and as a slightly later addition to the cattle feed mill its interests are connected with building 10.

Response to Local Listing

70. Based on our assessment and the overriding desire to place heritage at the heart of shaping the future of the site, retaining the locally listed buildings is important in preserving the architectural and historic interests and contributions made to the character appearance of the conservation area.
71. As will be demonstrated, the remains of the four historic buildings are to be retained and for the purposes of assessing impact are treated as non-designated heritage assets. The Council's Regent's Canal West Conservation Area summary document state that the Council wishes to retain locally listed buildings.
72. A desirable objective, based on our detailed understanding of the building group, is to better reveal the historic forms and former relationship between the four historic parts. This would maintain and develop the sense of place and utilises heritage as focus for regeneration.
73. It will be demonstrated in this report that the submitted proposal responds appropriately to the locally listed building group. Through design evolution and a demolition scope that is limited to the late 20th century elements of no heritage value, the proposals offer better quality and more considered architecture. To minimize further loss of historic fabric, the new infill and abutting elements will accommodate vertical circulation cores to avoid disruption to the historic floor plates. This enables the formerly external walls to be legible, thereby helping to define distinct buildings.

reflected the fact it was a functional working mill and warehouse, hidden from public views. Architectural interest is limited and has historically been depleted through the loss of the pitched roof and its upward extension and the infilling of the former gaps between it and buildings 10a and 10c. Internally there is little evidence of the former grinding mill working gear or its character. In terms of historic interest the surviving parts are of some illustrative value as a reminder of the industrial character and there is enough to visually indicate its broad use. It does not represent a well preserved late 19th century mill and the extensions together with the rebuilding of much of the west wall, loss of roof and absorption as part of a much altered building have reduced its interests. Those characteristics and features that represent former use, age and character are desirable to retain.

Building 10c

64. This canal fronting building was built as a largely windowless cattle feed store with loading bay openings to the canal side. It no longer retains the large chimney or boiler house and it has had its canal side frontage extensively altered to provide windows. These changes have resulted in a departure of form, character and appearance. However, overall the changes to the canal frontage have offered improvement and illustrate how purpose-built non-habitable industrial buildings can be adapted and enhanced by change and repurposing.
65. In elevational terms it is only the canal frontage and its return that have an architectural interest. The roof form and loading bay lucam dormer add to the overall architectural interest although the existing dormers appear to be part of the nonoriginal arrangement or certainly extensively reworked in the late 20th century. The late 20th century elements are not of architectural interest in the own right but add to the historic interest. The historic interest largely relates to its group value as part of the Regent's Canal industrial heritage.
66. The building's architecture and form and its presence in views from the east is accentuated by the widening of the canal. Its angled return wall and gable add townscape interest.

Building 10: late 20th century elements

67. The late 20th century saw considerable change to this building group. Whether it be the loss of roofs and roof lanterns, the infilling between buildings 10a, 10b and 10c, the reworking of the courtyard facades to 10b or the upward extension, these later elements are not of any architectural or historic interest. These elements, which are identified as yellow tone in the previous diagram, have depleted the potential significance of the assets and greatly reduced legibility of the form, former use and identity. The only element that has contributed to the interests is the insertion of windows within the formerly blind canal frontage to Building 10c.
68. Notwithstanding this, No.10 now forms a single edifice. However, it is only the remains of 10a, 10b and 10c that are of any architectural or historic interest and merit consideration in the planning process as locally listed buildings.

74. Buildings 10 and 12 are within the Regents Canal West Conservation Area, a designated heritage asset for which there is a statutory duty to preserve or enhance its character and appearance. The All Saints Road frontage is visible from the Keystone Crescent Conservation Area at the junctions of Caledonian Road with Killick Street and All Saints Road.

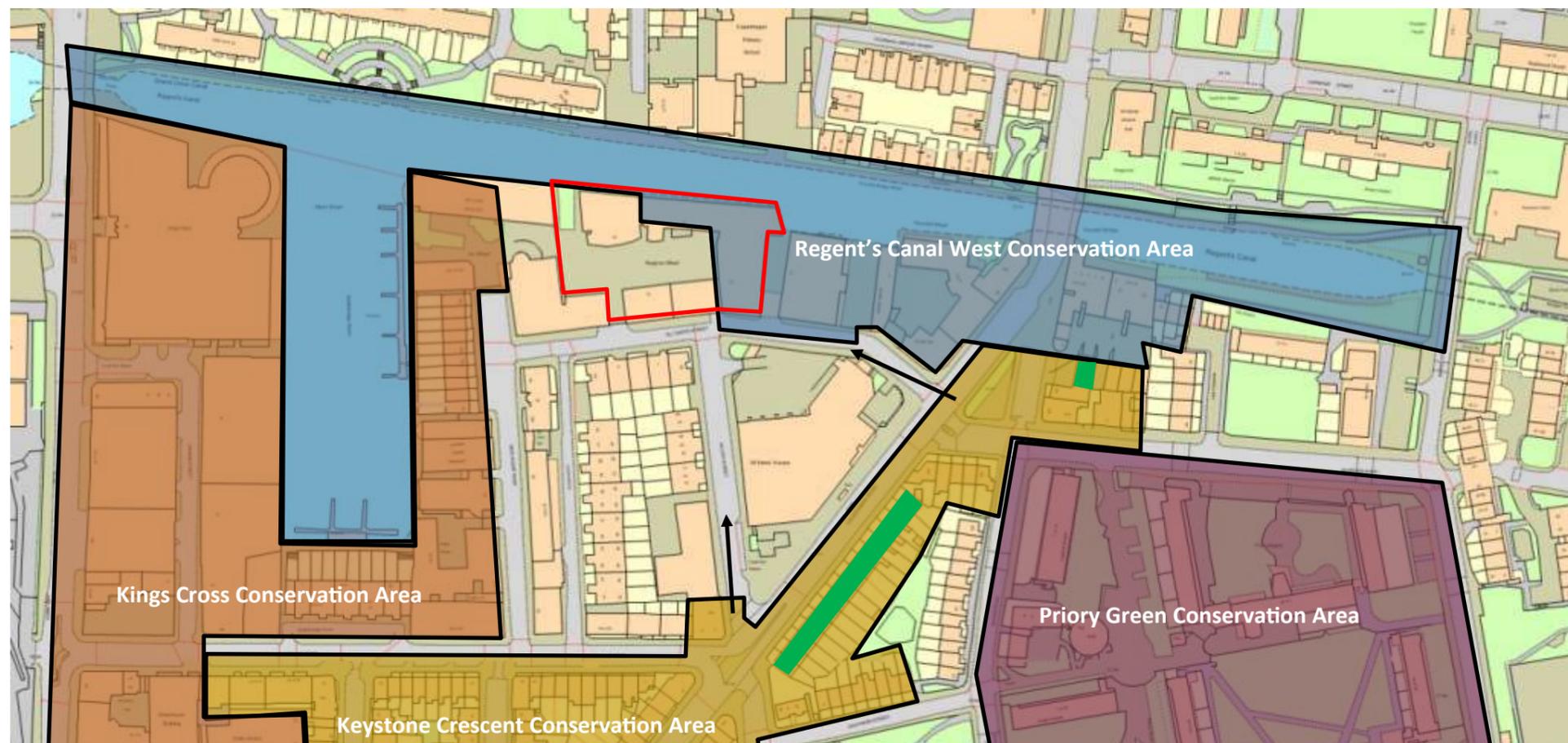
75. The significance and special interest of the asset derives from:

- The area's character of mixed commercial and industrial uses and architecture;
- The canal as a linear historic transportation route. It has been key to the evolution of the area and it continues to provide an important sense of openness and setting to the buildings fronting it;
- The tow path affords views of the canal and canal side buildings and as a linear feature with trees and boundary treatments it is in contrast to the important verticality and presence of the buildings that immediately front the south side of the canal;
- Both the canal and road frontages are characterised by largely constant build lines, including those within the Kings Cross Conservation Area.

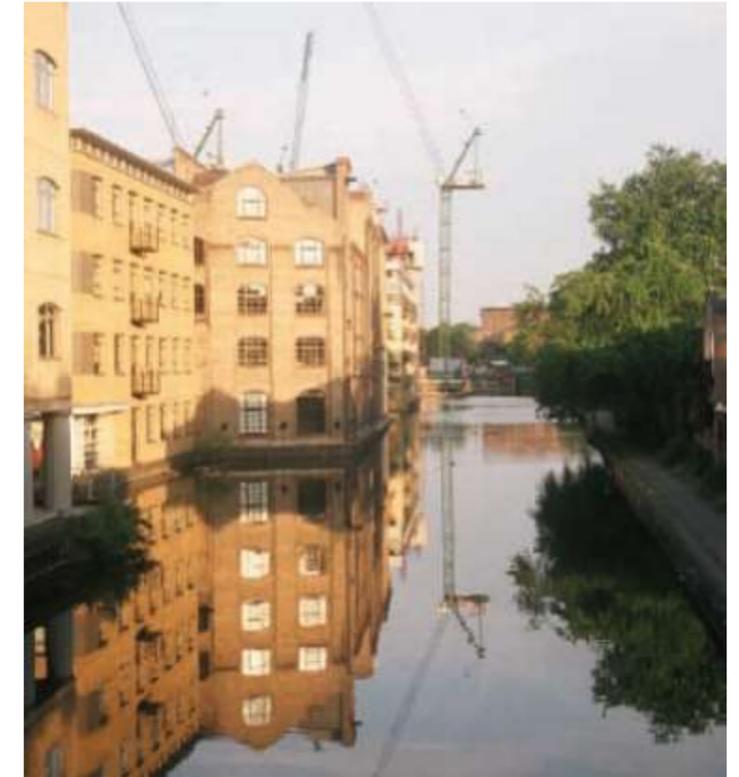
- Build lines tend to be constant with only narrow but important gaps between buildings. These gaps offer glimpses into courtyards but there is little direct visual connect between street and canal.
- Predominance of brick and a range of building heights;
- Industrial architecture. Large scale and robust buildings that illustrate the age from which they originate.

76. The Council considers some of the warehouses and canal boundaries to be critical to the character of the area and their loss would reduce the historic and architectural interest of the area. Accordingly, in order to preserve character and appearance it is important to sustain such features. Paying close attention to respecting boundaries and maintaining the hierarchy of primary versus inner yard secondary frontages, such as the rear of Buildings 10b and 12, is important.

77. This small conservation area does not include any statutory listed buildings. No.10 (with 12) and No.6 All Saints Road are both locally listed and as demonstrated in the previous section make a positive contribution to the conservation area's significance.



78. Immediately adjacent to the area, including within the site, are several large scale office and residential developments that are of notable scale, of little value and that do not contribute to the setting of the area. The extent of demolition within the conservation area is limited to those modern elements that do not contribute to the area's character and appearance.
79. Critical to the preservation of the area's character, is the nature of the proposed development within it and affecting its setting. In respect of setting, those parts of the site adjacent to the conservation have been developed with buildings that have paid little attention to the historic context with monolithic structures and a less dense urban grain being typical.
80. It will be demonstrated that opportunities for improving upon the character and appearance of the conservation area and its setting are being taken through the urban design and architecture proposed. This includes:
- Giving clear identity to individual buildings, both new and old;
 - Reintroducing intimate courtyard spaces and a tighter urban grain;
 - Respecting or emphasising the different character between street, canal and yard frontage;
81. The historic elements within Building 10 make a positive contribution to the character and appearance of the conservation area but the modern additions, infill and roof top extensions do not.
82. The design and materiality of Nos 14, 16 and 18, which are adjacent to the conservation area are not contributory to its significance and setting, and have altered the streetscape of All Saints Street and the canal frontage.
83. Retention of the locally listed building is critical to the preservation of the character and appearance of the conservation area as an important reminder of the late 19th century historic character and function of the canal side.
84. The view looking north along Killick Street is terminated by Nos.14 and 16 and read as modern office development. In this view there is only partial sight of the locally listed frontage of No.10a. This is not a key view that contributes to the significance of the Keystone Crescent Conservation Area (to the south) as the Street and view is dominated by modern developments of little coherence and no heritage value. The proposed replacement architecture presents an opportunity for enhancement.
85. The view looking west along All Saints Road from the Keystone Crescent Conservation Area is more sensitive as the varied and distinct character of the two conservation areas is evident. The proposed development would be seen obliquely in this view. The current view includes the modern offices beyond the site with the historic character and form of Building 12 marking the end of the conservation area.





1976 streetscape—This shows the dominance (height) of No.10a in the street. An industrial building with polite architecture to soften the introduction of the industrial scaled architecture in an otherwise domestic streetscape.



2016 streetscape —Increased scale of development following the demolition of terraced housing. Unification of multiple plots and increase in heights.

Streetscape Analysis

86. Historic maps and photographs record All Saints Street as a principally residential street where terraced housing of mid 19th century date survived through to at least 1976 (see photograph). Behind the terraced houses, and effectively masked from public highway, were canal side industrial buildings of a form, scale and function that was of contrasting character to the houses but in-keeping with the linear character of the canal's industrial heritage.
87. In 1891 the cattle food mill that now forms the locally listed No.10 All Saints Road was built, forming the first industrial building to front All Saints Road. As the 1976 photograph shows, its scale (height and absorption of multiple plot width) and form (robust industrial) were at odds with the street fronting buildings, breaking the low rise residential frontage and providing a new landmark. Its polite industrial architecture is an attempt at respecting the context in which it was built.
88. All other canal fronting and industrial elements remained hidden from public view in the streetscape or were only evident from the industrial thoroughfare of the canal. Those buildings, including Building 10c and 12 were typically functional and subservient. Glimpses of the industrial buildings and the small open spaces around which they were set were afforded through the carriageway in Building 10a, a feature that is being reinstated on the alignment of Killick Street.
89. Demolition of the residential terrace and much of the industrial fabric to its rear was followed by redevelopment in the late 20th century to provide the current arrangement of large office and residential buildings with little attention having been paid to the area's history, evolution and scale. The effect of this developmental phase was most significant in its transformation of the streetscape of All Saints Street; the magnitude of effect to the canal side frontage was less significant.
90. A key change to All Saints Road was the reduced prominence of the locally listed frontage. As a building that is now lower than its context, any prominence is limited to its design and materiality which represents the period of origin and alludes to an earlier era and character. The dominant elements in the streetscape now are the unified multi-plot office developments and residential buildings and these dwarf the industrial buildings. Those to the east of the locally listed building are within the conservation area and are more successful in adopting the robust nature of the industrial character of the area where as those to the west, and outside of the conservation area, have a more modern approach.
91. Breaks in the streetscape to allow glimpses through to the courtyards and canal are important streetscape elements. In contrast the scale of individual buildings results in minimal street-side activity and interest.

92. Impacts and potential effects on heritage assets have been managed and minimised through an iterative design process that has taken-in comments from peer review. Key to minimising adverse effects and to maximising opportunities for enhancement has been developing an understanding about what it is that is desirable to preserve or enhance within the conservation area or its setting.
93. It is recognised that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain elements could accommodate change without affecting the significance of the asset. Change is only considered harmful if it erodes an asset's significance. Understanding the significance of any heritage assets affected and any contribution made by their setting (paragraph 128, NPPF 2012) is therefore fundamental to understanding the scope for and acceptability of change.

Effects of alteration and extension to the locally listed building

Impact on No, 10a All Saints Street Frontage

94. This locally listed frontage was the first industrial building to front All Saints Street. To be sensitive to its context it employed a polite industrial architectural aesthetic to address the fact it was the widest and tallest building in the street and a new landmark. Until this time the industrial buildings addressed and were related to the canal.
95. As demonstrated it is a frontage of interest and therefore its retention is key to the preservation of the character and appearance of this part of the street and to serve as a physical reminder of the earlier and more architecturally pleasing example of the local industrial vernacular.
96. Development in the late 20th and early 21st century resulted in the building becoming dwarfed by its neighbours. The building's parapet has also been unsympathetically rebuilt and its rear elevation internalised and subsumed as part of an office development to the detriment of individuality and identity. As a conjoined and single edifice with No.10b to its rear, the building has also been subject to a set back upward extension of considerable bulk and visible in the longer local views. These later additions and alterations did not directly affect the main architectural element of importance, namely the red brick façade or one's ability to understand its intended form and scale. In its current extended form the building still reads as a distinct historic element.
97. It is proposed to increase the height of the building through the addition of a storey. The design solution proposed has evolved so that the new build extension is set back from the frontage and clearly distinct from the architecture of the host building. It is of simple form to allow the composition of the historic elevation to be the dominant element and in this way the upward extension has the subservient proportions of a recessed attic storey with vertical and horizontal definition that takes cues from the host building. The proposal terminates the building with a distinct and strong horizontal emphasis, as was originally intended. As part of the upward extension the proposal has the benefit of rebuilding the parapet to a sympathetic appearance, resulting in an improvement to the buildings current appearance and aesthetic.
98. This aspect of the proposal does not therefore harm those qualities or attributes of the host building that are deemed to be of heritage value or interest, or that contribute to the character or appearance of the conservation area. Once built, the identity of the host building would remain and

be complemented by its distinct new upward extension. Reuse and consideration of this most visible part of the locally listed building as part of a wider redevelopment is beneficial to its long term conservation.

Impact on No.10b

99. The former frontage to this building was on the on the east side and it would remain largely unaltered by the proposal. It would remain the primary element and sustain what little now survives of the original building. When this building was constructed it abutted a pre-existing gable ended industrial shed to the west so that its current form is of a partially rebuilt and fenestrated wall. Despite these later alterations the building's overall aesthetic and character is of a late 19th century industrial building and the retention of the two historic elevations will provide an important character within the proposed and existing courtyards.
100. The multi-phase west elevation will be abutted by a series of attached balconies. These will have minimal localised effect on historic fabric due to much of its form and fabric being attributed to the late 20th century. The depth of the walkways has been reduced from an earlier proposal to allow the form and distinctive fenestration of this elevation to be evident within the courtyard. The proposed arrangement maintains the legibility of this former rear wall.
101. Provision of circulation in the replacement elements between this building and Nos 10a and 10b is considered to be a positive design intervention and improvement over the current arrangement. Placing the circulation outside of the formerly detached and independent buildings will limit impact on historic fabric, avoid vertical truncation within the historic buildings, and offer the building users clear reference points and a sense of place.
102. The position and nature of this building is such that it is minimally visible from public vantage points and therefore the degree of potential effect on the wider conservation area is minimal.
103. The original building has been extensively upwardly extended in addition to the lateral extensions connecting it with Nos 10a and 10c. Loss and replacement of these late 20th century elements with a design that better utilises this part of the site and allows improved identity to the former mill building with little effect on its heritage values. There is no historic roof being affected and upward extension would not affect important views.

Impact on No.10c

104. The key perceivable change to this already much altered building relates to the addition of dormers to the canal roof frontage. Existing dormers add interest to the roofscape and maintain the important vertical rhythm of the inserted fenestration of the floors below. They are understood to be later additions and include much modern fabric.
105. It is proposed to enlarge the dormers but maintain a scale subservience relative to the lucam dormer feature. The proposed dormers are of a revised design that reduces the overall height of the features and reduces the scale of the glazing. These changes help with proportionality and fenestrative hierarchy and maintain the intended approach of offering a modernised feature that is sympathetic to and an interpretation of a traditional roof form.
106. The reduction in size of the dormer and extent of glazing allow subservience to the lucam dormer

in oblique views from the canal bridge and tow path. This reduces any potential adverse effects and will not harm the canal-side industrial aesthetic which would remain the dominant characteristic.

Impact on No.12

107. The key change here is the upward extension. It is proposed to add additional height by extending the sheer storeys in a facsimile of the existing canal frontage elevation. This allows provision of additional accommodation and for the setback rooftop addition that forms a new rooftop pavilion feature as a replacement of the rooftop plant enclosure.
108. The facsimile upper extension would have minimal effect on the character of the building and its appearance given the scale and dominance this building has in local views and on the character of the canal side. The proposal maintains the slight step or variance in height between Building 10c and 12, thereby sustaining the distinction between the property and reflecting their different ages and historic functions. The aesthetic values of the building would be preserved by maintaining fenestrative pattern and respecting the existing hierarchy. Any perceivable change to the existing configuration is minimal.
109. A feature of the remodelled locally listed building (Nos 10 and 12) has been the upward extension to provide additional accommodation and/or enclosed plant. These elements, and in particular over No.10b and spanning No.12 and 10c, have resulted in the loss of historic roof structure and the addition of new volumes that do not clearly respect or help define the historic footprint or boundaries. The loss of historic roof form to these buildings reduces the potential impact of additional upward extension to visual impact.
110. Maintaining evidence of the individual buildings and their historic footprint, roof form and boundaries, is recognised as an important objective to sustain the significance of the conservation area. The approach taken in the redevelopment proposal is to maintain the impression and identity of each building element, in particular from the public vantage points, so that the conservation objective has been achieved.
111. To reduce the potential visual impact of the proposed rooftop pavilion extension it has been aligned to the canal frontage, thereby maintaining the linear and orthogonal nature of the buildings fronting the canal. Earlier iterations had sat off-alignment with the frontage and involved a greater degree of bridging between Nos 10c and 12. The submitted proposal has been realigned to better expose the extent and alignment of the historic building and its effect in views from the Canal, as a set back feature, has a greater respect for the historic arrangement.

Impact on the Regents Canal West Conservation Area

112. Impact of the development on the character and appearance of the conservation area or its setting is managed by greater clarity and emphasis on the individuality of the building units, whether existing or proposed. Historically each of the locally listed buildings was of an architectural form, materiality or fenestrative pattern to reflect its use and age and these qualities give authenticity to the sense of place.
113. The proposals better reveal the individuality of the core historic building elements and allow

each of the new buildings within the group to have identity. In urban design terms this reintroduces some of the grain to the site that was once present along the south side of the canal and offers better streetscape.

114. A reduction in size of the courtyard is a beneficial change as it closer resembles the historic precedent at this site. It is evident from the historic maps that the proportion of the proposed courtyard is appropriate in terms of enhancing the setting of the listed building and enhancing the character appearance of conservation area.
115. Within the conservation area the degree of change brought about by the proposal is minimal as the retained historic buildings providing the primary identity and largely retain their form and appearance. Outside of the conservation area the proposed buildings offer improvement to what exists and demonstrate contextual and historical understanding whilst maintaining the pattern that new buildings represent the style and forms typical and prevalent to the period of origin.
116. The proposed materials and attention to fenestrative order and hierarchy within the proposed extensions and new build elements are appropriate and sympathetic to the context. Betterment at street level includes the greater level of activity and the improved connectivity into the building group and courtyards.



Exiting view from towpath, looking west

Important townscape attributes:

- 1) Historically this had been a constant build line but since the late 20th century this gap has formed a feature and provides one of several important glimpses through to the buildings beyond.
- 2) The architectural form of the gable has been dictated by the irregular site footprint. The gable is a dominant and important feature that marks an interesting step in the width of the canal. The introduction of windows has complemented the host building.
- 3) The lucam hoist gable is visually important. It illustrates the former use and provides interest to the roofline. As a brick feature it is hierarchically superior to the adjacent dormers.
- 4) Variety to building height offers individuality illustrates the multiphase development. This adds interest to the townscape.
- 5) Buildings directly fronting the canal .
- 6) The tow path allows appreciation of the character of the industrial buildings and canal.



Proposed view from towpath, looking west

Impact of proposed changes

- A) The proposal maintains this important gap through and offers benefit by enhancing the elevations within the courtyard. This element of the proposal is therefore positive.
- B) Additional height is recessive and its cladding/design is kept simple . Its form and appearance are in keeping with roofscape design language.
- C) The dominance of the gable remains evident. The additional height to roofscape beyond is of a material and form but does not detract from the form and appearance of the gable,
- D) Proposed dormers maintain primacy of the lucam hoist gable. The features add interest to the roofscape and respect the fenestration of the lower floors.
- E) Division between different buildings is maintained through variation in height and design differences.
- F) Canal frontage maintained.
- G) Openness of tow path unaffected.

Overall the industrial character and simple material palette is maintained. There is modest increase in overall height which slightly varies the building silhouette. However, the key attributes of townscape importance are maintained with a strong presence and relationship between buildings and canal maintained.



Existing view from tow path looking East

Important townscape attributes:

- 1) The tow path allows appreciation of the character of the industrial buildings and canal and the sense of openness.
- 2) Variety to building height. There is a predominance of 6 to 8 storeys and a mix of roof line. The absence of a continuous parapet and the variety of materials used to achieve sheer and setback storeys adds to the diversity and interest of this view.
- 3) Materiality varies with more modern additions utilising increased quantities of glass in conjunction with the traditional punched opening in brickwork fenestration pattern. This variety adds interest and clearly marks a distinction between the historic industrial forms and the modern residential and office adaptation or new build form. To sustain or enhance the positive attributes of this townscape distinction between primary canal frontage and recessed setback upper storey frontage should be made.
- 4) The openness of the canal allows buildings to be appreciated in longer distance views. This and similar views therefore include both oblique and direct views.

As a transportation route, both the canal and tow path offer a kinetic experience to observing and appreciating the townscape. Static views selected here have been selected to illustrate the overall townscape and to note the variety of building types and forms and the sense of openness afforded by the canal. The degree to which the application site is visible in this and similar views varies according to standpoint but the effect and presence of the application site varies little.



Proposed view from tow path looking East

Impact of proposed changes:

- A) There is no effect on the openness or importance of the canal and towpath. These form the most prominent and important aspects of the townscape and are essential to the character and appearance of the area.
- B) From this approach the presence and character of the existing buildings remains largely unaffected. Any change to the height of the buildings or the detailed nature of the roofline is negligible. In closer views the architecture of the building and its relationship with the canal frontage become more prominent than the form and contribution of the building in longer distant views.
- C) There is an increase in height but the built form seeks to mitigate the potential visual impact. Important to this is the set-back nature of the proposed building and the design and form deliberately seeking to follow the established pattern distinction but complementary palette to the host building.
- D) The important frontage heights are largely preserved and allow the linear or axial nature of the canal and its frontage buildings to be read as a coherent townscape element.
- E) The variety of depth of view and the mix of architecture is respected.

Overall the degree of change to the longer distant views looking east preserve the key attributes of importance .



Existing view looking west along All Saints Street

Important townscape attributes:

- 1) Although young, the presence of trees give character and visual interest to the street. Aside from the locally listed building the entire townscape is attributed to the late 20th and early 21st century and it lacks particular interest or sensitivity.
- 2) The locally listed building is singularly the most important element in the townscape and in views along All Saints Street. The use of yellow brick dominates its context but inadvertently helps to draw the eye to and give prominence to the locally listed building.
- 3) There is slight variation in the height and form of the buildings along the street. Historically the contrast has been greater but the variety adds interest and helps to give definition to plots.



Existing view looking west along All Saints Street

Impact of proposed changes:

- A) The street will remain a secondary/tertiary road in character with maturing trees adding to its character and visual form. T
- B) As illustrated the addition of extra height, set back as an attic storey, will have negligible visual impact in this view. The red brick architecture remains dominant and the reinstatement of a red brick parapet will add to the building's overall interest.
- C) Additional height in this location, beyond the conservation area, adds interest and variety to the streetscape. Overall the increase in height maintains a broad build line.
- D) The architecture of the proposed development adds interest to the streetscape by reintroducing a smaller plot width framework with design, materiality, fenestration and height giving identity and individuality buildings.

Overall this view is not of particular sensitivity and is dominated by foreground buildings to the north and south, none of which are of townscape merit. The proposed development has the effect of adding interest to the variety of architecture in the street and breaks-down the oversized and dominant multi-plot redevelopments undertaken in the late 20th century.

Conclusions

117. **Retention of locally listed building:** all four historic buildings comprising the locally listed building are to be retained. These structures are key to sustaining a sense of place and preserving the character and appearance of the Regents Canal West Conservation Area.
118. **Better revealing historic form and significance:** demolition is limited to the modern elements that have been identified as being little or no architectural or historic merit and that are detrimental to the significance of the heritage assets. The proposals affecting the locally listed building will allow greater legibility of their historic form and in doing so will reveal their significance.
119. New building elements within the conservation area better reveal the form and relationship between the retained historic buildings, reinstating identity. New building elements outside of the conservation area offer improved architectural forms and character to what currently exists. Use of a smaller courtyard reflects the historic grain and allows appreciation of heritage values.
120. **Roof level extensions:** The host buildings have capacity for change. Prior rooftop extensions removed or altered historic roof forms and the close urban grain minimises visibility and potential effects on character and plot legibility. Setting back the proposed extensions respects primary frontage building identity, party walls and sight lines to respect heritage values.
121. **Reinstating Streetscape:** Loss of tight urban grain, increased building scales and unification of multiple plots in late 20th & early 21st century developments changed the character of the street and canal. Opportunity for improvements are taken to enhance the setting of the conservation area and its character and appearance in line with the conservation area character appraisal.
122. **Compliance with Policy.** In accordance with the requirements of paragraphs 128 of the NPPF this statement describes the significance of the heritage assets affected. In accordance with local planning policy the proposal offers urban and architectural design of high quality and the heritage assets are conserved and enhanced in an appropriate and proportionate manner to reflect their significance. In terms of harm this statement finds that any harm is negligible and overall can be offset by the improved architecture and securing the optimum viable use of a heritage asset in support of its long term conservation.

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