

## Conservation Comments 3

GLA case reference number: 2025/0212/S3

**Baltic Wharf**

**City of Westminster**

**LPA planning references: 24/03600/FULL**

Case Officer: Emily Leslie  
Conservation Officer: Tim Walder  
Site Address: Travis Perkins Building, 149 Harrow Road, London W2 6NA  
Application Stage: Stage 3  
Comments Date: 14<sup>th</sup> October 2025

### **Proposal Description**

Demolition of existing Travis Perkins building(s) at 149-157 Harrow Road, erection of a building (plus basement) between 4 and 20 storeys in height, comprising the re-provision of Travis Perkins builders merchant (Sui Generis) at ground and mezzanine floor and the development of purpose-built student accommodation (Sui Generis) and community space (Sui Generis), together with the creation of a canal side path with landscaping and a retained gable wall end, and other on-site public realm improvements. Provision of cycle parking and car parking for the Travis Perkins Builders Merchant. Installation of plant equipment and other associated works, including canal mooring improvements and a new public walkway under Bishops Bridge Road bridge.

### **Legislation, policy and guidance**

1. Section 66 (1) of the *Planning (Listed Buildings and Conservation Areas) Act 1990* requires the decision maker to “have special regard to the desirability of preserving the [listed] building or its setting or any features of special architectural or historic interest which it possesses”.
2. Section 72 (1) of the same Act states that “In the exercise, with respect to any buildings or other land in a conservation area, of any powers [to grant Planning Permission] special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”
3. *National Planning Policy Framework, Chapter 16 Conserving and enhancing the historic environment*, particularly Paragraphs 207, 208, 210, 212, 213, 215, 216 and 218 are relevant. The NPPF makes clear that when considering the impact of a scheme, any conflict with a heritage asset’s conservation should be avoided or minimised (Para 207). Para 212 and caselaw indicate that great weight should be given to a heritage asset’s conservation. Harm should be

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clearly and convincingly justified and, if less than substantial, weighed against any public benefits (Paras 213 and 215).

4. Also relevant are the national Planning Practice Guidance; Historic England: *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (Second Edition July 2015); Historic England: *Good Practice Advice in Planning Note 3: The Setting of Heritage Assets* (Second Edition, 2017); Historic England: *Tall Buildings: Historic England Advice Note 4* (Second Edition, 2022).
5. *London Plan Policy HC1 Heritage conservation and growth* requires development proposals to conserve significance by being sympathetic to the assets' significance and appreciation within their surroundings and avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.
6. *London Plan Policy D3 Optimising site capacity through the design-led approach* requires development proposals to respond to the existing character of a place and respect, enhance and utilise the heritage assets that contribute towards local character.
7. *London Plan Policy D9 C 1) b)* requires development proposals for tall buildings to take account of and avoid harm to London's heritage assets and their settings and requires clear and convincing justification for any harm, and demonstration that alternatives have been explored and that clear public benefits outweigh that harm.
8. *Westminster City Plan 2019-2040* Policies 38, 39, 40 and 41 are also relevant.

## **Application documents and process**

9. GLA officers have carefully reviewed all the submitted information including but not limited to:
  - *Design and Access Statement* (23<sup>rd</sup> May 2024);
  - *Heritage Impact Assessment* (September 2025);
  - *Environmental Statement, Volume 4: Townscape, Built Heritage and Visual Assessment* (May 2024);
  - *Statement of Heritage Significance* (April 2021);
  - GLA pre-application, Stage 1 and Stage 2 reports;
  - Comments from statutory and other consultees;
  - Officers' Report to the Planning Committee of the City of Westminster Council; and
  - Proposed conditions and Section 106 Agreement.
10. A detailed site visit took place on 9<sup>th</sup> June 2025, with a photographic record taken.

## **Methodology and scope of assessment**

*Methodology for the assessment of significance*

11. This assessment uses the NPPF Glossary definition and the PPG analysis of significance and the approach to assessing direct impacts advocated in Historic England's *Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2* (Second Edition July 2015). The NPPF Glossary definition of significance is "The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting". This is interpreted in PPG<sup>1</sup>:
- "archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
  - architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.
  - historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity."

### *Methodology for the assessment of impacts on settings*

12. The NPPF defines setting as 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.
13. This assessment uses the methodology and approach advocated in Historic England's *Good Practice Advice in Planning Note 3: The Setting of Heritage Assets* (Second Edition, 2017) since this is best practice. This proposes a five-step approach.
- Step 1: Identify which heritage assets and their settings are affected;
  - Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated;
  - Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it;
  - Step 4: Explore ways to maximise enhancement and avoid or minimise harm;
  - Step 5: Make and document the decision and monitor outcomes.

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<sup>1</sup> Paragraph: 006 Reference ID: 18a-006-20190723.

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## *Conformity with GLA requirements*

14. In January 2024 the GLA published a Practice Note on *Heritage Impact Assessments and the setting of heritage assets*. The GLA approach is to assess all Stage 3 cases for conformity with the key principles of this note. Following the submission of the Heritage Impact Assessment (September 2025) the application documents are considered to conform.

## **Archaeology**

### *Legislation, policy and guidance*

15. NPPF Section 16 and the London Plan (2021, Policy HC1, particularly Part D) recognise the positive contribution of heritage assets of all kinds and make the conservation of archaeological interest a material planning consideration. NPPF paragraph 200 says applicants should provide an archaeological assessment if their development could affect a heritage asset of archaeological interest. NPPF Paragraph 218 and footnote 75 are particularly relevant.
16. *Westminster's City Plan 2019–2040* was adopted in April 2021. Policy 39 covers Westminster's Heritage. Sections N to P cover archaeology. Section R covers non-designated heritage assets.

### *Relevant documents*

17. GLA officers have carefully reviewed all the submitted information, including but not limited to:
  - *Archaeological Desk Based Assessment* (April 2024);
  - *Environmental Statement Volume 1 Chapter 13 Archaeology (Buried Heritage)*;
  - *Environmental Statement Volume 3; Chapter 13: Archaeology – Appendices*;
  - Correspondence with Historic England/GLAAS including consultation letter of 26<sup>th</sup> June 2024.

### *Archaeological designations*

18. The site contains no designated heritage assets of archaeological interest. The site is not in an Archaeological Priority Area, although the Paddington APA lies 190m to the north-east of the site. Potential archaeology at the site is treated by the planning system as a Non-Designated Heritage Asset (at this stage).

### *Potential archaeological significance and impacts*

19. The applicant's *Archaeological Desk Based Assessment* identifies buried remains of the site's 18th-19th century canal side industrial buildings as the only archaeological interest likely to be affected by the development. Historic England/GLAAS, the relevant consultee, note a significant Pleistocene discovery made by Crossrail to the west Westbourne Terrace which increases the potential for significant Palaeolithic discoveries. That investigation revealed a sedimentary sequence associated with cool climate waterlain deposition containing around 100 identifiable large mammal bones (bison and reindeer), dating to the Pleistocene. That site was considered of regional and national importance. Geotechnical investigations show that Pleistocene brickearth and gravels are present within the application site. The development would involve

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excavating a basement into these deposits. There is therefore the potential for similar discoveries at this site, which the foundation and basement construction may impact.

20. GLAAS propose archaeological planning conditions to mitigate this risk and offset the potential impacts: these have been included within the proposed conditions below.

## *Extent of harm*

21. GLA officers consider that there could be direct harm to non-designated heritage assets of archaeological interest, and this may involve total loss of the heritage assets. This may be mitigated through the proposed conditions.

## **Relevant other heritage designations**

22. The site is not in a conservation area and contains no designated heritage assets. The site contains two elements of local heritage interest discussed below. The other buildings on site are not of any heritage interest.
23. The site is in the setting of the heritage assets discussed below.

## **Direct heritage impacts**

24. The brick warehouse facing the canal dates from between 1896 and 1916 and has been truncated through later construction. Internally, the steel roof trusses have been significantly altered, although an area of historic roof boarding survives. This building is considered to be a Non-Designated Heritage Asset of low significance.
25. The timber roof structure covering parts of the north yard shows an ingenious use of shorter and narrower lengths of timber to create posts and beams supporting a type of Belfast truss of unusual design. It is an interesting but not especially significant example of ad hoc construction, dating from between 1945 and 1962. It is speculated that this construction occurred in the late 1940s or early 1950s, when building materials were in short supply (but there would have been a supply of timber on site). This structure is considered to be a Non-Designated Heritage Asset of very low significance.
26. Both assets have historic interest from their location on the side of the Grand Union Canal. What is now Travis Perkins developed from earlier timber merchants whose trade in softwood (especially pine and spruce) was with the Baltic states: hence the wharf name. The brick warehouse gable end wall is one of few surviving historical buildings in this area which continue to provide a typical late 19<sup>th</sup> century canal side industrial look and feel to this part of the canal and therefore has some artistic interest.
27. The proposals are for the demolition of all buildings on the site except the retained end gable wall of the 1896 to 1916 brick warehouse. This building tends to conflict with the aim of providing a public path alongside the canal, since the building stands at the water's edge. The end gable wall is proposed to be retained and function as a security screen and mooring point in relation to existing commercial moorings on this part of the canal. The proposals would

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introduce a quirky but functional element into the scheme and provide some memory of the historical buildings and use at this site. Overall, these proposals are considered to cause a high level of harm to an NDHA of low significance.

28. The timber parts of the north yard structure will be demolished, and their reuse within landscaping is doubtful and not a secured element of the scheme. This is considered to be total loss of an NDHA of very low significance.
29. Some indirect harm will be caused to the historical interest derived from the immediate setting of both assets, through the loss of the other buildings on site, associated with the timber yard use. A condition is proposed which will provide the small heritage-related benefit of heritage interpretation at the site.

## **Indirect heritage impacts**

30. The previous scheme included a 22-storey tower and the nature of the scheme is that the residential element is provided on a high podium, to allow the tall industrial space required for the continued operation of the Travis Perkins business. The height and massing have been revised and the tower is now of 20 storeys, with a lower tower at 13 storeys and a 5-storey podium (including ground and plant).
31. This section considers the designated and non-designated heritage assets whose settings may be affected by the proposed development. This includes consideration of their designations, their significance, the contribution made by setting to significance and the impact of the proposed development on that contribution. Where applicable, listed buildings are discussed in conjunction with the conservation area in which they are located. Where listed buildings are of similar type and significance and the effects are similar, these are grouped for discussion.

### *Paddington Station, listed Grade I*

32. This is a major Victorian railway terminus for the Great Western Railway and dating from 1851-4 by Isambard Kingdom Brunel (engineer), Sir Matthew Digby (architect), Sir Charles Fox (contractor) and with decoration by Owen Jones, with later alterations. The train shed by Brunel is the star element and is of very high architectural significance as a structural masterpiece by the most important engineer of the age. The building has historic interest as part of the pattern of bold railway termini on the edge of central London, which catalysed the surrounding residential development.
33. The asset is experienced as a vast complex of buildings which form part of a railway terminus, with stunning views of the interior spaces. The ability to appreciate significance in views from the south (Praed Street) are more glimpsed, although the west elevation dominates Eastbourne Terrace. Views from the north are less significant, since they are of the rear end of the train shed and are partially characterised by modern development which does not contribute to significance. The buildings have an associative historic relationship with the listed former stable block (the Mint Wing), to the east, and the listed railway infrastructure designed by Brunel for GWR which connects London and Bristol. The adjacent canal context, which preceded the railway

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and then coexisted with it, with movement of goods and services between the two transport methods, also contributes to the historic interest of the station. The surviving, high quality suburban development in Bayswater and Maida Vale was triggered by the arrival of the main rail terminus and so also has an historic association of interest.

34. TBHVA Views 14 and 15 show the proposed development in the setting of Paddington Station. The proposed development will be visible within the context of other modern development in views towards the rear of the station, which do not contribute to significance. No harm is caused to the contribution made by setting to the significance of the station through visual or other impacts.

## *Hyde Park, Registered Park and Garden, Grade I and the Royal Parks Conservation Area*

35. Hyde Park RPG is one of eight Royal Parks and is one of the largest parks in London. Hyde Park has historic associations with Henry VIII who acquired the land in 1536 and used the land as a hunting park. The park was opened to the public 1631 and has undergone continuous evolution of landscaping. The formal features of the park, such as the Serpentine, were developed under the reign of George I in the early 1700s. During the Victoria era the park was developed for the Grand Exhibition and the Crystal Palace was constructed in the Park. The significance of Hyde Park is derived from the historic interest as the hunting ground of Henry VIII and the national significance as one of the Royal Parks. Architectural value is derived from the wide range of significant architects and landscape designers whose works are displayed throughout the park.
36. The setting of the RPG contributes to its significance to the extent that it allows the sylvan rus in urbe (“country in the city”) character of the historic open space to be appreciated in views into and out of the RPG.
37. TBHVA Views A2 and A3 show the proposed development in the setting of Hyde Park, from the Founders Tree and Serpentine Bridge respectively. The proposed development will be occluded by other modern development in these views. No harm is caused to the contribution made by setting to the significance of the park through visual or other impacts.

## *Regents Park, Registered Park and Garden, Grade I and the Royal Parks Conservation Area*

38. Regents Park RPG is located about 1km to the east of the site. The park was designed by John Nash. Nash’s design included a park in a grand scheme of redevelopment in the area. The park would create a new processional route and took 17 years to be completed. The RPG has significance as a key element of John Nash’s major improvement scheme of 1811-28 for north-west London which also included Regent Street; as one of the most ambitious urban parks of the early C19; for the specific interest of some of its designed landscape elements such as WA Nesfield’s Italian Garden of 1864 and the near-contemporary English Garden by his son Markham; as the setting for a

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large number of listed structures within it including early C19 villas and those of the Zoological Gardens and the surrounding terraces.

39. The setting of the RPG contributes to its significance to the extent that it allows the sylvan rus in urbe (“country in the city”) character of the historic open space to be appreciated in views into and out of the RPG.
40. TBHVA View A1 shows the proposed development in the setting of Regents Park, from the Parsee Monument. The proposed development will be occluded by other modern development in this view. No harm is caused to the contribution made by setting to the significance of the park through visual or other impacts.

## *Catholic Apostolic Church and Church House, Maida Avenue, listed Grade I*

41. An outstanding and impressive Gothic Revival red brick and ashlar church by the leading Victorian architect J L Pearson, dating from 1891-3, with an associated Gothic caretaker’s house to the north. The building is of very high architectural and artistic interest, and high historic interest, since it embodies the late Victorian high church movement in material form.
42. The church has a striking and complex silhouette including the west end gable and two pinnacles and the central fleche: the visual retention of this outline against open sky is important to significance, and is best appreciated in the view from the north side of the canal.
43. HIA View 1 shows the proposed development in the setting of the church. The proposed development will be just discernible, in the context of other modern development, to the right of the church. No harm is caused to the contribution made by setting to the significance of the church through visual or other impacts.

## *Group 1 including the Paddington British Rail Maintenance Depot, east block, listed Grade II\* and the Paddington British Rail Maintenance Depot, west block, listed Grade II\**

44. The east block, designed in 1964, forms the garage to the maintenance depot for road vehicles built for British Rail's Paddington Goods Yard in 1966-8 by Paul Hamilton of the firm Bicknell and Hamilton. The building has an interesting concrete structure, with a coved shell roof providing the feel of light and space customary in inter-war Scandinavian architecture.
45. The west block is of the same date and authorship and the two buildings have mutually reinforcing significance. This building functioned as the workshops, offices and boiler house of the maintenance depot for road vehicles. This has a reinforced concrete frame, clad on the upper floors with glazed ceramic mosaic. The irregular, expressionist triangular plan on the four main storeys was formed on land scooped out for the making of the elevated Harrow Road and M40 Westway. Both buildings have architectural interest for their striking, heavy,

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romantic and sculptural forms, with unusual structural and planning elements, as well as their association with the leading transport architect Paul Hamilton.

46. The Depot buildings are located within the centre of a flyover, directly north of Westway. The series of roadways define the surroundings and provide a strictly urban character. The buildings are mainly experienced in kinetic views from the adjacent busy roads. The buildings are experienced, in part from the canal. Modern large-scale development now characterises parts of the setting of the Depot buildings and does not contribute to its significance.
47. TBHVA View 12 shows the proposed development in the setting of the depot. The proposed development will be visible in the middle ground, in the context of other modern development, but this is not considered harmful to the settings of these two buildings in this context. No harm is caused to the contribution made by setting to the significance of the depot through visual or other impacts.

*Group 2 including the Church of St Mary, Paddington Green, listed Grade II\* and Monuments to Thrupp, Chandless and Woodd Families, listed Grade II*

48. The church, the third on this site, was designed by John Plaw and built in 1788-91. Significance is derived from its historical and architectural interest as a Georgian church built in an unusual Greek plan form, and because it is one of only two known surviving examples of Plaw's work. Significance is also derived from the church's historic role as a visual and community landmark, still set within its churchyard (including the three Grade II listed monuments), at the heart of the small village (the form of which can still be discerned in the Paddington Green CA) which grew up at the junction of the two ancient roads which now form Edgware Road and The Westway/Harrow Road.
49. This open, verdant and historic setting provides an appropriate environment in which to experience the church and contributes to the significance of the church by allowing its roofline and key architectural features such as the clock tower and cupola to be appreciated against the open sky.
50. TBHVA Views 3 and 4 show the proposed development in the setting of the church and associated assets. The impacts are visual. No harm is caused in TBHVA View 3, where the proposed development will be visible in the context of other modern development in relation to the Westway. A very low level of less than substantial harm is caused in TBHVA View 4 because the proposed development will form part of a cumulative pattern of modern development which is tending to visually enclose and urbanise the setting of the church and associated assets.

*Group 3, listed houses in Blomfield Road, facing the canal, to the northeast of Randolph Road including Numbers 15 and 16 Blomfield Road, listed Grade II; Numbers 17 and 18 Blomfield Road, listed Grade II; Numbers 19 and 20 Blomfield Road, listed Grade II; Numbers 21 and 22 Blomfield Road, listed Grade II; Number 23 Blomfield Road, listed Grade II; Number 24 Blomfield Road, listed Grade II*

51. These are pairs of early-mid 19th century houses set back from pavement with front gardens and low walls at the pavement edge. Some brick and stucco, some fully stuccoed. Some are in a Tudor Gothic manner, but most are

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Regency-style villas, with simple Classical detailing, with Welsh slate hipped and gabled roofs. Their architectural interest is derived from their early date and role as a fine group of higher status and elegantly designed early 19<sup>th</sup> century villas, their group value enhanced by the use of limited palette of traditional materials, comparable scales and regular arrangement.

52. The immediate setting of these houses is the enclave of the Maida Vale Conservation Area, which forms an intact and coherent historical suburb, forming an enclave with a semi-rustic character provided by the canal, associated boats, trees and shrubs and the spaces between buildings. Local views of the water, greenery and other similar buildings contribute to the ability to appreciate the setting. The intrusion of taller modern development into wider views of other buildings within the enclave and views through and out of this setting detracts from significance.
53. TBHVA View 10 and HIA Views 1 and 2 represent the proposed development in the setting of these listed houses. TBHVA View 10 is located further southwest; in HIA Views 1 and 2 these listed houses are behind the viewer. The impacts are visual. The views show that the proposed development will be marginally visible above the listed houses opposite, in the context of other modern development in the background. This impact contributes cumulatively to a visually enclosing and urbanising effect on these historically suburban villas, which is contrary to their historic character. A low level of less than substantial harm is caused.

*Group 4, listed houses in Blomfield Road, facing the canal, between Warwick Avenue and Randolph Road including Numbers 29 and 30 Blomfield Road, listed Grade II; Number 33 Blomfield Road and Number 18 Warwick Avenue, listed Grade II; Junction House, Regents Canal, Blomfield Road, listed Grade II*

54. These are large, early-mid 19th century villas, a mixture of semi-detached and detached forms. They are three to four storeys, often with a subservient side entrance bay, set behind front gardens, and a mix of brick with stucco embellishments and fully stuccoed types. All have simple Classical detailing and a regular arrangement and treatment of openings. Their architectural interest is derived from their early date and role as a fine group of higher status and elegantly designed early 19th century villas, their group value enhanced by the use of limited palette of traditional materials, comparable scales and regular arrangement.
55. The contribution made by setting to significance and the ability to appreciate significance is as for Group 3 above.
56. TBHVA View 10 and HIA Views 3 and 4 represent the proposed development in the setting of these listed houses. TBHVA View 10 is located further southwest; in HIA Views 3 and 4 these listed houses are behind the viewer. The impacts are visual. HIA View 3 shows that the proposed development will be marginally visible between the listed houses opposite, in the context of other modern development in the background. This impact contributes cumulatively to a visually enclosing and urbanising effect on these historically suburban

villas, which is contrary to their historic character. A low level of less than substantial harm is caused.

*Junction House, Regents Canal, Blomfield Road, listed Grade II*

57. This is a canal house and probably dates to 1812 to 1820 when this part of the canal was constructed by James Morgan, supervised by John Nash. Although its function was to provide accommodation and a working space for a canal operative, it was designed to match the dignity of the surrounding development with simple Classical detailing to the stucco. It has historical interest as an original building strongly associated with this early London canal, along with architectural interest as a good, ornamental example of this type of dwelling and an association with John Nash, a leading Regency architect.
58. The asset itself is set lower than street level and directly addresses the canal, emphasising its relationship with it and its historic function. Local views of the water, greenery and other similar buildings contribute to the ability to appreciate the setting. The intrusion of taller modern development into this setting detract from significance, although the potential for this is more limited, because of the lower elevation of the asset.
59. The site visit clarified that this building is located at a lower level than the surrounding streets, set down near to the canal edge. Intervisibility between this building and the proposed development is not possible and there are no visual or other impacts and therefore no harm is caused.

*Group 5, listed houses in Blomfield Road, facing the canal, southwest and west of Warwick Avenue including Number 34 Blomfield Road, listed Grade II; Numbers 35 to 37 Blomfield Road, listed Grade II; Numbers 38 and 39 Blomfield Road, listed Grade II; Numbers 40 to 45 Blomfield Road, listed Grade II; Numbers 46 and 47 Blomfield Road, listed Grade II; Numbers 48 and 49 Blomfield Road, listed Grade II; Numbers 50 and 51 Blomfield Road, listed Grade II; Numbers 52 and 53 Blomfield Road, listed Grade II; Numbers 54 and 55 Blomfield Road, listed Grade II; Clifton Villas, Number 56 Blomfield Road, listed Grade II*

60. These are pairs and short terraces of fully stuccoed houses, dating to the early-mid-19<sup>th</sup> century. They are of three storeys and set behind front gardens. These houses are grander and include front elevations in the manner of John Nash at Regents Park, albeit on a more intimate scale, with pilasters, attached half columns, pediments and deep cornices. Their architectural interest is derived from their early date and role as a fine group of higher status and elegantly designed early 19<sup>th</sup> century villas, their group value is enhanced by the use of limited palette of traditional materials, comparable scales and regular arrangement.
61. The contribution made by setting to significance and the ability to appreciate significance is as for Group 3 above, except that these houses have a more intensely semi-rural setting, since they face towards the lagoon and the island forming Little Venice; they also have a considered layout, following the curve of the lagoon.

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62. TBHVA View 10 and 11 show the proposed development in the setting of these listed houses. In TBHVA View 10 the listed houses are behind the viewer. TBHVA View 11 is located further southwest. The impacts are visual. TBHVA View 10 shows that the proposed development will be almost wholly occluded by 2 Warwick Crescent. TBHVA View 11 shows that the proposed development would backdrop the listed houses opposite to an extent, in the context of other modern development also in the background. This impact contributes cumulatively to a visually enclosing and urbanising effect on these historically suburban villas, which is contrary to their historic character. A low level of less than substantial harm is caused.

*Group 6, listed houses in Howley Place, including Numbers 4 to 18 (even) Howley Place, listed Grade II; Number 20 Howley Place and Number 2 Warwick Avenue, listed Grade II*

63. These are pairs of houses with linking screen walls and front garden walls with gateways, dating from the 1840s. These stuccoed houses are grander examples, with simple Classical details, including prominent eaves brackets, Tuscan porches and cornices. Their architectural interest is derived from their early date and role as a fine group of higher status and elegantly designed early 19th century villas, their group value enhanced by the use of limited palette of traditional materials, comparable scales and regular arrangement.
64. The immediate setting of these houses is the enclave of the Maida Vale Conservation Area, which forms an intact and coherent historical suburb, forming an enclave where other similar buildings contribute to the ability to appreciate the setting. The intrusion of taller modern development into wider views of other buildings within the enclave and views through and out of this setting detracts from significance. The immediate setting of these houses is less sensitive, since they face mid-20<sup>th</sup> century, taller, social housing to the south.
65. HIA View 6 shows the proposed development in the setting of these listed houses. The impacts are visual. View 6 shows that the proposed development will be visible above the mid-20<sup>th</sup> century social housing on the south side of Howley Place. This impact contributes cumulatively to a visually enclosing and urbanising effect on these historically suburban villas, which is contrary to their historic character. A low level of less than substantial harm is caused.

*Numbers 22 and 23 Maida Avenue, listed Grade II;*

66. These are a pair of houses, dating from circa 1844, set back from the pavement with front gardens behind walls with gateways to the pavement edge. They are fully stuccoed, with hipped slate roofs. They are of two storeys and basement, with subservient side bays with entrances. Classical detailing. Along with Numbers 19 to 31 Maida Avenue, their architectural interest is derived from their early date and role as a fine group of higher status and elegantly designed early 19th century villas, their group value enhanced by the use of limited palette of traditional materials, comparable scales and regular arrangement.

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67. The neighbouring Catholic Apostolic Church, listed Grade I, forms a dominant and positive aspect of the close setting. The immediate setting of these houses is the enclave of the Maida Vale Conservation Area, which forms an intact and coherent historical suburb, forming an enclave with a semi-rustic character provided by the canal, associated boats, trees and shrubs and the spaces between buildings. Local views of the water, greenery and other similar buildings contribute to the ability to appreciate the setting. To the extent that it occurs, the intrusion of taller modern development into wider views of other buildings within the enclave and views through and out of this setting detracts from significance.
68. HIA View 2 shows the proposed development in the setting of these listed houses. The proposed development will be just discernible, in the context of other modern development, to the right of the heritage asset. This impact contributes cumulatively to a visually enclosing and urbanising effect on these historically suburban villas, which is contrary to their historic character. A very low level of less than substantial harm is caused.

*Group 7, listed houses on Maida Avenue, facing the canal, northeast of Warwick Avenue, including Number 19 Park Place Villas and Number 24 Maida Avenue, listed Grade II; Numbers 25 and 26 Maida Avenue, listed Grade II; Numbers 27 to 29 (consecutive) Maida Avenue, listed Grade II; Numbers 30 and 31 Maida Avenue, listed Grade II*

69. Pairs of houses and a terrace at Nos 27-29, all stuccoed brick, two storeys with basement and attics, and all dating to the early-mid 19th century. With either Welsh slate or concealed roofs. Typically, two to four bays. Classical architectural detailing throughout all the houses in the form of balustrades, architraves, sill bands, advancing and recessed sections and columns supporting pediments. Although details vary, they form a coherent group of assets. Their architectural interest is derived from their early date and role as a fine group of higher status and elegantly designed early 19th century villas, their group value enhanced by the use of limited palette of traditional materials, comparable scales and regular arrangement.
70. The contribution made by setting to significance and the ability to appreciate significance is as for Group 3 above.
71. TBHVA Views 6 and 7 and HIA View 3 show the proposed development in the setting of these listed houses. TBHVA Views 6 and 7 show the proposed development contributing cumulatively to an effect of blocking views along the street to the southeast, in the context of other modern development. HIA View 3 shows that the proposed development will be marginally visible between these listed houses, in the context of other modern development in the background. These impacts contribute cumulatively to a visually enclosing and urbanising effect on these historically suburban villas, which is contrary to their historic character. A very low level of less than substantial harm is caused.

*Group 8, listed houses in Park Place Villas, including Number 1 Park Place Villas, listed Grade II; Number 2 Park Place Villas, listed Grade II; Number 3 Park Place*

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*Villas, listed Grade II; Number 4 Park Place Villas, listed Grade II; Number 5 Park Place Villas, listed Grade II; Number 6 Park Place Villas, listed Grade II; Number 12 Park Place Villas and Number 2 Howley Place, listed Grade II; Numbers 13 and 14 Park Place Villas, listed Grade II; Numbers 15 and 16 Park Place Villas, listed Grade II; Numbers 17 and 18 Park Place Villas, listed Grade II; Number 19 Park Place Villas and Number 24 Maida Avenue, listed Grade II*

72. These are detached houses and pairs of houses of early to mid-19<sup>th</sup> century date, set back from the pavement with front gardens behind walls with gateways to the pavement edge. They are built of brick, fully stuccoed, with hipped and concealed slate roofs. The houses are three storeys and basement, some with attic levels and subservient side bays with entrances. They feature Classical detailing including porches with engaged columns, dentilled cornices, tripartite architraves with low railings and cornices on consoles. Their architectural interest is derived from their early date and role as a fine group of higher status and elegantly designed early 19<sup>th</sup> century villas, their group value enhanced by the use of limited palette of traditional materials, comparable scales and regular arrangement.
73. The immediate setting of these houses is the enclave of the Maida Vale Conservation Area, which forms an intact and coherent historical suburb, forming an enclave with a semi-rustic character provided by the canal, associated boats, trees and shrubs and the spaces between buildings. The intrusion of taller modern development into wider views of other buildings within the enclave and views through and out of this setting detracts from significance. South of the junction with Howley Place, the streetscape becomes more mixed, with high quality red brick mansion blocks and plain mid-20<sup>th</sup> century social housing blocks, and taller modern development visible at the end of the street.
74. HIA View 5 show the proposed development in the setting of these listed houses. The proposed development is not visible in this view. No harm is caused.

*Group 9, listed houses in Warwick Avenue, southwest side including Numbers 9 and 11 Warwick Avenue, listed Grade II; Numbers 13 and 15 Warwick Avenue, listed Grade II; Numbers 17 and 19 Warwick Avenue, listed Grade II; Numbers 21 to 25 Warwick Avenue, listed Grade II; Numbers 27 and 29 Warwick Avenue, listed Grade II; Number 31 Warwick Avenue and Number 12 Clifton Villas, listed Grade II*

75. These are pairs of houses and a short terrace (Nos 21-25) dating to the mid-19<sup>th</sup> century, in yellow-brown brick in Flemish bond with stucco dressings (except Number 31 Warwick Avenue and 12 Clifton Villas which is fully stuccoed). These houses are later and plainer than some in the area, and generally stucco is reserved for the Classical embellishments around openings. They have hipped Welsh slate roofs and are of three storeys and basement. Their architectural interest is derived from their date and role as a fine group of higher status and elegantly designed mid-19<sup>th</sup> century villas, their group value enhanced by the use of limited palette of traditional materials, comparable scales and regular arrangement.
76. These houses have a spatial relationship with the row of villas on the opposite (northeast) side of the street, similar in scale and period, although fully

stuccoed, resulting in a highly balanced and characterful early-mid 19th century streetscape. A broad roadway separates the two frontages; however, this open aspect is countered by a high density of trees which line both sides of the street and the central island. The immediate setting of these houses is the enclave of the Maida Vale Conservation Area, which forms an intact and coherent historical suburb, forming an enclave with a semi-rustic character provided by the canal, associated boats, trees and shrubs and the spaces between buildings. The intrusion of taller modern development into wider views of other buildings within the enclave and views through and out of this setting detracts from significance.

77. TBHVA Views 6 and 7 show the proposed development in the setting of these listed houses. These views show the proposed development contributing cumulatively to an effect of blocking views along the street to the southeast, in the context of other modern development. This impact contributes cumulatively to a visually enclosing and urbanising effect on these historically suburban villas, which is contrary to their historic character. A very low level of less than substantial harm is caused.

*Group 10, listed houses on Warwick Avenue, northeast side including Numbers 4 and 6 Warwick Avenue, listed Grade II; Numbers 8 and 10 Warwick Avenue, listed Grade II; Numbers 12 and 14 Warwick Avenue, listed Grade II; Number 16 Warwick Avenue and Number 32 Maida Avenue, listed Grade II; Numbers 20 and 22 Warwick Avenue, listed Grade II; Numbers 24 and 26 Warwick Avenue, listed Grade II; Numbers 28 and 30 Warwick Avenue, listed Grade II; Numbers 32 and 34 Warwick Avenue, listed Grade II; Numbers 36 and 38 Warwick Avenue, listed Grade II; Numbers 40 and 42 Warwick Avenue, listed Grade II*

78. These are pairs of mid-19th century houses set back behind front gardens, bounded by walls with gateways to the pavement edge. Built of brick, they are fully stuccoed, with grander Classical detailing, and have hipped and mansard slate roofs. They are of three storeys with basement and some with attic levels, with subservient side bays with entrances.
79. These houses have a spatial relationship with the row of villas on the opposite (southwest) side of the street, similar in scale and period, resulting in a highly balanced and characterful early-mid 19th century streetscape. A broad roadway separates the two frontages; however, this open aspect is countered by a high density of trees which line both sides of the street and the central island. The immediate setting of these houses is the enclave of the Maida Vale Conservation Area, which forms an intact and coherent historical suburb, forming an enclave with a semi-rustic character provided by the canal, associated boats, trees and shrubs and the spaces between buildings. The intrusion of taller modern development into wider views of other buildings within the enclave and views through and out of this setting detracts from significance.
80. TBHVA Views 6, 7 and 8 show the proposed development in the setting of these listed houses. These views show the proposed development contributing cumulatively to an effect of blocking views along the street to the southeast, in the context of other modern development. These impacts contribute cumulatively to a visually enclosing and urbanising effect on these historically

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suburban villas, which is contrary to their historic character. A very low level of less than substantial harm is caused.

## *Cabmen's Shelter, Warwick Avenue, listed Grade II*

81. Cabmen's Shelter near junction with Clifton Gardens. This is a Victorian timber shelter erected by the Cabmen's Shelter Fund in 1888, to one of their standard designs. The aim was to provide hansom cab drivers with a place (other than a pub) in which to get warm and dry, have a break and have a meal.
82. The significance of the shelter is mainly historical: it is one of the earliest of only five surviving London examples. It is also of architectural interest as an early pre-fabricated, ornamental, timber building which could be relocated. The shelter's location (and setting) in the centre of a wide road adds to significance since, assuming this is original, it reflects the need to provide a turning point for the hansom cabs to be parked.
83. TVBHA View 6 shows the proposed development in the setting of the shelter. Although there will be a marginal change in the visual aspect of the setting from the proposed development, this is not considered to cause harm.

## *Number 2 Warwick Crescent, listed Grade II*

84. This is an isolated detached house which stands to the south of the lagoon at Little Venice. It is mid-19th century in date and is larger and grander than many others nearby. Built in brick, fully stuccoed, it is of four storeys with a Corinthian portico and a wealth of other Classical detailing.
85. The building's setting at the corner of Harrow Road and Warwick Crescent, is in two sharply contrasting parts. To the north, it continues to enjoy a semi-rustic setting, with an intimate relationship with the lagoon and it is best viewed from the north. To this extent it forms part the intact and coherent historical suburb, forming an enclave with a semi-rustic character, provided by the canal, associated boats, trees and shrubs and the spaces between buildings. However, its setting to the south has been adversely impacted by the construction of the Harrow Road and the A40 Westway on its doorstep and now appears as a 'lone tooth' of the stuccoed streetscape which would have extended further south at this point.
86. TBVHA View 9, 10 and 11 show the proposed development in the setting of this listed house. In TBHVA View 9 there is no visual relationship between the proposed development and the heritage asset. In TBHVA View 10 the proposed development is almost wholly visually occluded by the asset. In TBHVA View 11, the proposed development backdrops the listed houses to the right of the image, in the context of other modern development. These impacts are not considered to have a harmful effect to the setting of this listed house.

## *Maida Vale Conservation Area*

87. Westminster City Council's document Westminster Conservation Areas – Character Overview (2021) describes the significance of the Maida Vale CA as follows: "The Grand Union Canal and Regent's Canal dictated the earliest layouts of Maida Vale in the early 19th century. The south of the area, named

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after the early 19th century public house 'The Heroes of Maida' on Edgware Road, was complete up to Sutherland Avenue by the 1860s. The remaining section in the north was mostly complete by 1900 and in 1915 Warwick Avenue and Maida Vale underground stations were opened.

88. The layout throughout the area uses architecturally significant avenues and crescents with secondary streets infilling between them. Up to the 1860s developments are principally in brick and stucco, whereas later areas are in red stock brick and include early examples of mansion blocks around Elgin Avenue. Nevertheless, the imposing stucco crescents are most notable. Tree-lined streets and large private gardens give the entire area a leafy character. This is further enhanced by Paddington Recreation Ground in the north and Little Venice in the south.”
89. The enclave of the Maida Vale Conservation Area is an intact and coherent historical suburb, forming an enclave with a semi-rustic character provided by the canal, associated boats, trees and shrubs and the spaces between buildings. Local views of the water, greenery and other similar buildings contribute to significance. The setting of the CA contributes to its significance to the extent that it allows the historic buildings, area and spaces to be appreciated in views into and out of the CA. The intrusion of taller modern development into views across, through and out of the conservation area detracts from contribution made by setting to the significance of the CA.
90. TBHVA Views 6 to 11 and HIA Views 1 to 6 show the proposed development in the setting of the CA. As discussed above, the proposed development causes a number of visual impacts on the setting of the conservation area through the blocking of views along historic streets (TBHVA Views 6, 7, 8 and 9) and the backdropping of historic buildings (TBHVA View 11 and HIA Views 1, 2, 3 and 6), in the context of other modern developments within the view. A very low level of less than substantial harm is caused.

## *Paddington Green Conservation Area*

91. Westminster City Council's Paddington Green Conservation Area Audit (2003) describes the character of the CA as follows: “Paddington Green, the adjacent churchyard and the former burial ground, St Mary's Gardens, are the surviving core of an historic village settlement and provide an unexpected oasis, a stone's throw from Edgware Road, with numerous mature and established trees. The few houses along Paddington Green are the only reminders that this was once a desirable place of residence in the early nineteenth century. Architecturally the most significant property is St Mary's Church, which forms the focal point of the conservation area. The remainder consists predominantly of fine residential developments of varied ages, from between the early 19th and 20th centuries... This is typical of many of the old village centres in Westminster which were engulfed by growing London.”
92. The Grade II\* St Mary's Church is identified as the main landmark building of the CA. In terms of key local views, these are mainly identified within Paddington Green itself towards and away from St Mary's Church as well towards the listed buildings to the east of the Green.

93. The CA derives significance from its historic and architectural interest as the surviving core of an historic village settlement, with a fine church and surviving historic buildings facing the churchyard with its splendid trees. The setting of the CA contributes to its significance to the extent that it allows the historic buildings, area and spaces to be appreciated in views into and out of the CA. Although The Westway and Harrow Road have harmful visual and acoustic effects, these diminish quite rapidly as one moves northwards across the churchyard. In the existing and cumulative scenarios some modern development is visible from within the conservation area, but it is still possible to appreciate these buildings as traditional in scale and addressing the churchyard to which they relate visually, spatially and historically.
94. The setting of the CA contributes to its significance to the extent that it allows the historic buildings, areas and spaces to be appreciated in views into and out of the CA.
95. TBHVA Views 3, 3a, 4 and 5 show the proposed development in the setting of the CA. As discussed above, this harm relates particularly to TBHVA View 4 where the proposed development will form part of a cumulative pattern of modern development which is tending to visually enclose and urbanise the setting of the church, which causes harm to the main landmark building in the CA. A very low level of less than substantial harm is caused.

## *Bayswater Conservation Area*

96. Westminster City Council's document *Westminster Conservation Areas – Character Overview (2021)* describes the significance of the Bayswater CA as follows: "Bayswater was initially developed as a fashionable residential suburb in 1827, when the surveyor to the Bishop of London laid out the area between Praed Street, Edgware Road and Bayswater Road. This layout consisted of an inter-related pattern of wide streets, crescents and squares planned on either side of the main boulevards - Westbourne Terrace and Sussex Gardens. Today, the Bayswater conservation area covers a large area with a mixed but...predominantly residential character. Much of the area consists of stucco terraced houses but these are interspersed with attractive streets and mews of a smaller scale as well as a variety of later buildings of interest. A series of open spaces with many fine mature trees and formal squares also contribute to the area's character. The area around Paddington Station has a distinctive more commercial character and has many interesting late Victorian and early 20th century buildings."
97. The setting of the CA contributes to its significance to the extent that it allows the historic buildings, areas and spaces to be appreciated in views into and out of the CA.
98. TBHVA Views 13, 14 and 15 show the proposed development in the setting of the CA. In TBHVA Views 13 and 14 the proposed development is seen in the context of pre-existing other modern development. In View 13, the proposed development will be barely visible along Orsett Terrace, above a modern development. No harm is caused.

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## *Hallfield Estate Conservation Area*

99. Westminster City Council's document *Westminster Conservation Areas – Character Overview* (2021) describes the significance of the Bayswater CA as follows: The Hallfield Estate is a post-war housing estate, built on a 17-acre site which was originally laid out with brick and stucco terraces and villas, but was cleared following war damage. The estate was built between 1951-59 by the architectural practice Drake and Lasdun and comprises fifteen blocks and a primary school. It was designed as a deliberate contrast to the architectural fabric of nineteenth century Bayswater and was intended as a radical model for the borough of Paddington's post-war re-housing programme. The ten and six storey blocks are laid out on a grid at 45 degrees to the surrounding roads. They are set in an attractive landscape setting, which includes chestnut, sycamore, mountain ash and mulberry trees and also magnolias and catalpas.
100. The setting of the CA contributes to its significance to the extent that it allows the historic buildings, areas and spaces to be appreciated in views into and out of the CA.
101. Although no image is provided, the ZTV shows limited visibility of the proposed development from only the edges of the CA, looking away from it. Even if noticed in these outward views, it is unlikely that the Proposed Development would affect the particular, highly coherent, character of this small Conservation Area, which consists of substantial 20th century apartment blocks arranged within a treed landscape, or the Victorian terraced streets which form its immediate setting. No harm is caused.

## *Non-designated heritage assets*

### ICL buildings, Paddington Basin (South Wharves)

102. These are two-storey, brick buildings with irregular window and door openings related to former canal associated commercial use (probably built as stabling and/or fodder storage), identified as 'warehouses' on the 1869 OS map, although they may be older. They have architectural and evidential interest as early 19th century industrial buildings, although they have been somewhat altered.
103. The significance of these buildings lies primarily in their group survival and the canal side setting (to the east) and adjacent cobbled pathway (to the west). These aspects of setting combine with the warehouse character of the architecture, to serve as a reminder of industrial history of the Paddington Basin. The existence of low-lying light industrial structures on the site makes a small contribution to the heritage significance of these structures, through association.
104. The ICL Buildings are an Unlisted Building of Merit in the Bayswater CA and are considered to be Non-Designated Heritage Assets of moderate significance.

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105. A very limited extent of harm is caused to the significance of these buildings through the demolition of the existing buildings on site, since it tends to sever the remaining (now weak) historical links between the historically canal-related industrial uses of this part of the canal. Although TBHVA View 15 shows that the proposed development will be visible above the ICL Buildings, this is not considered harmful, given the existing context of other modern development in the setting.

## Paddington Basin and Grand Union Canal

106. The Basin is a canal inlet constructed in 1801 with the Paddington Arm of the Grand Union Canal. Although various changes have occurred, the route of the canal, possibly some parts of the canal structure, and the presence of water have historic interest.

107. The setting of Paddington Basin has changed significantly in recent decades. Modern large scale residential and commercial buildings now address the canal. Part of the Travis Perkins structures on site and the ICL former warehouses, to the south of the site, are the last remaining vestiges of the historic industrial development on the basin and therefore contribute to the significance of the basin.

108. The Paddington Basin and Grand Union Canal are considered to be Non-Designated Heritage Assets of moderate significance.

109. A very limited extent of harm is caused to the significance of the basin and canal through the loss of the existing buildings on site, since it tends to sever the remaining (now weak) historical links between the basin and canal and the historical uses which formerly fronted them. There is also a very limited extent of visual impact, since the existing low scale formerly industrial buildings will mainly be replaced by taller, modern development in a non-industrial use. However, this takes place in a context where the remainder of the canal basin (except for the ICL Buildings) has already been redeveloped as taller, modern buildings.

## **Summary table**

110. Overall, GLA officers consider that the categories and extents of harm in the table below are caused by the proposed development (in all cases the assessment is based on the cumulative scenario).

111. The scale for extents of harm used is very low, low, low to middle, middle, middle to high, high and very high.

<b>Designated heritage assets</b>	<b>Category of harm</b>	<b>Extent of harm</b>	<b>View reference</b>
Paddington Station, listed Grade I	No harm	No harm	TBHVA Views 14 and 15 (looking past the north and east edge)

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Hyde Park, Registered Park and Garden, Grade I and the Royal Parks Conservation Area	No harm	No harm	TBHVA Views A2 and A3
Regents Park, Registered Park and Garden, Grade I and the Royal Parks Conservation Area	No harm	No harm	TBHVA View A1
Catholic Apostolic Church and Church House, Maida Avenue, listed Grade I	No harm	No harm	HIA View 1
Group 1, including the Paddington British Rail Maintenance Depot, east block, listed Grade II* and the Paddington British Rail Maintenance Depot, west block, listed Grade II*	No harm	No harm	TBHVA View 12 (looking over the roof of the east block, with the west block just out of frame on the right)
Group 2, including the Church of St Mary, Paddington Green, listed Grade II* and Monuments to Thrupp, Chandless and Woodd Families, listed Grade II	Less than substantial	Very low	TBHVA Views 3 and 4
Group 3, listed houses in Blomfield Road, facing the canal, to the northeast of Randolph Road including Numbers 15 and 16 Blomfield Road, listed Grade II; Numbers 17 and 18 Blomfield Road, listed Grade II; Numbers 19 and 20 Blomfield Road, listed Grade II; Numbers 21 and 22 Blomfield Road, listed Grade II; Number 23 Blomfield Road, listed Grade II; Number 24 Blomfield Road, listed Grade II	Less than substantial	Low	TBHVA View 10 (nearby) and HIA Views 1 and 2 (these villas are located behind the HIA viewpoints)
Group 4, listed houses in Blomfield Road, facing the canal, between Warwick Avenue and Randolph Road including Numbers 29 and 30 Blomfield Road, listed Grade II; Number 33 Blomfield Road and Number 18 Warwick Avenue, listed Grade II; Junction House, Regents Canal, Blomfield Road, listed Grade II	Less than substantial	Low	TBHVA View 10 and HIA Views 3 and 4 (these villas are located behind the HIA viewpoints)
Junction House, Regents Canal, listed Grade II	No harm	No harm	No view provided
Group 5, listed houses in Blomfield Road, facing the canal, southwest	Less than substantial	Low	TBHVA Views 10 (the listed

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and west of Warwick Avenue including Number 34 Blomfield Road, listed Grade II; Numbers 35 to 37 Blomfield Road, listed Grade II; Numbers 38 and 39 Blomfield Road, listed Grade II; Numbers 40 to 45 Blomfield Road, listed Grade II; Numbers 46 and 47 Blomfield Road, listed Grade II; Numbers 48 and 49 Blomfield Road, listed Grade II; Numbers 50 and 51 Blomfield Road, listed Grade II; Numbers 52 and 53 Blomfield Road, listed Grade II; Numbers 54 and 55 Blomfield Road, listed Grade II; Clifton Villas, Number 56 Blomfield Road, listed Grade II			buildings are behind the viewpoint) and 11 (nearby)
Group 6, listed houses in Howley Place, including Numbers 4 to 18 (even) Howley Place, listed Grade II; Number 20 Howley Place and Number 2 Warwick Avenue, listed Grade II	Less than substantial	Very low	HIA View 6
Numbers 22 and 23 Maida Avenue, listed Grade II	Less than substantial	Very low	HIA View 2
Group 7, listed houses on Maida Avenue, facing the canal, northeast of Warwick Avenue, including Number 19 Park Place Villas and Number 24 Maida Avenue, listed Grade II; Numbers 25 and 26 Maida Avenue, listed Grade II; Numbers 27 to 29 (consecutive) Maida Avenue, listed Grade II; Numbers 30 and 31 Maida Avenue, listed Grade II	Less than substantial	Very low	TBHVA Views 6 and 7 and HIA View 3
Group 8, listed houses in Park Place Villas, including Number 1 Park Place Villas, listed Grade II; Number 2 Park Place Villas, listed Grade II; Number 3 Park Place Villas, listed Grade II; Number 4 Park Place Villas, listed Grade II; Number 5 Park Place Villas, listed Grade II; Number 6 Park Place Villas, listed Grade II; Number 12 Park Place Villas and Number 2 Howley Place, listed Grade II; Numbers 13 and 14 Park Place Villas, listed Grade II; Numbers 15	No harm	No harm	HIA View 5

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and 16 Park Place Villas, listed Grade II; Numbers 17 and 18 Park Place Villas, listed Grade II; Number 19 Park Place Villas and Number 24 Maida Avenue, listed Grade II			
Group 9, listed houses in Warwick Avenue, southwest side including Numbers 9 and 11 Warwick Avenue, listed Grade II; Numbers 13 and 15 Warwick Avenue, listed Grade II; Numbers 17 and 19 Warwick Avenue, listed Grade II; Numbers 21 to 25 Warwick Avenue, listed Grade II; Numbers 27 and 29 Warwick Avenue, listed Grade II; Number 31 Warwick Avenue and Number 12 Clifton Villas, listed Grade II	Less than substantial	Very low	TBHVA Views 6 (east side of Warwick Avenue) and 7 (west side of Warwick Avenue)
Group 10, listed houses on Warwick Avenue, northeast side including Numbers 4 and 6 Warwick Avenue, listed Grade II; Numbers 8 and 10 Warwick Avenue, listed Grade II; Numbers 12 and 14 Warwick Avenue, listed Grade II; Number 16 Warwick Avenue and Number 32 Maida Avenue, listed Grade II; Numbers 20 and 22 Warwick Avenue, listed Grade II; Numbers 24 and 26 Warwick Avenue, listed Grade II; Numbers 28 and 30 Warwick Avenue, listed Grade II; Numbers 32 and 34 Warwick Avenue, listed Grade II; Numbers 36 and 38 Warwick Avenue, listed Grade II; Numbers 40 and 42 Warwick Avenue, listed Grade II	Less than substantial	Very low	TBHVA Views 6 (east side of Warwick Avenue), 7 (west side of Warwick Avenue) and 8
Cabmen's Shelter, Warwick Avenue, listed Grade II	No harm	No harm	TBHVA View 6 (foreground right)
Number 2 Warwick Crescent, listed Grade II	No harm	No harm	TBHVA Views 9 (not clear, highly treed), 10 and 11
Warwick Avenue Bridge, listed Grade II	Less than substantial	Very low	TBHVA Views 6, 7 and 8 (slightly further south on

			Warwick Avenue)
Maida Vale Conservation Area	Less than substantial	Very low	TBHVA Views 6 to 11 and HIA Views 1 to 6
Paddington Green Conservation Area	Less than substantial	Very low	TBHVA Views 3, 3a, 4 and 5
Bayswater Conservation Area	No harm	No harm	TBHVA Views 13, 14 and 15
Hallfield Estate Conservation Area	No harm	No harm	No view provided
<b>Non-designated heritage assets</b>	<b>Category of harm</b>	<b>Extent of harm</b>	<b>View reference</b>
Archaeological remains	Not applicable	Potentially high or total loss. This may be able to be mitigated through conditions.	Not applicable
Brick warehouse facing the canal	Not applicable	High	DAS views
Timber roof structure covering parts of the north yard	Not applicable	Total loss	Not applicable
ICL buildings, Paddington Basin (South Wharves)	Not applicable	Very low	TBHVA View 15
Paddington Basin and Grand Union Canal	Not applicable	Very low	TBHVA View 15 and DAS views

**Commentary on the positions of other parties**

112. Historic England did not provide substantive comment. The relevant draft reason for refusal provided by the City of Westminster Council states that: “Because of its height and massing, the development would harm the setting of the grade II listed buildings at 2 Warwick Crescent, 33 & 34 Blomfield Road, 4-6, 7, 8-10, 9-11, 12-14, 13-15, 16, 17-19, 20-22, 21-25, 24-26, 27-29, 28-30, 31, 32-34, 38-36, 40-42 Warwick Avenue, Warwick Avenue Bridge, Junction House Regents Canal, 20 Hawley Place; and it would also fail to maintain or improve (preserve or enhance) the setting of the neighbouring Maida Vale and Paddington Green Conservation Areas. This would not meet policies 38, 39, 40, and 41 of the City Plan 2019 - 2040 (April 2021).”
113. The views of WCC, and those provided by consultees, in relation to heritage matters have been carefully considered. The GLA’s assessment on heritage is as provided above.

## **Reserved Matters, Conditions and Section 106 Agreement terms**

114. Two archaeological conditions are included to protect the significance of potential archaeology.
115. A condition requiring historic building recording to Historic England standards (at Level 2) of the NDHAs to be demolished, with a requirement for submission to the GLHER is included to mitigate the harm caused through substantial demolition of the NDHAs. A condition requiring details of the works to support the retained gable is included to ensure that this small heritage-related benefit is managed. A condition requiring further details of the works to the retained gable, its support and any alterations is included to manage the subsequent works to the retained gable. A condition requiring details of the heritage interpretation at the site is included to ensure that this small heritage-related benefit is managed.
116. A Section 106 term is required to ensure that the retention of the gable is secured.
117. The proposed conditions and draft Section 106 Agreement have been reviewed and are considered to be appropriate and adequate in terms of mitigating against further heritage harm and securing the heritage and heritage-related benefits.

## **Conservation conclusions**

118. The heritage harms and heritage benefits are as discussed above. The GLA does not generally support the use of the internal balance of harm. The GLA view is that generally heritage benefits should not be offset against heritage harms, reducing the extent of heritage harm. To do so may undermine the principle of the irreplaceable nature of heritage, can lead to double counting and may discourage the exploration of less harmful options required by the NPPF. Heritage and heritage-related benefits, where they exist, are public benefits and should, in our view, be weighed in the balance along with all the other public benefits.

### *Local plan assessment*

119. The proposed development, in the light of the planning conditions included, conforms with *Westminster City Plan 2019-2040* Policy 39 Part O.
120. The proposed development is contrary to *Westminster City Plan 2019-2040* Policy 38 Part B1, Policy 39 B Part B1, Part I and Part K, Policy 40 Part B and Policy 41 B4 since harm is caused to the setting of heritage assets, including listed buildings and conservation areas.
121. The proposed development is contrary to *Westminster City Plan 2019-2040* Policy 39 Part R, since harm is caused to Non-Designated Heritage Assets.

### *London Plan Assessment*

122. The proposed development is contrary to *The London Plan Policy HC1 Heritage conservation and growth* Part C: "Development proposals affecting heritage assets, and their settings, should conserve their significance, by being

sympathetic to the assets' significance and appreciation within their surroundings".

## *National Planning Policy Framework Assessment*

123. The proposed development has sought to avoid and minimise harm during design development. The harm caused is considered to be outweighed and justified by the public benefits of the scheme. National Planning Policy Framework Paragraph 208 states that "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal..." The proposed development is assessed to cause harm to the heritage assets at the extents discussed above, including at a very low to low extent.
124. Harm will be caused to Non-Designated Heritage Assets on site. National Planning Policy Framework Paragraph 209 requires a balance to be struck between the harm caused by proposals to a Non-Designated Heritage Asset, the significance of the asset and the wider planning benefits of the scheme. The harm caused is considered to be outweighed and justified by the public benefits of the scheme.

## **Relevant known planning history**

### Previous scheme:

125. GLA refs: 2020/5472/P2i, 2021/0344/P2f (pre apps), 2021/0772/S1 and 2021/0909/S2. LPA refs: 21/04536/FULL for "Demolition of existing Travis Perkins building(s) on the Site at 149 Harrow Road, erection of a new building (plus basement) comprising reprovision of builders' merchant (Sui Generis) and student accommodation (Sui Generis), ancillary community space (Sui Generis) and student amenity terraces above, together with public realm works to Harrow Road and the creation of a canal side path with landscaping. Provision of cycle parking and car parking for the builders' merchant. Relocation of bus shelter on Harrow Road. Works associated with the creation of new public walkway under Bishops Bridge Road bridge. Installation of plant equipment photo voltaic panels and other associated works." This was refused on the heritage ground that "Because of its height and massing, the development would harm the setting of the grade II listed buildings at 2 Warwick Crescent, 33 & 34 Blomfield Road, 4-6, 7, 8-10, 9-11, 12-14, 13- 15, 16, 17-19, 20-22, 21-25, 24-26, 27-29, 28-30, 31, 32-34, 38-36, 40-42 Warwick Avenue, Warwick Avenue Bridge, Junction House Regents Canal, 20 Howley Place, and the grade II\* listed Church of St Mary, Paddington Green; and it would also fail to maintain or improve (preserve or enhance) the setting of the neighbouring Maida Vale and Paddington Green Conservation Areas. This would not meet policies 38, 39, 40, and 41 of the City Plan 2019 - 2040 (April 2021)."

### This scheme:

126. GLA refs: 2024/0009/P2f, 2024/0143/P2f, 2024/0318/S1, 2024/0389/S2